

USE OF THE STAFF AND AUXILIARY FUNCTIONS
IN THE
UNITED STATES BUREAU OF ANIMAL INDUSTRY

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or of any of its key officials who have had any connection with this study.

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CHAPTER I

THE PROBLEM

The past 17 years have witnessed a rapid and extensive growth in the number, size, functions and spheres of influence of governmental agencies, particularly at the Federal level. This development has intensified many of the problems of effective public administration, such as those involved in organizing, coordinating, and administering organizations of substantial size in a manner that will most efficiently and economically accomplish the end purposes for which they were established. In recent years, such problems have occupied alike the increased attention of alert administrators and that of serious students of public administration in an effort to improve administration in this important area and make it more precise and effective in the public interest.

Prominent in this situation has been the problem of making most effective use of the staff and auxiliary functions, such as those concerned with the personnel, budget, fiscal, and administrative services areas of administration. That such staff and auxiliary functions, when properly administered and used, can materially increase the effectiveness of an organization has been well established, particularly in recent years. That such functions can also present serious and disabling administrative problems and pitfalls, if not soundly coordinated with the needs, purposes, and functional operations of the organization, has become equally apparent.

Administration can perhaps best be defined as a system of working together to get things done. In such definition lies the key to the proper and most effective use of the staff and auxiliary functions. Careful and

well thought out organization is vital to any activity, whether private or public, and is imperative, of course, in the successful administration and operation of the large governmental agencies which we have today.

One of the most characteristic and significant aspects of modern government is the development in recent years of a sharpened specialization of function and assignment. Such specialization is continuing to broaden and deepen, partly as a normal growth of administrative need and experience and partly as a result of the increased availability of more specialized education and training in the various aspects of public administration. Thus, in practice, a personnel man today may be not merely a broad expert in all phases of the personnel field; he is more likely to be a specialist in employee relations or classification or recruitment. A budget man is more likely to be a specialist in budget justification or budget control; the property man a specialist in procurement or property records or space control or one of the other specializations which have been developed in this field.

Such sharply defined specialization can be a two-edged sword to an administrator. It affords him an excellent opportunity for clearly delineating the areas of responsibility and action in the units of his organization. This can work for an increased mass production of end results and for more efficient production. It develops special talents among his employees, enables them to work on specialized assignments which they may prefer, and thus can be a potent influence on morale. It also affords an excellent opportunity for identifying and correcting problem areas in the organization. On the other hand, unless carefully handled, such specialization can develop an exaggerated opinion of the importance of a specific function. It can build up the feeling that the function is of most importance in its own right and not on the basis of what it actually con-

tributes to the whole operational program. It can develop misfits and submerge talents in the organization and thus materially undermine both performance and morale.

To reap the full benefits of the specialization of function and assignment which has been developing so rapidly in recent years, two major responsibilities fall upon the successful administrator. In the first place, he has the imperative task of coordinating the services and functions of the various specializations of his organization in such a way that they all contribute effectively to the end purposes for which the organization has being. As White points out, "To secure an adequate degree of coordination in large organizations requires sound structure, skillful management, and a wholesome sense of cooperation widely held at all levels of work."¹ This responsibility a top administrator cannot escape. He also has the responsibility for directing the activities of his organization toward the accomplishment of its end purposes, policies, and goals. He must see to it that the objectives of the organization are clearly established and that the purposes toward which it is to work are clearly understood and appreciated throughout the organization so that all effort is being expended effectively in the same direction. In this connection he has the further responsibility of developing a flexibility in the use of specialization and a proper balance between such functional assignments that will permit of maximum contribution to the organization's objectives and make impossible the over-development of any of them. And, finally, all administration is conditioned by the setting in which it operates. It must be geared carefully to the situation in which it is

¹ Leonard D. White, Introduction to the Study of Public Administration Third Edition. The Macmillan Company, New York, 1948, p. 210.

placed. Any organization will be conditioned by the purposes it serves and the environment in which it operates. The alert administrator will constantly be alive to the operation of his organization in this light.

Application of Public Administration Principles

Slowly at first, but more rapidly in recent years, certain basic principles of effective policy formulation and planning, organization and management, and budgetary planning, execution, and control have been formulated and come generally to have broad application in the field of public administration. To the student of public administration, no less than to the active public administrator weighed down with the responsibilities of his assignment, such principles have come to be extremely useful not only for a clearer understanding of their effective application to public administration problems, but also as practical yardsticks against which to measure the degree of effectiveness of the organization, management and operation of units of government, at whatever level, to accomplish the ultimate objectives for which they exist.

Thus, as government has come to occupy a place of increasing importance in the life of every citizen, the study of public administration problems and procedures has broadened and deepened, with increased effectiveness in improving the efficiency and economy of the conduct of the public business. As the science of public administration has developed, the useful principles of organization and administration that have thus come to be recognized as generally applicable to the efficient conduct of any organization afford the progressive administrator a means of evaluating the effectiveness of his organization in the accomplishment of its assigned purposes. They provide measurements that the alert administrator will use periodically, at least, and preferably constantly to check his organization

and correct weak spots of structure, purpose or management.

It is, for example, a basic principle of effective administration of any organization, however large or however small, that its work should be carefully and systematically planned. It should be planned not only in terms of end objectives and purposes, but also in those of available resources of financial support, time, personnel, materials, and supplies. Without careful and effective planning in these respects, waste and inefficiency cannot help but result and accomplishments be reduced.

Importance of the Staff and Auxiliary Functions

In an organization of any size, it is obviously impossible for any single top administrator, no matter what his capabilities or energy may be, to keep all the threads of daily administration flowing smoothly and unknotted into the fabric of over-all accomplishment by his own efforts alone. He inevitably requires the considerable aid of competent assistants and organizational units to help him with the constant task of planning and evaluation of effort and with that of maintaining a smooth flow of funds, personnel, materials, and supplies to the various units of his organization, which are adequate to the task at hand. There has thus come about an increased use of specialization of function in organizations of any size which, while in general established outside of the strictly functional responsibilities of the agency, are indispensable aids to the executive in the accomplishment of basic assignments. Under such an arrangement the head of the organization, for example, can thus make full use of the services of personnel specialists, of budget specialists, or property and procurement specialists to take care of the day-by-day "housekeeping" problems and procedures of routine operation of all his operating units. And, whether established as a separate formal unit of his organization, or

consisting instead of his principal assistants and officers in charge of his major organizational units with definite operational responsibilities, he can also have invaluable assistance in the constant planning and coordination necessary to keep his functional program alive and keenly geared to the ever-changing conditions under which it must operate to be effective and justify its existence -- the functions of an efficient staff.

There has been some tendency to class all functions of an organization falling outside of its major substantive responsibilities as staff functions. In some respects this may be an effective and thoroughly adequate differentiation, for it separates for most practical purposes the so-called line functions for which the organization was established from the strictly internal operating functions which assist the line units in accomplishing their basic purposes. White, however, believes that this differentiation is too broad for most effective application and that the needs of effective administration require a more exact definition of the staff function. He thus defines a staff as

an organ advisory to a responsible official, but without operating responsibilities. . . . The function of a civil staff is to study administrative problems, to plan, to advise, to observe, but not to act. A staff unit may be attached to a chief executive or to other principal administrators. The staff service of advice and counsel operates upward, downward, and outward, and across organizational lines. It is always advice, however, and never command.²

From the purely staff functions as thus defined, he differentiates the operating or "housekeeping" functions, such as personnel, budget and fiscal, procurement, etc., as auxiliary services, in this manner:

Auxiliary agencies do not serve the public, although they may deal with citizens. . . . Their clientele is the line agency, which they assist by performing necessary common func-

²Ibid, p. 31.

tions -- buying goods and supplies, contracting for public printing, purchasing real estate and the like.³

While, as will be brought out later, it is possible for personnel engaged in the so-called auxiliary functions to contribute effectively to the strictly staff functions of an organization, the differentiation in the sphere of operations of the two as pointed out by White will broadly be followed in the present study.

Application to the Bureau of Animal Industry

If, then, the premise is tenable that a proper use of the staff and auxiliary functions can materially aid a functional organization to fulfill its basic objectives more effectively and efficiently, this same technique should be extremely useful in the administration of such a functional agency as the Bureau of Animal Industry of the United States Department of Agriculture. This Bureau, a component part of the Department's Agricultural Research Administration, has been serving the American public for the past 65 years in some very well known and many relatively little known, but important, ways. Its size and range of subject-matter operations, the fact that it serves the American livestock and meat industry in so many ways and that the results of its activities reach into every home in the land where meat is eaten that has been processed for transportation across a State line, makes the effective administration of the Bureau a heavy responsibility and a public trust. There is urgent need for and ample opportunity to make extensive use of every administrative or organizational aid that will help make its operations more effective and economical to the end that the basic objectives expected of it may be attained as

³
Ibid, p. 30.

rapidly and efficiently as possible.

The fact that the basic work program of the Bureau of Animal Industry has been so long established, is so extensive, and is so varied in subject-matter field and application, should make worthwhile a critical study of the Bureau's use of the staff and auxiliary functions in effectuating its program. It has from its inception 65 years ago maintained constant and highly successful warfare against the ravages of disease in the nation's herds and flocks and against the introduction of new diseases into this country from foreign lands. It has been successful in improving the efficiency of production of farm livestock and poultry flocks -- and thus in increasing the food supply of the country -- through productive research on the problems of sanitation, health, breeding, feeding, and management of the various classes of farm livestock and poultry. Through its maintenance of a wholesome and safe meat supply it has been equally successful in safeguarding and promoting the public health and welfare. These are still the basic functions of the Bureau and every available resource is bent toward their successful accomplishment.

How, then, do the staff and auxiliary functions operate at this -- the Bureau -- level of government and how do they serve the basic administrative needs of such an agency? To what extent and how effectively are these functions utilized at the Bureau level in helping attain the end objectives of the Bureau's program? How and to what extent are they coordinated with the functional activities of the Bureau? Are they over-emphasized in the Bureau's organization and program activities or under-emphasized? Has the Bureau been helped or handicapped by too much or too little dependence upon the staff and auxiliary functions in the promulgation of its program? In short, do they serve their purpose adequately and fulfill their potential role of usefulness to the Chief of the Bureau and

other top administrators as aids to a more effective administration of the organization?

Purpose and Scope of This Study

Against this background, and within the framework indicated, it is the purpose of this study to examine carefully and in some detail how staff and auxiliary functions are being used in current administration of the Bureau of Animal Industry. Attempt will be made to trace the degree to which these functions have been used through the relatively long history of the Bureau, the extent to which they are being used in Bureau administration today, their place in the organizational hierarchy of the Bureau, to what extent, where, and by whom they are coordinated with the line functions of the Bureau, and what, if any, contribution they are making to the Bureau's substantive program.

Such a study should be fruitful from several standpoints. In the first place, there appears to be a real scarcity of any available material on the subject at one of the important working levels of national government -- that of the subject-matter bureau and its component parts, the divisions. To a considerable degree, the literature on this and most other phases of public administration devotes itself to a consideration of such subjects as they apply to top units of government -- the department or independent agency -- and not to the bureaus or other component units of government which really carry out the specific functional assignments of the larger agency. While it is true that the basic principles of effective public administration, including those governing the use of staff and auxiliary functions in an organization, should apply equally well at the lower level of the governmental hierarchy as well as at the higher, it should be rewardingly informative to investigate their use at

the bureau level, since this apparently has not been done before. It could be that some aspects of their use by a subordinate unit of a large department might possibly differ from those of the parent organization and possibly even offer problem areas peculiar to the Bureau level of administration that have been relatively unexplored.

The Bureau of Animal Industry would seem to offer a fertile field of study in this connection in that it is a bureau of some considerable size and diversity of work program. It is probably as well known to its own clientele and to the public at large as any other unit of government at the Bureau level. Its activities are headquartered in Washington and scattered throughout the country, so that it has its generous share of the problems of effective Washington-field relationships. It has been in existence sufficiently long to afford an opportunity for a study of the changes that must of necessity occur in an organization of this kind to meet changing conditions.

One further characteristic of the Bureau of Animal Industry affords an opportunity to study the use of the staff and auxiliary services in functional programs within an agency that are at best only broadly related and in some extreme aspects are considerably diverse and specialized in the nature of their needs for some of the services provided by such functions. As will be developed later, the Bureau of Animal Industry's functional responsibilities fall into two rather distinct fields of endeavor, the research and the regulatory fields. The one is a search into the unknown for new knowledge in the breeding, feeding, and management of livestock, and in controlling disease and parasitic infestations. The other is a regular, day-by-day administration of prescribed laws, regulations, and directives designed broadly to control the incidence and spread of diseases in the field and to insure a wholesome meat supply for the public.

Two such diverse functions operating in the same agency would seem to present some widely different requirements for auxiliary assistance, for example, and to present their own inherent problems in such matters as personnel requirements, to mention but one of the more obvious lines of demarcation between the needs of the two basic functions. Thus a careful study of the Bureau's operations may be able to throw some light on the problems involved in the use of the staff and auxiliary functions in a relatively self-contained agency having several basic functional assignments.

As pointed out above, material is scarce or non-existent on the specific use of these functions at the working bureau level of governmental operation. This is also true of published material devoted specifically to the operation of the Bureau of Animal Industry. The literature is full of published reports on the results of its research and regulatory activities over the years, but careful search has brought to light only two studies which have been made on the actual organization and operation of the Bureau -- material useful in any degree to a study of public administration. Neither of these are more recent than 23 years ago. Houck⁴ conducted the first of these, which he published privately in 1924. This study for the first time brought into one document the early history and accomplishments of the Bureau. It broadly sketched the organizational development of the Bureau, but omitted some of the detail that would be pertinent and highly useful in the present study. In effect, the study covered what the Bureau had done to that date, but offers little or no

⁴ U. C. Houck, The Bureau of Animal Industry of the United States Department of Agriculture: Its Establishment, Achievements, and Current Activities, Washington, 1924, 390 pp.

information on how it was done and practically nothing on the planning and "housekeeping" functions of the Bureau's activities. Powell⁵ followed this closely with his able monograph on the Bureau of Animal Industry prepared for and published by the Brookings Institute for Government Research as one of a series of studies of various segments of the national government. Powell was more concerned with some of the public administration aspects of the Bureau's activities than was Houck, but in general both studies are of interest today chiefly as historical background and record. To a considerable degree, the Bureau of Animal Industry they portray has only a relative resemblance to the Bureau of today. Time brings material changes to a unit of government, it would seem, as it does to the individuals who compose such a unit at any given time. Since both of these studies are no longer accurate portrayals of the Bureau as it is now constituted and operated, there should be little or no duplication of effort in a review of the situation as it stands today.

Lacking, then, a backlog of any considerable literature on the subject of this study, it has been necessary to base it mainly upon actual first-hand study of the Bureau and its operations. The various pertinent aspects of Bureau administration, operations, and procedures included in the study were meticulously discussed with key officials of the Bureau charged with administering such activities. In following this procedure, no attempt was made to keep an exact chronological record of the interviews and discussions upon which a substantial portion of the material is based.

⁵ Fred Wilbur Powell, The Bureau of Animal Industry: Its History, Activities, and Organization, Service Monograph of the United States Government No. 41, Brookings Institute for Government Research, The Johns Hopkins Press, Baltimore, 1927, 190 pp.

These were numerous, involved most of the key administrators concerned with the staff and auxiliary functions in the Bureau, and, since they were busy men, varied in length from as little as ten or fifteen minutes to as much as several hours, as occasion afforded. These interviews took place over a period of six months, from November, 1949 to April, 1950, inclusive. In addition, such varied source material as Bureau organization charts, job statements, letters of instruction, official working directives, rules and regulations of the Department of Agriculture, and similar rather minute and specific sources not ordinarily available for a task of this kind have been reviewed and studied.

It is hoped that the study will develop some useful and up-to-date information on the application of the principles of staff and auxiliary operations in a unit of government at a direct functional working level with the public, an area apparently relatively little explored thus far by students of public administration. It is hoped, too, that such a study can throw some light on the difficulties involved in serving rather divergent functional ends, as these functions are called upon to do in the Bureau of Animal Industry.

CHAPTER II

HISTORY AND FUNCTIONS OF THE BUREAU OF ANIMAL INDUSTRY

It would be difficult, if not impossible, to examine the place and usefulness of the staff and auxiliary functions in administration of the Bureau of Animal Industry without first inquiring briefly into the purposes for which it was established and its present responsibilities. This background is needed for any clear understanding of the development which has taken place in its organization and operational techniques over the years for the more complete and precise discharge of its services to the livestock industry and the public. It is needed, too, for making any evaluation of the effectiveness of its present organization and administration to these ends. Any organization is conditioned by the purposes it serves and the environment in which it operates. The Bureau of Animal Industry has been no exception to such an experience.

Early History and Development

Houck¹ and Powell² have ably traced the pressing conditions in the livestock industry which brought about the establishment of the Bureau of Animal Industry and its early history and development. No real purpose would be served in covering this ground in the same minute detail. There

¹ U. G. Houck, The Bureau of Animal Industry of the United States Department of Agriculture: Its Establishment, Achievements, and Current Activities, Washington, 1924, 390 pp.

² Fred Wilbur Powell, The Bureau of Animal Industry: Its History, Activities, and Organization. Service Monograph of the United States Government No. 41, Brookings Institute for Government Research, The Johns Hopkins Press, Baltimore, 1927, 190 pp.

are, however, certain pertinent aspects of the Bureau's early history and development which definitely set the pattern of its evolution through the 65 years of its existence. These should not be overlooked in any current study of the Bureau's organization and operation.

Bureau Established to Meet Specific Needs

It is necessary to remember, for example, that even in its original inception, the Bureau was given very specific and more than ordinarily well defined objectives. With these went also a heavy and broad responsibility for safeguarding the health and welfare not only of the livestock industry but of the general public as well. It was thus given an unusual and distinctly advantageous opportunity to measure its activities and accomplishments against the conditions and difficulties of specific problems and in terms of rather clearly delineated goals and objectives. Thus, also, as its long history shows, the Bureau has had little opportunity to remain static. There has been a constant growth and development over the years to meet changing conditions and new problems. The Bureau has had the rare opportunity to grow and develop as a living, purposeful entity -- indeed has been forced to do so from the very nature of its assignments. The fact that it has been possible to organize so much of its work toward clearly delineated ends has made for an impressive accumulation of specific accomplishments over the years, so that the Bureau now occupies a position of recognized eminence in its service to the livestock industry and to the national economy. As Powell points out

With a long record of accomplishment, the Bureau today occupies a position unrivaled in any country in the world. It has grown with the industry which it was established to foster, changing its emphasis as that industry has developed. It is no less concerned with the quality of the export surplus than it was in the eighties; but since 1906 it has been increasingly active in the interest of the domestic consumer, and this without lessen-

ing its effort to serve the stockmen, whether through combatting disease or promoting more economical and efficient methods of production and utilization".³

The Bureau of Animal Industry was established on May 29, 1884, by an Act of Congress entitled, "An Act for the Establishment of a Bureau of Animal Industry, to Prevent the Exportation of Diseased Cattle, and to Provide Means for the Suppression and Extirpation of Pleuropneumonia and Other Contagious Diseases among Domestic Animals."⁴ One of the very few bureaus in the Federal service established directly by a Congressional organic act, the very title of the act creating it indicates a clear directive for work in specifically delineated problem areas, a condition which has been generally characteristic of the Bureau's assignments through the years.

Establishment of the Bureau of Animal Industry was not the first attempt of Congress to foster and improve the livestock industry of the country. For the first time, however, it established one organization into which such activities could center and be promulgated. As early as 1793 Congress had taken steps to improve the quality of livestock in the country by removing the tariff duties on "useful beasts imported for breed,"⁵ a regulation in operation to this day. Under the provisions of this act Barbary sheep were imported as early as Washington's second administration and Merino sheep as early as Madison's first administration, with breeding hogs from China and France following a few years after.

³ Ibid., p. 38.

⁴ 7 USC 391.

⁵ 1 Stat. L. 324.

The Bureau, however, grew out of a desperate need to combat the ravages of disease in the flocks and herds of the country and to protect against the introduction of livestock diseases from other countries. The need for preventing the spread of and reducing the losses from contagious pleuropneumonia, which was introduced from England in 1843, and had a serious outbreak again in 1859; the spread of Texas fever; British discrimination against American cattle and meat products because of the presence of disease; a growing concern over the prevention of cruelty to animals in transportation; and a start toward the quarantine of imported cattle against the introduction of diseases in 1883, all contributed to the establishing of the Bureau the following year. As early as May 1, 1883, as a matter of fact, a Veterinary Division had been established in the Department of Agriculture to handle livestock matters. That same year saw the establishment of a pathological laboratory, which 8 years later became the Pathological Division of the Bureau and a disease experiment station, the forerunner of the present Animal Disease Station of the Agricultural Research Center, Beltsville, Md.

The organic act for the establishment of the Bureau required that it be headed by a competent veterinary surgeon, a requirement still in effect. It provided for the establishment and enforcement of rules and regulations for the suppression of communicable diseases. It is important to note that provision was also made for cooperative relationships with State authorities involving the expenditure of money appropriated by Congress, a pattern for the extensive and voluminous cooperation with State and other agencies so characteristic of Bureau work at the present time. The act provided for investigation into the cause and control of livestock diseases; into the condition, protection, and use of domestic animals; and for the estab-

lishment of such regulations as might be needed covering the proper transportation and exportation of livestock. It also charged the Bureau with the responsibility of collecting information on those subjects useful not only to the agricultural but to commercial interests of the country, a fertile field for the future development of real service to the industry.

The effectiveness of the Bureau in accomplishing its assignments was early established in its efficient handling of the contagious pleuropneumonia problem. This disease, first introduced to the eastern seaboard in 1843, was by 1884 ravaging the cattle herds of New York, New Jersey, Maryland, Virginia, West Virginia, Connecticut, and the District of Columbia and by the following year had spread into Delaware. Its eradication was undertaken at once by the infant Bureau. After five years of strenuous and concentrated effort on the problem the Bureau had succeeded in eradicating this disease in this country at a cost of about $1\frac{1}{2}$ million dollars. The United States thus became the first nation in the world successfully to eliminate this disease once it had become extensively established. Within the first five years of the Bureau's existence was thus established the pattern of successful control of highly infectious diseases, an accomplishment which was to be duplicated later with other diseases, notably Texas fever.

Another aspect of the Bureau's history pertinent to this study was the early recognition of the effectiveness of a high degree of specialization in a successful attack upon the problems being faced. Although a divisional organization for the Bureau was not officially recognized until the Agricultural Appropriation Act of 1897,⁶ the need for an organizational

⁶ Act of April 25, 1896; 29 Sta. L. 99, 101.

separation of responsibilities and assignments along specific functional lines was apparent almost from the day of the Bureau's establishment, and organization had proceeded quietly in this direction long before this time. According to Houck, a Veterinary Division had been established in the Office of the Commissioner of Agriculture as early as May 1, 1885, and a pathological laboratory established as a part of this division had become the Division of Animal Pathology. On August 1, 1886 a zoological laboratory was established in the Veterinary Division which late in 1901 became the Zoological Division.

As of April 1, 1891, Bureau organization consisted of four divisions, to which, as noted, the Zoological Division was added that same year. The Inspection Division was responsible for the eradication of contagious diseases, the inspection of export and import animals, meat inspection, vessel inspection and the regulation of the movement of southern cattle. The Division of Animal Pathology conducted scientific investigations on the nature, cause, prevention, and treatment of animal diseases. The Division of Field Investigations and Miscellaneous Work was responsible for field investigations on the location, character, and prevalence of outbreaks of the various livestock diseases. The Division of Quarantine issued permits for the importation of animals, the supervision of livestock at port of entry, and quarantine for specified periods.

In 1895 a Dairy Division was established (since 1925 the Bureau of Dairy Industry.) The Agricultural Appropriation Act of 1897 provided for an Inspection Division, a Dairy Division, a Pathological Division, a Biochemic Division and a Miscellaneous Division, the work of which will be considered in some detail later in this study. In 1903 this Miscellaneous

Division was abolished,⁷ only to be reestablished in 1914 in order to relieve the specialized divisions of general correspondence and administrative matters. It was again abolished in 1921. In 1904 animal husbandry investigations were first authorized,⁸ to become the Animal Husbandry Division six years later. Federal meat inspection service was first established in a small way in 1890 by the Act of August 30, 1890, but did not obtain authority for real work in this field until 1906 and did not become a division until 1912.⁹ Tick Eradication and Tuberculosis Divisions were established under the organic act in 1917, Hog Cholera Control and Virus-Serum Divisions in 1919, and by Act of May 29, 1924¹⁰ the Dairy Division was removed from the Bureau and established as the Bureau of Dairy Industry, effective July 1, 1925.

Change in the organization of the Bureau has continued in more recent years. The Inspection and Quarantine Divisions have become the Inspection and Quarantine Division. The functions of a Division of Hog Cholera Control, Stockyards inspection, Tick Eradication, and control of various diseases of sheep and cattle, such as scabies, have been combined into the Interstate Inspection Division. The Biochemic Division has been abolished and, with the rapid growth of canned foods for small animals, such as dogs, an Animal Foods Inspection Division has been added. Since 1946, the functions of information, personnel, budget and fiscal, and administrative services, such as property and procurement, have had divisional status as the

⁷Act of March 3, 1903; 32 Stat. L. 1147, 1151.

⁸Act of April 23, 1904; 33 Stat. L. 276, 281.

⁹Act of June 30, 1906; 34 Stat. L. 674-679.

¹⁰Act of May 29, 1924; 43 Stat. L. 243.

Information Division, Personnel Division, Budget and Fiscal Division, and the Administrative Services Division, a radical departure in Bureau administrative organization and management which this study proposes to explore carefully.

This highly condensed segment of the Bureau's history and development should make it readily apparent that Bureau administrators have been highly alert to the need for keeping its organization sharply aligned to the problems being handled and to changing conditions involved in them. The frequent charge that, once established, governmental agencies have a tendency to continue unchanged long after circumstances indicate the need for shifts in organization and operation would seem on the face of it to have no very real validity in this case. Certainly change in functional organization has occurred throughout the Bureau's entire existence, a condition which may do much to account for its impressive record of accomplishments in its field.

Present Functions and Responsibilities of the Bureau¹¹

As has been the case throughout its history, the Bureau of Animal Industry is still primarily concerned with a program of research and regulation directed to the protection and development of the livestock, meat, poultry, and related industries in the United States and to the protection of the national health through its supervision of the meat food supply. Its policy of vigilance against livestock diseases and that of improving the efficiency of farm livestock and poultry through research on sanitation,

¹¹ A detailed report of the current lines of work is presented in Report of the Chief of the Bureau of Animal Industry, Agricultural Research Administration, Government Printing Office, Washington, 1949, 97 pp. The subject is discussed in detail in the next chapter and legal authorities for the various lines of work are presented there.

health, breeding, feeding, and management problems has continued unchanged through the years, no matter how much changed the mode of attack, the better to effectuate these policies.

When one examines in greater detail the present functions of the Bureau, however, the degree to which functional specialization is now called for becomes readily apparent. The Bureau's present functions readily divide themselves into a broad category of research and one of protective measures. The research responsibilities include experiments on the development of all classes of farm livestock except dairy cattle, poultry and domestic fur animals, together with studies of methods of improving the quality and usefulness of their products. They also include investigations of diseases and parasites affecting all classes of livestock, poultry, and other domestic animals.

A wide variety of protective measures are being conducted by the Bureau and form a major part of its current work load. Animals and animal products and materials are inspected at all ports of entry into the country to guard against the introduction of diseases of foreign origin, particularly such destructive diseases as foot-and-mouth and rinderpest. Livestock offered for export are also regularly inspected, as well as the transportation facilities of the vessels carrying them to assure their safe shipment. Imported animals are also inspected to identify purebred animals eligible for free entry from customs duty as breeding animals.

A careful control is maintained over the interstate movement of livestock to prevent the spread of disease and to prevent cruelty to animals in transit. Because veterinary biological products are so essential to the prevention and control of livestock diseases and the maintenance of animal health, the preparation of such products is carefully

supervised to assure their purity and potency. In this connection, also, a marketing agreement and order designed to maintain adequate supplies of hog cholera virus and anti-hog cholera serum is administered. Extensive campaigns are currently being conducted to control and eradicate livestock diseases throughout the country, such as tuberculosis, brucellosis, cattle fever ticks and tick fever, cattle and sheep scabies, hog cholera and related swine diseases, and dourine of horses.

Federal meat inspection is conducted throughout the country under the Meat Inspection Act, the Horse Meat Act, and the Imported Meat Act. All meat entering inter-state trade is required to pass such inspection. Because of the growth in recent years of the manufacture of canned animal foods, designed especially for the feeding of pets such as cats and dogs, such products are now inspected and certified upon application of the manufacturers.

Cooperation is maintained with Mexico in the fight to control and eradicate the recent outbreak of foot-and-mouth disease in that country. This includes research studies on this disease in European laboratories (introduction of the virus of this disease is not permitted into this country even for research study). A program is also being conducted through the Production and Marketing Administration for the purchase of canned meat and meat products in Northern Mexico. Protective measures in the United States are also pursued, which include patrol of the Mexico-United States border to prevent entry of animals susceptible to the disease or of any materials which might harbor the virus, as well as strengthened inspections at public stockyards and in the field to detect immediately any possible introduction of foot-and-mouth disease into the United States.

Work of the Bureau is Widely Scattered¹²

The work of the Bureau of Animal Industry is widely scattered at points throughout the United States, and in one way or another it directly touches the life and well-being of nearly every citizen. The Bureau is, of course, headquartered in the United States Department of Agriculture in Washington, D. C., but most of its work is conducted in the field and most of its employees are scattered widely throughout the country. It has stations, substations, or laboratories located in or near 453 cities and towns in the United States and Territories, and at or with the 48 cooperating State agricultural experiment stations. Work of one kind or another is in operation under Bureau auspices in every State in the Union. Work is also conducted in the field in Mexico and at three European research laboratories. Bureau employees are engaged in work on farms, ranches, ports of entry into the United States, meat packing establishments, public stockyards, establishments licensed under the Virus-Serum Toxin Act and at many other points.

When one stops to consider the variety, magnitude, and dispersion of the Bureau's activities, the importance of the proper use of the staff and auxiliary functions to aid and further such a program, indeed the magnitude of the chore of orderly and effective "housekeeping" in such an agency, can be readily appreciated.

¹²Ibid.

CHAPTER III

ADMINISTRATIVE AND FUNCTIONAL ORGANIZATION

Having examined the broad functional responsibilities of the Bureau of Animal Industry, it remains now only to examine briefly its present administrative and functional organization before inquiring specifically into the use of the staff and auxiliary functions in its administration and program activities.¹ This is essential to a clear understanding of the present work program and the scope and magnitude of the need for these functions. Against such needs it should be possible to determine whether staff and auxiliary functions are well or ill used in administrative operations.

The Bureau of Animal Industry at present is made up of an Office of the Chief, nine subject-matter divisions, and four auxiliary divisions. In addition the emergency Mexican-United States Commission for Eradication of Foot-and-Mouth Disease functions as an adjunct of the Bureau. Of the nine subject-matter divisions, six operate in the field of regulatory or control activities or in that of direct control and eradication of animal diseases and parasites. These include the Meat Inspection Division, the Virus-Serum Control Division, the Tuberculosis Eradication Division, the Inspection and Quarantine Division, the Interstate Inspection Division, and the Animal Foods Inspection Division. The other three, the Pathologi-

¹The material upon which much of this chapter is based is adopted, in some instances verbatim, from official organization charts of the Bureau, from pertinent official job statements, working directives, and similar material not ordinarily available to the public, and from interviews and discussions with key Bureau personnel.

cal Division, the Zoological Division, and the Animal Husbandry Division, are primarily research units. The remaining four divisions of the Bureau, the Personnel Division, the Budget and Fiscal Division, the Administrative Services Division, and the Information Division, are primarily concerned with auxiliary services to the line divisions, although in many respects the Information Division functions as a line unit in the dissemination of information, as will presently be seen.

Office of the Chief of Bureau

The Bureau of Animal Industry is directed and administered by a Chief of Bureau who is required under the terms of the organic act which established the Bureau to be a qualified veterinarian. He is the officer in charge, the official finally responsible for every phase of the Bureau's activities. He is assisted in his task of top administration by four principal assistants, designated as assistant chiefs of bureau, two of whom are professional veterinarians, one a professional geneticist, and one professionally trained in the field of public administration. A small office staff completes the unit serving in the Office of the Chief.

The Chief of Bureau has full responsibility for directing and coordinating the broad programs designed to protect and develop the livestock and poultry industries of the country. To accomplish this, he is responsible for the effective administration of all Federal laws regulating animal quarantines, transportation and interstate shipment of livestock, production and shipment of meat and meat products, control of the manufacture of veterinary virus, serum, and toxin biological products, and exportation and importation of livestock and livestock products. He is responsible for formulating and carrying out policies and plans designed to provide an effective long-term program of research on numerous

livestock and poultry diseases, and for directing or cooperating in their control and eradication. He is expected to furnish effective leadership in the Bureau's programs for the improvement of livestock through research in breeding, feeding, and management, including studies of methods for improving the quality and usefulness of their products. He has responsibility for developing with other Federal units, the various States, and other agencies, effective programs for the control and eradication of livestock diseases on a nationwide basis and for the extensive cooperative research programs which are an integral part of the Bureau's work. In addition, he is required to furnish technical direction and assistance to the American Section of the Mexican-United States Commission for Eradication of Foot-and-Mouth Disease in the successful prosecution of this program, and to report progress thereon to the Secretary of Agriculture, the Congress, and the public.

Even this broad a summary of the duties and responsibilities of the Chief of Bureau indicates clearly that no one administrator, no matter how willing or how able, could possibly hope to carry the many details of such an assignment successfully without the services of capable assistants and a considerable specific delegation of authority and responsibility in the various subject-matter fields involved in the work. This necessary delegation is accomplished through the services of his principal assistants and those of the heads of the various divisions. Under the broad direction of the Chief of Bureau, each assistant chief is assigned responsibility for a specific segment of the Bureau's activities. There is thus an assistant chief in charge of research, one in charge of disease eradication and control, one in charge of meat and animal food inspection, and one in charge of the administrative functions of personnel, budget and fiscal, and ad-

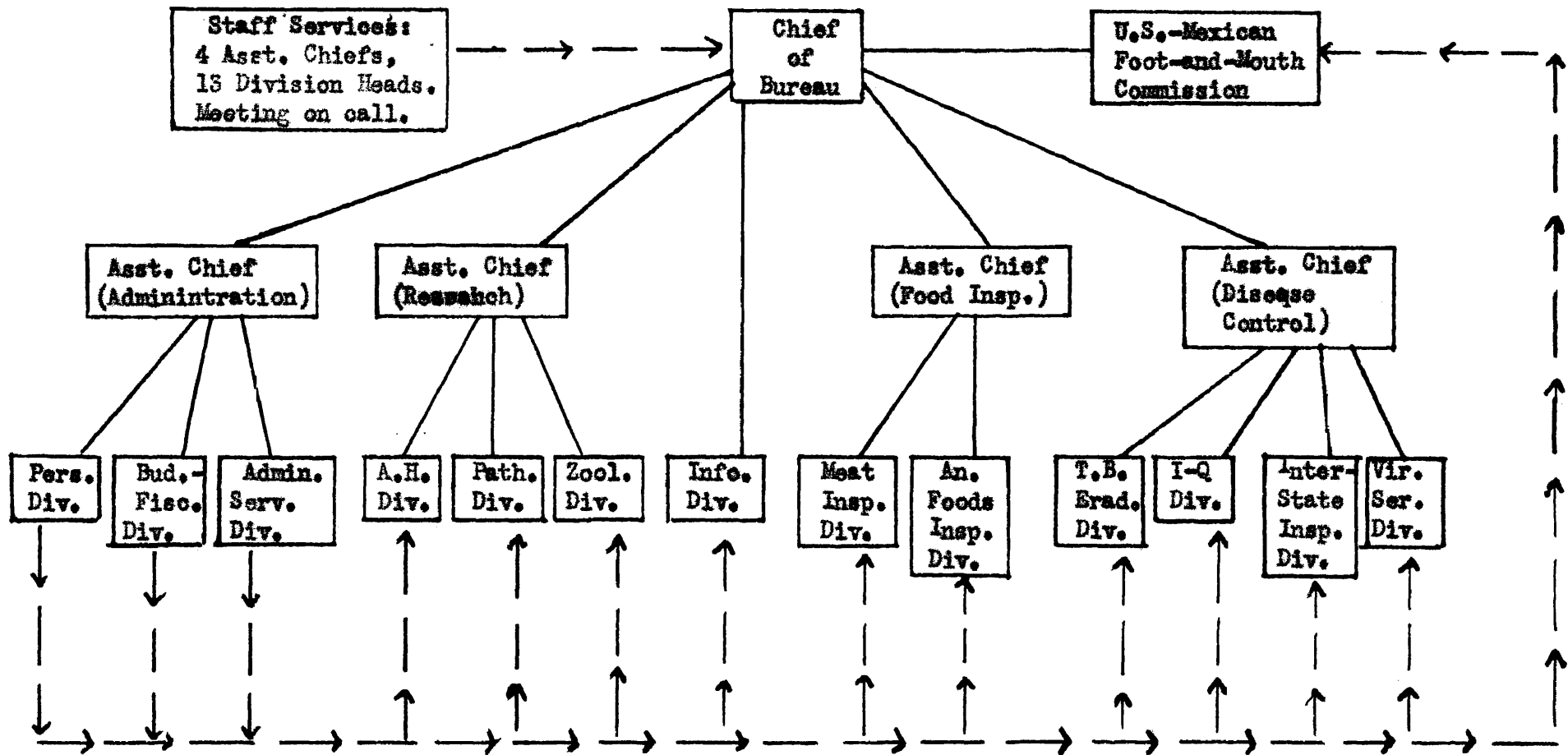
ministrative services. In Bureau organization, the Information Division reports directly to the Chief of Bureau. (Figure 1.)

As he outlines his duties, the Assistant Chief in Charge of Research shares with the Chief of Bureau the responsibility for top-level planning, formulating, organizing, and directing all of the research functions of the Bureau. He is responsible for coordinating the activities of the Pathological, Zoological, and Animal Husbandry Divisions of the Bureau and for developing and maintaining effective cooperative relationships with the State agricultural colleges and experiment stations, and other cooperating agencies in the conduct of the Bureau's cooperative research projects. During the absence of the Chief of Bureau he may be called upon to serve in that capacity with full responsibility for the work of the Bureau during such periods.

In like manner the Assistant Chief of Bureau in Charge of Disease Control and Eradication shares with the Chief of Bureau the responsibility for top-level planning, formulating, organizing, and directing all of the disease control and eradication functions of the Bureau. His is the responsibility for coordinating the activities of the Interstate Inspection, Inspection and Quarantine, Virus-Serum Control, and Tuberculosis Eradication Divisions. He is responsible for maintaining effective liaison between the Bureau and foreign countries on problems of control and eradication of communicable diseases and for developing and maintaining effective cooperative relationships with State and other agencies in the disease control and eradication activities of the Bureau. He also is frequently called upon to serve as acting Chief of Bureau in the absence of the chief.

The Assistant Chief of Bureau in Charge of Food Inspection made it

Figure 1. ORGANIZATION OF THE BUREAU OF ANIMAL INDUSTRY



Legend: Solid lines indicate flow of command; broken lines, flow of staff and auxiliary services.

clear that he serves also as Head of the Meat Inspection Division, by far the largest subject-matter division of the Bureau. As assistant chief of bureau he shares with the Chief the responsibility for directing and coordinating the administration of all of the food inspection functions of the Bureau. He is responsible for keeping the Chief of Bureau advised on all matters of overall policy and operation relating to the food inspection programs. Furthermore he advises the Head of the Animal Foods Inspection Division on policies and problems involved in the administration of that function. In the absence of the Chief of Bureau he, too, may be called upon to serve as acting Chief of Bureau with all of the responsibility entailed therein.

To the Assistant Chief of Bureau in Charge of Administration is assigned full responsibility and authority for the management of all administrative functions, activities, and operations of the Bureau, an assignment which he discussed with the writer on numerous occasions. As he pointed out, his is the responsibility for organizing, coordinating, and directing the budgetary, fiscal, personnel, procurement, and related administrative functions of Washington and field offices. In addition he is expected to anticipate the operating requirements of technical programs and to develop broad administrative policies, procedures, and methods to meet those requirements. He directs and coordinates the activities of the Personnel, Budget and Fiscal, and Administrative Services Divisions of the Bureau. As representative of the Chief of Bureau, he represents the Bureau at Agricultural Administration and Department levels on all matters concerning administrative management, with authority for making determinations and decisions committing Bureau administrative action. He also serves as advisor and consultant to the Chief on the administrative aspects of

program planning. As do the other assistant chiefs, he also serves as acting Chief of Bureau upon occasion.

Since no unit of government, no matter how well organized or self-contained, can operate in a vacuum or fail to be conditioned to a large degree by the encouragements or restrictions of its next higher level of authority, we should not leave this brief discussion of the functions and responsibilities of the Office of the Chief of Bureau without considering briefly the place of the Bureau in Departmental organization. The Bureau of Animal Industry is one of the component parts, along with the Bureaus of Agricultural and Industrial Chemistry; Dairy Industry; Entomology and Plant Quarantine; Human Nutrition and Home Economics; Plant Industry, Soils, and Agricultural Engineering; and the Office of Experiment Stations, which make up the Agricultural Research Administration of the Department of Agriculture. This grouping of the research and subject-matter units of the Department under the direction of a research administrator makes the Chief of the Bureau of Animal Industry directly responsible to the research administrator in all matters of bureau operation. It creates an additional level of authority through which bureau matters must clear on their way to the Secretary of Agriculture and other top levels of departmental organization. In matters flowing upward in the Department hierarchy, the Chief of Bureau is thus called upon to advise and consult with the Research Administrator on the various phases of Bureau activity and responsibility. In this respect he stands in much the same relationship to the Research Administrator and, through him, to the Secretary of Agriculture, as do his own assistant chiefs and heads of divisions to him in his own organization, in advising on and formulating policy and program planning at top levels of departmental administration.

Meat Inspection Division

That the programs of the Bureau are of such scope, complexity, and diversity to demand exceptional professional and technical administration and the most expert organization of function possible will be readily seen from examination of the specific assignments carried by its subject-matters divisions.

It is, for example, the task of the Meat Inspection Division to administer the Federal Meat Inspection Act, the Horse Meat Act, and the Imported Meat Act, and the regulations promulgated under these acts.²

It is the basic duty of this division to prevent the use in interstate or foreign commerce of meat and meat food products which are unfit for human food. It also sees to it that horse meat is properly identified as such in commercial trade channels. The division conducts Federal meat inspection at packing and processing plants according to established and publicized rules and regulations. This work involves both ante-mortem and post-mortem inspection of meat animal, disposal of diseased carcasses and parts of carcasses, and the enforcement of sanitary control measures of slaughtering and other operations necessary for the production of wholesome meat and meat food products. It tests and analyzes samples of meat, meat food products, and materials used in such products to detect any use of harmful or prohibited substances or adulterants. This division sets the standards for plant facilities and sanitation which packing plants must meet to obtain or keep Federal meat inspection. Through a review of trade labels, it enforces standards of terminology listing the exact composition of meat food products on such labels. It also enforces regula-

²Act of March 4, 1907, as amended and extended by Acts of June 30, 1914, July 24, 1919, and June 29, 1938; 21 USC 71-79, 83-91, 95-96; 7 USC 431.

tions governing import meat, export meat, meat food products, animal casings, and the interstate transportation of meat and meat food products. As is the case with all regulatory or control functions of the Bureau, the regulations of the Meat Inspection Division are published for the full information of the interested public.³

The Meat Inspection Division is organized into the Office of the Head of the Division and six specialized subject-matter sections. The latter include a laboratory section, with field laboratories located at Chicago, Kansas City, New York, Omaha, St. Louis, and San Francisco; a trade label section; an inspection facilities section; a recording section; an inspection procedures section; and a special projects section. The division is directed by a Head of Division, who is also Assistant Chief of Bureau in Charge of Food Inspection. He is assisted in the administration of his division by an assistant head of division and three staff assistants. These staff assistants and the section heads serve also as area directors of the regionalized field service into which the division's activities are divided. The division maintains 155 main field stations and 215 substations throughout the country and furnishes Federal meat inspection service at 996 meat packing and processing establishments located in 347 cities and towns in 47 States, Puerto Rico and Hawaii, where approximately 34,000,000 head of food producing animals are slaughtered and more than 13 billion pounds of meat and meat products are manufactured annually.⁴

³ Unnumbered Booklet, Regulations Governing the Meat Inspection of the United States Department of Agriculture. Government Printing Office, Washington, D. C., January, 1947.

⁴ Report of the Chief of the Bureau of Animal Industry, Agricultural Research Administration. Government Printing Office, Washington, D. C., 1949, p. 65; also unpublished Division records.

That this service is effective in assuring the American public a wholesome meat food supply is shown by the fact that during the fiscal year 1949 more than 286,000 animals, including 65,869 cattle and 106,432 hogs, were condemned as being unfit for human food and were removed from trade channels by rendering them useless for food or food products. In addition, more than 1,400,000 parts of carcasses and 1,542,567 cattle livers and 61,532 calf livers were condemned on post-mortem inspection and destroyed.⁵ The work of this Division furnishes also a good example of how the activities of the various units of the Bureau of Animal Industry inter-mesh effectively. Through a system of reporting, diseases of animals detected by Bureau meat inspectors in meat packing plants are identified as to origin. These reports are then used by Bureau animal disease control and eradication officials in the field to locate and eliminate dangerous or hazardous livestock infections at their source.

Virus-Serum Control Division

It is the responsibility of the Virus-Serum Control Division to regulate the preparation, sale, or shipment of any virus, serum, toxin, or similar product manufactured in the United States and the importation of such products intended for use in the treatment of domestic animals.⁶ It plans and directs the administration of the Virus-Serum Control Program designed to prevent the production and marketing of hog cholera and other veterinary biologics which are useless, harmful, or contaminated. It administers the Hog Cholera agreement of December 7, 1936, under which the

⁵ Ibid., pp. 67-70.

⁶ Act of March 4, 1913; 21 USC 151-158 and Sections 56-60, inclusive, of the Act of August 24, 1935; 7 USC 851-855.

production of hog cholera virus and serum is controlled. The object of this agreement is to stabilize the virus-serum industry for the purpose of insuring an adequate supply of these products for preventing outbreaks of hog cholera.⁷

This Division develops and directs the enforcement of rules and regulations controlling the commercial production and distribution of other veterinary biological products.⁸ It directs the inspection activities in this field and the installation of procedures and methods at manufacturing laboratories to assure the proper production and distribution of veterinary biologics. It also conducts investigations of alleged violations of regulations and orders in this sphere of activity, and makes administrative determinations of what action should be taken where violations are found, and gives expert technical assistance to the Department of Justice in the prosecution of violations. It maintains liaison with other governmental agencies, industry groups, and professional organizations for the purpose of keeping apprised of advancements in the biological field, of modifying inspection methods to meet new production techniques, and of encouraging industry self-regulation and cooperation in achieving the essential regulatory objectives of the program.

The production of hog-cholera virus, anti-hog cholera serum and hog-cholera vaccine in 36 plants in the country is supervised through a staff

⁷B.A.I. Order 361. Order Regulating the Handling of Anti-Hog Cholera Serum and Hog Cholera Virus and Approved Marketing Agreement for Handlers of Anti-Hog Cholera Serum and Hog Cholera Virus. Effective December 7, 1936. Government Printing Office, Washington, 1937.

⁸Rules and Regulations Relating to Viruses, Serums, Toxins, and Analogous Products and to Certain Organisms and Vectors. Effective March 1, 1949. Unnumbered. Government Printing Office, Washington, 1949.

of veterinary inspectors who oversee and pass upon the adequacy of production methods, techniques of testing products, and sanitation.⁹ In addition, the production of veterinary biologicals is controlled in all plants manufacturing anti-anthrax serum, anti-canine distemper serum, anti-swine erysipelas serum, rabies vaccine, blackleg bacteria, and related products for interstate commerce. In all the production of all such biological products was supervised last year.¹⁰

Commercial firms desiring license to produce such products are required to submit for approval a comprehensive statement of production plans showing the type of organism, method of production, type of test used and test results on the finished product, and plant construction, layout, and equipment proposed for use in production operations. The Bureau further requires reports of production and results of tests on finished products in these plants and, as necessary, inspects and investigates operations to ascertain whether actual production is in full conformance with approved production plans.

A relatively small unit, the Virus-Serum Control Division is administered by a Head of Division. Its work is divided into two sections, an inspection operations section and a licensing section, whose duties and responsibilities are clearly indicated by their names. Most of the staff of the division is of necessity located in the field.

⁹ Report of the Chief of the Bureau of Animal Industry, Agricultural Research Administration. Government Printing Office, Washington, 1949, p. 24.

¹⁰ Ibid, p. 25.

Tuberculosis Eradication Division

The Tuberculosis Eradication Division has the task of controlling and working toward the eradication of bovine and avian tuberculosis in cattle, swine, and goats and of paratuberculosis and brucellosis or Bang's disease in cattle. In these programs, it works in close cooperation with livestock sanitary officials of the States under State laws and regulations and provides partial compensation to owners of cattle condemned and destroyed because of being affected with these diseases.¹¹ Under these programs, most of the personnel of the Division are located in the field. Trained staffs of veterinarians are maintained in each of the 48 States and in Puerto Rico. The relatively small headquarters unit located in Washington and the field programs are administered by a Head of Division and three professional staff assistants.

That the Bureau's program for the eradication of livestock tuberculosis has been highly effective is shown by the fact that the incidence of tuberculosis in cattle has been reduced to less than one-fifth of one percent from an original infection of approximately five percent when the program was started. When the eradication program was begun the Meat Inspection service was condemning more than 45,000 whole beef carcasses annually as unfit for human consumption. During the past fiscal year less than 1,400 whole beef carcasses were condemned for this cause. The difference represents the saving of a huge amount of food for the people of this country. To maintain the low incidence of bovine tuberculosis, a

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Sections 5 and 11 of the Act of May 29, 1884, as amended; 21 USC 114 and 114a, Section 2 of the Act of February 2, 1903, as amended; 21 USC 111; and the recurring provision in the annual appropriation act for the Department of Agriculture for the payment of claims growing out of the purchase and destruction of animals and materials affected by or exposed to foot-and-mouth disease, pleuropneumonia, rinderpest, and other contagious or infectious animal diseases; 21 USC and Supp. 129.

continuous program of test and slaughter is conducted throughout the country, which requires the testing of more than 8,000,000 animals annually.¹²

The need for the eradication of brucellosis, a disease which attacks mankind as well as livestock, is a problem of equal magnitude. This work has been under way on an organized basis for only a few years. The annual loss to the livestock industry from this disease is huge. It has been conservatively estimated that the annual loss from premature birth of young, sterility or slow breeding, and decreased milk production adds up to well over a hundred million dollars. Tests made for brucellosis on 5,671,347 animals during the past fiscal year showed that four per cent were infected with this disease.¹³ In the work to date there has been a gradual but slow reduction in the incidence of brucellosis, but its control and ultimate eradication is still a most difficult and complex problem.

Inspection and Quarantine Division

The Inspection and Quarantine Division, as its title would indicate, is concerned mainly with conducting the programs involved in the domestic and international inspection and quarantine of livestock. It directs the administration of Section 306 (a) of the Tariff Act of 1930 which prohibits the importation of livestock, meats, and animal by-products from countries where foot-and-mouth disease or rinderpest exist. In this

¹² Report of the Chief of the Bureau of Animal Industry, Agricultural Research Administration. Government Printing Office, Washington, 1949, pp. 89, 87 and 88.

¹³ Ibid, p. 92.

activity it directs the inspection of livestock and the sanitary control of animal by-products and other regulated commodities offered for importation, to prevent the introduction of communicable livestock diseases of foreign origin.¹⁴ It establishes quarantines and other measures designed to preclude the introduction of livestock diseases from other countries. It administers the provisions of Paragraph 1606 of the Tariff Act of 1930 for the certification for free entry of purebred animals imported for breeding purposes,¹⁵ and the several laws covering the inspection and certification of live animals offered for export and the inspection and quarantine of animals offered for import.¹⁶

This division directs the investigation of reported outbreaks of diseases among livestock. It also directs the programs for controlling and eradicating such livestock diseases as foot-and-mouth disease and rinderpest which may be introduced from foreign countries, and planning and developing the technical and operating requirements of such projects. It conducts field studies of foreign livestock diseases, such as foot-and-mouth, as preparation for combating outbreaks of such diseases, both domestic and foreign. In planning and executing domestic and cooperative foreign disease control and eradication programs, the division coordinates and applies data obtained by field investigations and research performed by the Pathological Division and other research agencies.

¹⁴ Act of August 30, 1890, as amended and extended by Acts of February 2, 1903, March 4, 1907, July 24, 1919, June 28, 1926, February 7, 1928, and February 23, 1931; 21 USC 30-32, 96, 101-105, 111.

¹⁵ Section 201, Paragraph 1606 of the Act of June 17, 1930; 19 USC 1201, Par. 1606.

¹⁶ Section 306 of the Act of June 17, 1930; 19 USC 1306.

This division cooperates with foreign governments by furnishing technical assistance to them in programs to control and eradicate livestock diseases and participates with other governments in planning and developing the technical and operating requirements of such projects in their countries. It administers the regulations covering the humane handling and safe transport of export livestock and directs the inspection and testing of livestock for export.¹⁷ Finally, this division provides the necessary liaison for the Bureau with all other governmental agencies and private organizations on all matters of importation and exportation of livestock and Bureau participation in foreign and domestic disease control and eradication programs.

The activities of the Inspection and Quarantine Division are administered in Washington by a Head of Division and three assistant heads, with the assistance of a relatively small staff of specialists and clerical help. Here, again, a major part of the division is permanently stationed in the field. The activities of this division have been successful in protecting the livestock industry from the introduction of such plagues as foot-and-mouth disease, rinderpest, and contagious pleuropneumonia, as well as further outbreaks of tuberculosis, brucellosis, tick fever, dourine, anthrax, anaplasmosis, fowl pest and many similar diseases of bacterial, virus, and parasitic origin. Livestock from this country are accepted in all the countries of the world upon the certification of an inspector of the Bureau of Animal Industry because of the universally recognized leadership of the Bureau in the field of animal disease control.

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Act of March 3, 1891, as amended by Act of May 28, 1928; 46 USC 466a-466b.

Interstate Inspection Division

The Interstate Inspection Division plans and conducts the programs and recommends policies, regulations, and procedures governing the interstate inspection of livestock. It administers the laws and regulations controlling the interstate movement of livestock, including public stockyards inspection¹⁸ and the 28-Hour Law requiring the feeding, watering, and resting of animals at stated intervals while in interstate transportation.¹⁹

This division also conducts the field work on the control of hog cholera and other communicable diseases of swine and, in cooperation with the States involved, conducts the Bureau's work on the eradication of scabies of sheep and cattle, dourine of horses, and various other diseases of livestock and the eradication of cattle fever ticks. And, finally, it provides necessary liaison for the Bureau with other Federal, State, and private agencies on such programs.

The spread of contagious, infectious, and communicable diseases is prevented in the country by detecting the presence of any livestock diseases at public stockyards and treating the animals, the premises, and the transporting vehicles. Information on the incidence of disease at the stockyards is furnished Bureau veterinary and State livestock sanitary officials, which materially assists them in locating and eradicating outbreaks of disease at point of origin. The work of the division includes

¹⁸ Act of May 29, 1884; 23 Stat. L. 31, as amended by Acts of May 31, 1920; Stat. L. 694, 699 and June 23, 1926; 44 Stat. L. 774; Act of February 2, 1903; 32 Stat. L. 791 and Act of March 3, 1905; 33 Stat. L. 1294, as amended by Act of March 4, 1913; 37 Stat. L. 831.

¹⁹ Act of June 29, 1906; 45 USC 71-74.

supervision over the application of diagnostic tests and treatment to protect animals against contagion during shipment, and the investigation and preparation for prosecution of cases involving violations of animal quarantine laws.

Last year over 65 million cattle, sheep, goats, and swine were inspected at public stockyards. Approximately 4,120 cattle and 134,438 sheep were dipped for scabies and 233,456 swine were immunized against hog cholera to comply with the regulations of the Bureau and of the various states to which they were destined.²⁰

The division is administered by a Head of Division and two assistant heads of division, with a small professional and clerical staff in the Washington headquarters. Because of the nature of its work, most of the staff of the division are located permanently in the field.

Animal Foods Inspection Division

There has been a rapid growth in very recent years of the manufacture and canning of animal foods for small animals, such as dogs and cats. This business has become so important that an Animal Foods Inspection Division was established in February, 1947, to provide an inspection and certification service over such foods. This service is not compulsory, but is available to all manufacturers who request it, who will pay the actual cost of the service to them, and who will comply fully with Bureau regulations and requirements covering the service.²¹

To be eligible for this inspection and certification service, the

²⁰ Report of the Chief of the Bureau of Animal Industry, Agricultural Research Administration. Government Printing Office, Washington, 1949, pp. 33-34.

²¹ Title II of the Act of August 14, 1946; 7 USC 1622.

plant and premises must be constructed and equipped to meet definite standards of sanitation to assure proper cleanliness in the preparation of certified foods. Only sound, wholesome ingredients can be used in manufacturing the animal food. Since the canned foods are certified as to nutritional value, the finished product must represent a level of nutritional value at least equal to the standards for which the food is certified, in other words, it must contain the kind and amount of protein, vitamins, minerals, and other food elements known to produce this nutritional level. The labels on the cans must carry complete and accurate information as to contents. Division inspectors also see to it that the containers for such products are properly closed and sealed and that they are processed at sufficient temperatures to insure stability of the canned product. They also see to it that the distinctive division seal of certification, accompanied by an identifying plant number, appears on all labeling material. This seal is the buyer's assurance that the product on which it appears has a nutritional level equal to the standard included in the certification statement. Frequent laboratory analyses are made in meat inspection laboratories of both ingredients and finished products to maintain the high standards set and to detect any deviations from them.

As would be expected, most of the staff of the Animal Foods Inspection Division is located in the field, with the division being administered at Washington Bureau headquarters by a Head of Division and clerical assistance. This inspection service of the Bureau has grown from a production of slightly over a million pounds of animal food under its certification during the first month of operations in 1947 to a total of nearly 37 $\frac{1}{2}$ million pounds in September of 1949.²² During the past fiscal year the

²² Unpublished Division records.

volume of production under this service amounted to more than 368 million pounds of animal food produced at 24 inspected plants located in 18 cities.²³

The Pathological Division

We come now to the Bureau's second -- and widely different -- basic function, that of research. This is the main occupation of three divisions, the Pathological Division, the Zoological Division, and the Animal Husbandry Division, with their widespread facilities and commitments for this highly specialized type of activity.

The Pathological Division, the oldest in point of continuous service in the Bureau, conducts research studies on the various diseases of livestock and poultry and on methods and treatments for their control.²⁴ In the latter connection, it produces and standardizes diagnostic and immunological products for use in disease control work. It cooperates with other Federal, State, and private agencies in research planning and programs and fosters research by such agencies on diseases of livestock and poultry. In addition, it exercises laboratory control over commercially prepared biological and chemical products required to conform to Bureau regulations. An important part of its duties is to publish its scientific findings for the benefit of other research workers, the regulatory divisions, and general veterinary practitioners.

²³ Report of the Chief of the Bureau of Animal Industry, Agricultural Research Administration. Government Printing Office, Washington, 1949, p.76.

²⁴ Act of May 29, 1884, as amended by Acts of February 9, 1886, July 14, 1890, August 30, 1890, February 2, 1903, March 3, 1905, March 4, 1907, June 30, 1914, May 31, 1920, June 23, 1926, February 7, 1928, September 21, 1944, and April 24, 1943; 7 USC 391; 21 USC 80-82, 105, 111-130; 21 USC Supp. II, 113a.

The most important diseases under investigation at the present time include equine infectious anemia, infectious equine encephalomyelitis, anaplasmosis, anthrax, Johne's disease, mastitis, brucellosis of cattle, swine, and goats, tuberculosis, vesicular diseases simulating foot-and-mouth disease, hog cholera, swine enteritis and erysipelas, rabies, cholera, and typhoid, pullorum disease, and virus diseases, including Newcastle disease of poultry. Such an impressive list emphasizes the extent of this division's efforts to aid the Nation's livestock and poultry industries.

The Pathological Division, which is administered by a Head of Division and two assistant heads, is organized into the Office of the Head of Division, a virus and rickettsial diseases section, a bacterial and mycotic diseases section, a non-infectious diseases section, a pathology section, a chemistry and physics section, and a serology and immunology section. These are headed by experts in their respective fields. The division also operates a number of field stations and offices, the principal one of which is the Animal Disease Station, located at the Agricultural Research Center, Beltsville, Md.

The Animal Disease Station at Beltsville is especially designed and equipped for conducting large-scale disease investigations with large animals. With the exception of diseases of livestock due to nutritional deficiencies, almost every known animal disease has at one time or another been studied at this station. Among its many duties and responsibilities, special laboratories here prepare and standardize Brucella antigen and vaccine used in Federal-State brucellosis control work and test all such vaccine produced commercially. They also make periodic tests of the tuberculin produced and sold under Bureau license for use in the nationwide

Federal-State campaign to eradicate tuberculosis in livestock.

The Zoological Division

The Zoological Division has the assignment of conducting research studies on the geographical infestations of parasites, methods of diagnosis, infective stages, mode of transmission, and methods of control, and to conduct experiments with drugs and chemicals to determine their use for the destruction of parasites. It is the specific responsibility of this division to develop practical methods of controlling the numerous parasites that produce stunting, unthriftiness, and deaths in livestock and poultry, a large order.²⁵

In this program, the division conducts research studies on parasitic diseases of livestock and poultry, their causative agents and methods of control. In this connection, it studies the life history, ecology, morphology, and pathogenesis of numerous parasites harmful to livestock and poultry in an effort to develop practical and economical control measures. It cooperates with other Federal, State, and private agencies in its research program and publishes its experimental findings for the benefit of other research workers, the regulatory divisions, and livestock producers generally.

The Zoological Division is administered by a Head of Division and one assistant head. It is organized into an Office of the Head of Division, a poultry parasite section, a ruminant parasite section, a swine parasite section, a miscellaneous parasites section, a section for treat-

²⁵ Act of May 15, 1862 - R.S. 520 and Acts of February 9, 1889 and April 30, 1946; 5 USC 511-512; 7 USC 433, 434; also Act of June 29, 1935, as amended by Research and Marketing Act of 1946; 7 USC 427-427d, 427h-427j, 1621, 1629.

ment of internal parasites, and a section for treatment of external parasites. It also maintains a number of field stations, the principal one of which is located at the Agricultural Research Center at Beltsville, Md. The division also cooperates closely with the U. S. Regional Disease Research Laboratory at Auburn, Alabama, in the study of parasitic diseases of livestock and poultry and methods for their control.

In the course of its long service to the livestock industry, the Zoological Division has made many highly useful discoveries on parasites of cattle, swine, sheep, horses, dogs, and poultry. The more important of these achievements include development of the swine sanitation system to control roundworms and kidney worms in swine; discovery of carbon tetrachloride and tetrachlorethylene as effective remedies against hookworm disease and of phenothiazine for the removal of gapeworms from poultry; the effectiveness of using feed medicated with sodium fluoride for the removal of roundworms from swine; standardization of most anthelmintic treatments in use throughout the world; formulation of effective meat inspection procedures for controlling trichinosis and tapeworm infections of man; and discovery of the common human hookworm in the United States.

The Animal Husbandry Division

The Animal Husbandry Division has the task of aiding with the improvement of livestock, poultry, and their products through the development of improved methods of breeding, feeding, and management. It conducts research investigations of nutritional, physiological, genetic, biochemical, and other factors involved in the improvement of livestock and poultry production, many of them Nation-wide in extent and involving extensive cooperative working agreements with Federal, State, and other organiza-

tions.²⁶ In such programs it furnishes technical and administrative direction and guidance to field offices and cooperators participating in projects and coordinates such work. It administers regulations for the improvement of poultry and turkeys in cooperation with State authorities and in compliance with the provisions of the National Poultry and Turkey Improvement Plans.²⁷

The division is charged with the responsibility of developing research criteria for the evaluation of research plans and results, an important function, and for publishing and disseminating the results of its research studies for the benefit of other research workers and the general public. In addition, it directs the administration of the U. S. Swine Breeding Research Laboratory at Ames, Iowa, and the U. S. Regional Poultry Research Laboratory at East Lansing, Michigan, and participates in the work of the U. S. Southwest Sheep Breeding Laboratory at Fort Wingate, New Mexico, a Department of the Interior establishment devoted to the interests of the Navajo Indians.

The Animal Husbandry Division is directed by a Head of Division, two assistant heads of division, and a considerable staff of specialists headquartered at the Agricultural Research Center at Beltsville, Md. It is organized into an Office of the Head of Division and eight subject-matter sections. These include a beef and dual-purpose cattle husbandry section, a swine husbandry section, a sheep and goat husbandry section, a poultry husbandry section, a nutrition section, a meat section, an animal fiber section, and a poultry and turkey improvement plans section,

²⁶ Legal authority cited under Zoological Division above.

²⁷ Act of September 21, 1944; 7 USC 429.

the designations of which are clearly indicative of their basic functions. In addition, nine regional field experiment stations are maintained in various sections of the country and, as pointed out above, three regional laboratories are administered. Extensive cooperation is maintained with the various State agricultural experiment stations and other agencies in project studies on important basic problems concerned with the production of beef and dual-purpose cattle, horses, sheep, goats, swine, domestic fur bearing animals, and poultry. Cooperation is also maintained with the Federal Extension Service and with state extension workers in the establishment and furtherance of projects in animal and poultry husbandry.

In the division's extensive research activities, breeding investigations are mainly devoted to studies of the application of fundamental principles of genetics in the development of superior strains and cross-bred types of livestock and poultry and study of new methods for determining superiority in livestock, including the use of record-of-performance and progeny tests. In this work principles of animal breeding are being formulated and tested in an effort to improve domestic breeds and strains of livestock and poultry. The nutrition investigations are broadly concerned with problems of the fundamental nutritional requirements of animals for reproduction, lactation, growth or fattening, including the improved production of such end products as meat, milk, eggs, wool, and fur, and of measuring the nutritive properties of feedstuffs in order to develop improved methods of using feeds to obtain maximum results in the production of livestock and poultry. The studies are designed to assist farmers, livestock men, and poultrymen in producing livestock and poultry more profitably and efficiently and to develop superior food products for the American public. They have been appreciably effective in accomplishing

these basic purposes.

Mexican-United States Commission for Eradication of Foot-and-Mouth Disease

The outbreak of foot-and-mouth disease in Mexico in 1946 and the threat of this destructive disease to our livestock industry at such close quarters dumped into the Bureau's lap an emergency responsibility of disease control and eradication that has some aspects both of research and regulation. The Bureau was almost overnight assigned responsibility for developing and effecting coordinated research on foot-and-mouth disease for the specific purpose of furthering the eradication campaign and of quickly securing additional scientific information for use in it. It was given also the responsibility of coordinating the cooperative efforts with Mexico for the eradication of the disease in that country through the Mexican-United States Commission for Eradication of Foot-and-Mouth Disease, the American participation in this effort being assigned to the Office of the Chief of Bureau.²⁸ In this activity the Commission represents and acts for the United States Department of Agriculture in directing, in collaboration with representatives of the Mexican government, a program to eradicate foot-and-mouth disease in Mexico. It coordinates all available facilities of the Bureau and other departmental agents useful in this all-out attack on one of the most difficult diseases of livestock to eradicate and control that is known.

Because of the extreme emergency nature of the eradication program, it has raised numerous special problems of personnel recruitment and

²⁸ Act of February 28, 1947; 21 USC Supp. II, 114b-114d; also Acts pertinent to the Pathological, Inspection and Quarantine, and Meat Inspection Divisions cited above covering protection from foot-and-mouth disease and importation and transportation of livestock and livestock products exposed or thought to have been exposed to this disease.

assignment, budgeting, and general administration which will be considered in some detail later in this paper.

The Information Division

The Information Division exercises some of the functions of both a staff and an auxiliary agency. In the main, however, its basic function may well be considered that of a line agency in the production, preparation, and dissemination of information based on the activities and accomplishments of the other line divisions of the Bureau.

The Information Division develops Bureau informational policies and procedures and cooperates with Federal, State, and other agencies and institutions in formulating informational policies and procedures relating to the Bureau's cooperative programs. It develops informational and educational programs for the public benefit based on material developed by Bureau operating programs, utilizing press, radio, television, motion pictures, trade journals, periodicals, and other media for this purpose. An important part of the work is to furnish technical assistance to all informational activities of the Bureau, including those of the individual divisions. It maintains the necessary working relationships with the Department Office of Information, representatives of the press, radio, agricultural periodicals, extension service, agricultural colleges and other State, Federal, and private institutions or groups interested in the research, service, and regulatory programs of the Bureau. Finally, it collaborates with officials of the Department, Agricultural Research Administration, Bureau, and Mexican-United States Commission for the Gradication of Foot-and-Mouth Disease in the formulation and execution of major information policies and procedures affecting the affairs of the American Section of that Commission and in the solution of its information problems.

The Auxiliary Divisions

Since it is the major purpose of this study to explore in some detail the organization, functions, operations and use of the so-called auxiliary divisions of the Bureau, it should be necessary here only to identify such divisions to complete the over-all picture of present-day Bureau organization. These divisions include the Personnel Division, the Budget and Fiscal Division, and the Administrative Services Division, to each of which a chapter of the present study will be devoted.

Some Observations on Bureau Organization and Function

This, then, is a brief background of Bureau function and organization against which to examine and attempt to evaluate the use being made in the Bureau of some of the ordinary staff and auxiliary functions of a large organization. From even this brief a discussion of Bureau activity, several points of importance to the present study become readily apparent and should be kept in mind in later consideration of the use of the staff and auxiliary functions in the Bureau.

It is apparent, for example, that the Bureau is a large, ramified, widespread organization with both Washington and field activities and responsibilities and the inherent problems that go with them. It is seen that the Bureau's basic program depends upon the successful promulgation of two rather widely divergent functions -- research and control or regulation -- with, in many respects, considerably differing needs and requirements of administration and operation. It is equally apparent that the Bureau organization is based on a very precise subject-matter organization of specific fields of endeavor, with a clear and reasonably concise delineation of function, authority, and responsibility at the division level. It is clear that formulation of policy is not reserved entirely to top

Bureau administrative personnel but that it is a clearly and specifically delegated responsibility at the divisional level, as well. The high dependence placed by the Bureau in cooperative effort, both between Bureau units and between them and outside agencies, both public and private, to reach desired goals runs all through the Bureau's delegation of duty and responsibility to the component divisions. In this connection, it is also apparent that such cooperative effort is sharpened and specialized and thus made more clear and exact by being effected for all practical purposes by the divisions and at that level rather than exclusively at the Bureau level, even though always, in the last analysis, requiring top Bureau approval.

Finally, it can be fully appreciated that Bureau activities are in no way planned or intended to be a "one man show". It is readily apparent that leadership, opportunity, and professional tasks and responsibilities are placed on the shoulders of division heads sufficiently challenging and authoritative to demand and attract outstanding talent and abilities and to offer attractive professional opportunities at the divisional level, a matter contributing heavily to a strong and forceful Bureau organization and functional program and to a high morale.

With over-all Bureau organization and these points in mind, we may now proceed to a critical examination of the use of the staff principle and function in the Bureau of Animal Industry.

CHAPTER IV

THE STAFF FUNCTION

From what has been presented, it is apparent that the Bureau of Animal Industry and its extensive work program are "big business" by any standard of measurement. Exclusive of the additional funds being expended directly by other Federal agencies, State, and other organizations cooperating with the Bureau in its research projects and disease control and eradication programs, the Bureau's current basic annual budget totals approximately 50 million dollars.¹ More than 7,000 regular, full time employees conduct the work of the Bureau (7789 as of July 1, 1949), stationed in all of the 48 States, the District of Columbia, Alaska, Puerto Rico, Hawaii, and the Virgin Islands, as well as in England, Denmark, Holland, and Mexico. More than 800 field locations are maintained in these widespread field activities, with from one to as many as 300 employees at each. Some 1200 employees, including professional, technical, clerical and labor, are currently serving in Mexico in the effort to eradicate foot-and-mouth disease in that country.

The Role of the Chief of Bureau

It is equally apparent that the successful operation of such an extensive and diversified public program would require expert and skillful application of all available basic principles of organization and management. It is clear that a heavy responsibility is placed upon the Chief of

¹ These data are adapted from various official Bureau operating records and reports not generally available to the public.

Bureau for the effective administration of his agency and the full discharge of its duties and functions. As top administrator, his is the final responsibility for what the Bureau does and how it does it, for whether Bureau work programs are sound and produce desirable and useful results or whether Bureau efforts fall short of optimum attainments. This is a heavy and could be a mankilling task, if it had to be carried entirely alone. But a review of any top executive's basic responsibilities and the means available for spreading them effectively through an organization emphasizes the fact that no top executive need walk alone in the accomplishment of his appointed tasks unless he deliberately chooses to do so.

There appears to be quite general agreement among leading authorities of the basic comprehensive functions or responsibilities of the top administrator. Fayol² considered these to include the basic tasks of planning, organizing, commanding, coordinating, and controlling. He considered that the administrator of a large governmental activity required in high degree the basic qualities of administrative ability, professional competence in the field being administered, a good idea of essential functions involved in the operations, and stability. Gulick³ outlined the primary tasks of the administrator as being those of planning, organizing, staffing, directing, coordinating, reporting, and budgeting. In either case the broad responsibilities charged to the top executive are all functions basic to the orderly and effective administration of an organization and in full accord with accepted principles of effective public administration. To

² Henri Fayol, "The Administrative Theory in the State" in Luther Gulick and L. Urwich Papers on the Science of Administration, Institute of Public Administration, New York, 1937, pp. 102-107.

³ Luther Gulick, "The Theory of Organization" in ibid, pp. 12-15.

these, Stockberger, distinguished former personnel officer for the United States Department of Agriculture, would add the function of leadership. With everything else essential to the operation of a program provided for, he points out, it requires able leadership to bring effective order and coordinated effort into the organization. Able administrative leadership is the guiding influence which conditions the progress of the organization in attaining its ultimate objectives. It is an effective means of obtaining maximum effort from the personnel. Furthermore, it is an effective medium for conserving and making the fullest possible use of available material and human resources. It generates and maintains the high degree of morale necessary to a dynamic working organization. Leadership, he believed, is an appreciable part of the responsibility, primarily of the top administrator and secondarily of his key subordinates at every level of authority in the agency.⁴

It should be noted, however, that while these basic responsibilities are considered to apply to the task of the top administrator generally, there is a vast difference between administering a large governmental agency and one of comparative size and complexity in private industry. There are several pertinent differences between governmental and industrial administration which considerably complicate and make difficult the task of the governmental administrator. Legislative restrictions, spelled-out procedures, and the meticulous framework within which governmental administration must be conducted make the task of the governmental administrator anything but an easy one. Stone puts the situation succinctly, when

⁴Warner B. Stockberger, "Leadership" in Public Management in the New Democracy, Edited by Fritz Morstein Marx. Harper and Brothers, New York, 1940, pp. 59, 66, and 67.

he says

The specialized conditions surrounding governmental programs put extraordinary demands on their directors in terms of knowing how to weave the competing and disparate elements into a unified whole and producing an organization capable of accomplishing its mission. Public pressures, the need to adjust to the views of legislative bodies, the rigidities in procedures attendant upon management according to law and executive regulations are elements present in any public service enterprise. All of these are related to that control characteristic that distinguishes executive positions in the public service from those in private management -- the fact that the government executive is the guardian of the public interest and is accountable to the electorate, directly or indirectly, for what he does. This is very different from the concern for the public which the private executive has in relation to the marketability of his product and the good name of his firm.⁵

In such a setting, therefore, it could not reasonably be expected that any top executive, particularly one in the governmental setting, would be able to carry the heavy burden of administrative responsibility alone and unaided. The pressure of time and detail would defeat him at the very outset of his task. Few, if any, would seriously dispute his need for competent assistance in one form or another. In an organization of any size only a small segment of its affairs can hope to receive the personal attention of the top administrator. In the main, what is accomplished will be the result of an effective teamwork in the organization itself. The administrator, therefore, must be kept fully informed of what is going on in his organization so that he can be in position to act upon the problems and issues which absolutely require his attention. He cannot hope to cope with all the details, however. These could easily swamp him. His span of leadership and control must be broadened through

⁵ Donald C. Stone, "Notes on the Governmental Executive, His Role and His Methods," Public Administration Review, Vol. 5, No. 3, Summer, 1945, p. 211.

the use of competent assistants who can sift and coordinate for him the administrative problems and matters flowing to his office. His must be a pervading influence throughout the organization, but the agency should be so organized that a major part of the routine operations are handled without reaching him. Stone puts it bluntly, but effectively, in pointing out

Whatever may be the notions of what executives do and how they do it, the bedrock fact is that the executive must rely on his staff for the achievements of his objectives. Most issues in his organization will be settled without ever reaching him. And on those that do reach him his choice will generally be a restricted one . . . His aim will be to use his own time and talents on the activities and issues that will contribute the most to the organization's forward movement and to develop a supporting team to the point of optimum production. His success in reaching it will be, in important measure, determined by his success in developing a body of commonly shared ideas. This is the appropriate role if his staff are to have guide posts against which to judge their general direction and their specific action and if he is to have some assurance of reliable performance. It is this kind of institutional environment, the executive will be unable to mold the organization into something more than the sum of its parts.⁶

It is to fill this essential need, then, that the staff function takes its place among recognized administrative techniques as a means of effectively aiding the top administrator to conduct the operations of his organization in a more efficient and purposeful manner than he could possibly hope to do single-handed and through top command alone. In this connection, there seems to be rather widespread agreement on the potential value of the staff function to the busy and harassed administrator of a large governmental organization, whether this function is formally organized in the agency as a separate staff or whether it is effected through the services and guidance of strategically placed top-flight

⁶Ibid, pp. 212-213.

assistants responsible for other duties as well. Perhaps Fayol summarized the general viewpoint as well as any other authority when he wrote

Whatever their ability and their capacity for work, the heads of great enterprises cannot fulfill alone all their obligations They are thus found to have recourse to a group of men who have the strength, competence, and time which the head may lack. This group of men constitutes the staff of the management. It is a help, or re-enforcement, a sort of extension of the manager's personality, to assist him in carrying out his duties. The staff operates as a separate body only in large undertakings and its importance increases with the importance of the undertaking.⁷

The Staff Function

Having considered briefly the basic need of the top administrator for competent staff assistance, before attempting to examine the staff function as it operates in the Bureau of Animal Industry, it would seem advisable to consider some of the basic concepts of this phase of administration held by various authorities in the field of public administration with a view to establishing some reasonable framework of the type of service it can be expected to render in an organization. Considering the importance of the subject and the apparent general agreement on the potential value of this function to the top administrator, such material seems surprisingly brief and fragmentary compared to that devoted to other areas of administrative organization and management.

White⁸, for example, considers the staff function properly to be one of purely advisory service to the top administrator, without operating responsibilities of any kind. He views it fundamentally as an instrument of planning, one designed for study and observation of organizational

⁷ Fayol, op. cit., p. 104.

⁸ Leonard D. White, Introduction to the Study of Public Administration, Third Edition, The MacMillan Co., New York, 1948, p. 31.

problems and operation, but not one of action or line command. Pointing out that the fundamental uses of this function in Army organization, where it originated, is to assist the commanding officer to plan, to advise, to supervise, but not to command, he believes that the proper use of the function in civil agencies is the same -- to plan, to advise the top executive, to study and analyze administrative and organization problems and procedures, but never to act in terms of actual command.

Mooney and Reilly also see the staff function as a service of advice or counsel to the top administrator and never one of authority or command, in the sense of regular line command. They portray the staff function as a purely auxiliary service of information and advice, and, as staff acts not from any inherent right of command of its own, but in the name of the administrator, with some supervisory aspects relative to both plans and their execution. The staff collects and coordinates the information which the administrator must have upon which to base decisions and offers actual counsel and advice, based upon such information, as will be helpful to their chief. They consider staff service to be basically a service of knowledge and a necessity in a real coordination of organized effort in an agency. Coordination and infiltration of information and advice thus become major contributions of the staff function to administration. As they sum it up

It is evident that there are two prime necessities in an efficient staff service: coordination and infiltration Without such coordination the practical result would be only a confusion of counsel. What line authority requires of its staff is a complete and correlated picture, for such a picture is an absolute necessity in the making of sound decisions. The term "coordination" describes the necessary method of sound staff procedure, but infiltration of knowledge is the ultimate purpose of all staff activities. Staff service is not alone for the top leader. It comes to him first, for he needs it in the making of his own decisions, but the subordinates in the scalar chain, down to the rank and file, likewise

need it in the intelligent execution of all plans.⁹

Pointing out also how a proper use of the staff function closely parallels that in Army organization in helping the top executive discharge his responsibilities for planning, organizing, commanding, coordinating, and controlling the operations and procedures of his organization, always with the final recognition that the executive or commanding officer carries total responsibility, Collett emphasizes that

The staff plans and attempts to foretell. It develops specific means of meeting determined objectives; it sees to it that the details of command are effectively executed -- that orders and instructions are prepared to ensure putting into effect the broad outline of the commanded purpose, and that orders and instructions are in fact being carried out. However, it acts in the name of the commanding officer and is identified with him.¹⁰

When properly used as planning, programming, analyzing, deploying and coordinating arms of the top administrator, Stone¹¹ considers the staff function to be an invaluable instrument for improvement of an agency's organizational set-up, operations, and procedures. By this means procedures can be sharpened, the efficiency of operations enhanced and the organizational framework of the agency modified as needed to meet precise needs and changing conditions to increase attainment of end objectives. He further views the staff function as a potent means of achieving the degree of administrative control necessary to the successful administration of a large governmental operation. The importance

⁹James D. Mooney and Alan C. Heilly, The Principle of Organization, Harper and Brothers, New York, 1939, p. 43.

¹⁰Merrill J. Collett, "The Role of Budget Planning and Personnel as Staff Services" in Public Administration Review, Volume 5, No. 3, Summer, 1945, p. 227.

¹¹Donald C. Stone, "Administrative Self-Improvement" in Elements of Public Administration, Edited by Fritz Morstein Marx, Prentice-Hall, Inc., New York, 1946, p. 456.

which he attaches to this benefit of effective staff operation is apparent in his statement that

Perhaps the most important single control the executive has in harnessing his organization and keeping it in focus is his general staff. . . . The staff divisions provide resources for the analysis and development of solutions of problems common to the whole organization. They provide a source of highest counsel and advice on matters about which the executive is uncertain or has reason to doubt the solution offered by an operating subordinate. They provide a general rather than a specialized viewpoint in review both of proposals made by the operating subdivisions and of evaluating the results of the work of such subdivisions. They can do much to help the executive bring the objectives of the organization into focus and get consistency of action. . . . The executive needs the benefit of a group of staff advisors functioning in this position to help him in anticipating tasks to be done, in planning to meet contingencies that may be around the corner, in mapping out policy and program, and in working out fundamental organizations and methods. Their value depends, however, on the way in which they function. They must stay in the staff role of advising, consulting, and coordinating, and must avoid imposing their personal judgment on line officials on operating matters.¹²

Gaus and Walcott¹³ also stress the value of the staff function as an effective means of attaining and maintaining the degree of administrative control necessary to successful administration, particularly in a large organization. They emphasize the point that when an organization is complex the top administrator, because of his necessarily limited span of attention and control, cannot hope to handle all of the necessary control processes and must have help in this important task of administration. This he gets from the operation of an effective staff function. They consider general staff activities to be directly related to all aspects

¹² Donald C. Stone, "Notes on the Governmental Executive, His Role and His Methods" in Public Administration Review, Vol. 5, No. 3, Summer, 1945, pp. 222, 223.

¹³ John H. Gaus and Leon C. Walcott, Public Administration And The United States Department of Agriculture, Public Administration Service, Chicago, 1940, pp. 291-293.

of administration, such as policy making, planning, budget, personnel, reporting, organization and all control implements used in the agency's operations. They feel that properly executed staff functions serve to maintain effective central control and to facilitate coordination, which makes control possible. Among the specific services that the staff function can contribute to an organization they include the collection and analysis of pertinent information on organizational and administrative problems, policies and procedures, followed by specific recommendations to the top administrator on the points in question or means of their disposal. They consider the staff function so important to an agency's welfare that they call it not simply a desirable aid to top management, but a highly necessary one.

One further point among the generally accepted concepts of the staff function should be stressed, that of the importance and scope of planning in this area of administration. The importance of the planning process at top administrative levels has been well established and its place in the staff concept thoroughly delineated by various authorities. But there appears to be some tendency, at least, to ignore the fact that planning is an integral function of successful administration and management at any level, whether of staff or line operators and to tend to elevate the planning process to a rarified atmosphere of remoteness in an organization. As Smith¹⁴ reminds us, planning is one of our most simple and natural means of attaining any desired goal. It is an integral factor in the management of any enterprise. Plans, to be worth the time and effort it takes to make them, should be put into action else they remain only an indication

¹⁴Harold D. Smith, The Management of Your Government, McGraw-Hill Co., New York, 1945, pp. 15, 19, and 24.

of intentions, rather than blueprints for effective accomplishment.

It should be clearly recognized, nonetheless, that planning is a foremost and highly essential contribution of the effective staff function. It becomes an essential aid to top administration provided it is geared closely to the assigned tasks of the organization and to its objectives and goals. Millett¹⁵ calls it the first responsibility of management. He emphasizes the fact that such preparation for action is not only a vital part of administration but an indispensable one as well, for from planning must flow, in turn, many other phases of management. In order to make sure that the plans developed are fully in balance, that they are thoroughly coordinated and synthesized, and that every aspect of the situation has been adequately considered, staff planners at top levels of the agency must stimulate and coordinate planning at lower staff and operating levels. Short-range plans must be geared effectively to long-range work program objectives and the planning techniques utilized should be effective in developing work programs to meet the desired objectives.

Millett sums up both sides of the planning situation in able fashion, when he says

Planning -- the preparation of specific governmental programs and the raising of various policy issues -- is a part of the work of any operating organization. It cannot be divorced from such operations. The question 'who plans' is simply answered: administrators plan. The degree of planning authority enjoyed by any administrator in the organizational hierarchy depends upon the whole system of delegation of responsibility in that organization. . . . All of this is simply another way of stating that planning is a staff activity which must be performed always in cooperation with other staff work under an administrator. Planners must assist budget officers, organization planners, short-range or

¹⁵ John D. Millett, "Planning and Administration" in Elements Of Public Administration, Edited by Fritz Morstein Marx, Prentice Hall, Inc., New York, 1946, pp. 138-139.

program planners, personnel officers, and others. But the essential nature of planning is not altered by this need. The first task remains that of determining the course of action which is to be undertaken. All preparations for execution must follow from this.¹⁶

Millett's views are thus quoted in some length because they will be found pertinent to the analyses of the staff function in the Bureau of Animal Industry shortly to follow.

Organization of the Staff Function

The above discussion indicates that there is rather general agreement among various authorities on the values of the staff function and the type of service it performs. As pointed out earlier, however, there appears to be no such meeting of the minds as to precisely what units of an organization should be included in the "staff" designation. Whether such units as personnel or budget and fiscal should be considered "staff" or "auxiliary" services would appear to depend upon which specific authority one chooses to follow.

In his able discussion of staff and auxiliary agencies in government, White¹⁷ differentiates sharply between functions that are purely advisory and without operating responsibilities and those that are concerned with procurement of supplies, personnel, and similar services. He calls the former staff functions and the latter auxiliary services, as, he points out, do Milloughby and Gaus. On the other hand, Collett¹⁸ considers the services of budget planning and personnel as staff functions and Gaus and

¹⁶ John D. Millett, The Process And Organization Of Government Planning, Columbia University Press, New York, 1947, p. 39.

¹⁷ White, op. cit., pp. 30-33 and Chapter V.

¹⁸ Collett, op. cit., p. 226.

Walcott,¹⁹ include not only policy making and planning in the staff function, but budget, personnel, reporting, and similar activities as well.

Some business leaders also appear to take a fairly all-inclusive view of the staff function as including most of the services lying outside of direct line operations. In this connection Henry E. Hiles, Secretary of the Baltimore Life Insurance Company, states that

An increase in the size of the organization or in the complexity of its purposes brings more than proportionate increases in: (a) specialization and subdivision; (b) organizational problems of human relationships; (c) the importance of coordination. Increased specialization leads to the establishment of staff services and these will have functions falling into one or more of four main classes: (a) Permeating functions giving administrative assistance to the organization -- for example, personnel, planning, budgeting. The influence of the specialist in these divisions must be felt where he has no line responsibility; (b) Specialized advisory functions, such as legal and medical work, information, public relations, and sometimes research; (c) Auxiliary services, such as purchasing supplies, maintenance, and stenographic work; (d) Relief of the line, typified by administrative assistants, such as an assistant to an officer.²⁰

In practice, it appears to be a fairly common practice to speak loosely of such units of an organization as its personnel office, its property and procurement offices, or its budget and fiscal unit as staff units. This custom prevails to a considerable extent in the daily operation of the Bureau of Animal Industry. As stated above, however, it has seemed to this writer that White's differentiation between the real staff functions and the maintenance or support functions, organized outside of the strictly functional or line activities of an organization to furnish essential services common to the needs of all, offers a more precise

¹⁹ Caus and Walcott, op. cit., p. 292.

²⁰ Henry E. Hiles, "Principles of Organization and Management" in Processes Of Organization and Management, Edited by Catheryn Seckler-Hudson, Public Affairs Press, Washington, 1948, p. 52.

evaluation of their respective uses and purposes in agency administration and management. For these reasons this study has been so organized.

Operation of the Staff Function in the Bureau

On the basic premise, then, that the staff function is properly one of over-all study of administrative problems, of planning, of coordination of information and suggestions necessary to the making of administrative decisions, of participation in the formulation of broad policy, of advice and counsel, in short that it is a service of knowledge and guidance not only to the top executive but to key administrators at responsible levels in the organization, precisely how does the function operate in the Bureau of Animal Industry?

Careful study of the organizational framework of the Bureau and of the methods in current use for its effective administration and operation discloses at once that the Bureau does not have a segregated general staff or "ivory tower" planning unit completely divorced from operational functions in the conduct of the Bureau's work program. It does show, however, that top Bureau administration enjoys to a considerable degree the benefit of the services performed by the staff function in a manner generally suited to Bureau needs and perhaps unique to it. As will presently be seen, all of the services of broad study of administrative problems, of planning both for functional progress and for administrative precision, of coordinating information and material for both functional and administrative purposes, and of counseling and advising at top levels in the administrative hierarchy are integrated with operating responsibilities at key levels of Bureau organization. In the sense and to the degree that key administrators participate in and contribute true staff services in the strict sense of the term they operate in the name of the Chief of

Bureau and not from an authority inherent in their line responsibilities, as should properly be the case.

To obtain an accurate picture of the operation of the staff function in this organization, two basic facts should be kept clearly in mind. The first of these is the basic organization of the Bureau itself into highly specialized functional lines involving the operation of intensive and highly professional work programs by each of the line divisions of the Bureau. These, while broadly related in their application to problems of the livestock industry, are quite diverse in their respective functional responsibilities and professional subject-matter fields. From the very nature of things, therefore, both functional organization and the operation of effective work programs immediately break up into well-defined professional areas. This permits a reasonably precise delineation of administrative and operational techniques and procedures best adapted to the needs of the different line segments of the Bureau.

Stemming from this situation, and basically a logical development from it, the second fact having a distinct bearing on the operation of the staff function in the Bureau is the extremely specific and inclusive delegation of functional and administrative authority delegated from the Chief of Bureau directly to the heads of the line or operating divisions. This includes not only authority for the management of their divisions and the conduct of their programs of work, but also to a considerable degree for a staff relationship with him and his principal assistants in the consideration of over-all Bureau administrative problems, of planning, and of advice and counsel in matters affecting their individual professional areas of the Bureau's work program. As would be expected, the heads of the auxiliary, or "housekeeping" divisions in a similar manner are also con-

stantly called upon to furnish a considerable volume of purely staff services to the Chief of Bureau and his principal assistants in the daily administration of Bureau affairs.

On a strictly functional basis, the individual divisions of the Bureau group themselves logically into four broad categories, research, animal disease control, food inspection, and service or business management facilities in support of these line functions. Each of these divisional groups are under the broad direction and supervision of an assistant chief of Bureau. To the extent that any readily recognizable "general staff" exists in the Bureau, these four specialists constitute a staff group at top level through which the many diverse programs of the Bureau and the heavy flow of material to the Chief's office are integrated and coordinated under the general supervision and administration of the Chief of Bureau himself. To infer, however, that all the services and benefits of an effective staff service are confined to the activities of this group would be to oversimplify the picture. The fact must also be taken into consideration that from the subject-matter specialists heading the various divisions stems an appreciable portion of the direct and useful staff service utilized by the Chief of Bureau in keeping on top of his voluminous and pressing administrative problems.

In discussing the broad concept of Bureau staff operation with the writer, Dr. A. R. Miller, Assistant Chief of Bureau in charge of Food Inspection and Head of the Meat Inspection Division of the Bureau summed up the situation in this manner:

The strength and effectiveness of the Bureau's organization stem from the philosophy that the Bureau is only as strong and effective as the program divisions which make up its total functioning. The Chief of Bureau has delegated to each program division head sufficient power to permit each division to function with a high degree of autonomy. This arrangement

is a frank recognition of the obvious fact that the Chief of Bureau cannot possibly handle personally the many programs that make up the functional operations of his Bureau. At the same time it places the running of each program in the hands of administrators who are experts in the subject-matter involved and who can give their full time and attention to improving their proficiency in their particular line and increase the efficiency of their particular program for which the Chief of Bureau makes them responsible.²¹

In the normal course of operations, the various division heads report to the Chief of Bureau through the Assistant Chief responsible for their particular sphere of activities. Thus the heads of the research divisions normally report through or with full cognizance of the Assistant Chief of Bureau in charge of research functions; those of the auxiliary divisions through the Assistant Chief of Bureau in charge of management functions; those of the animal disease control divisions through the Assistant Chief of Bureau in charge of this segment of Bureau operations; and those of the food inspection divisions through the Assistant Chief in charge of food inspection activities. Such an organizational and operational arrangement effectively points up for the chief's office the affairs of these broad segments of Bureau activity.

In this connection, however, it should be pointed out that the lines of communication between the Chief of Bureau and his principal assistants, including the divisional heads, are intimate and informal and the working relationships are direct, close, and cordial. This is true also of the lines of communication and working relationships between the assistant chiefs of Bureau and the heads of the various divisions and their principal assistants. This situation makes for cooperative and effective administration and operation of Bureau affairs at the several levels of authority.

²¹Personal interview with the writer, February 2, 1950.

In actual practice, the frequency with which division heads are called upon to consult and advise directly with the Chief of Bureau not only in matters applicable to their specific subject-matter, but also on problems of administration, policy formulation, and planning broadly applicable to the Bureau as a whole, must be taken into account. Since each of the division heads thus renders readily identifiable staff services to the Chief of Bureau on innumerable occasions, it would perhaps be more exact to say that the assistant Chiefs of Bureau and the division heads constitute in the Bureau what might be identified as the general staff. Certainly it is this group in the Bureau who perform the staff functions so useful in relieving the top administrator of burdensome administrative details, as well as the line functions of administering, commanding and controlling the operations of specific fields of endeavor and authority.

Planning and Policy Formulation in the Bureau

It is now, and has been throughout its long history, a basic policy of the Bureau to delegate responsibility for initial planning and policy formulation to the actual working level charged with the responsibility for getting a specific line of work done. This is a full recognition that with any real delegation of authority must go also the elbow-room of authority and means necessary for conducting effective work on the assigned task.

Thus, initial planning in the Bureau, not only of subject-matter work projects and programs which in many instances involves also the development of basic policy for the sphere of activity concerned, and also that of matters of budgeting, staffing, organization, and procedures, is largely conducted by the divisional heads, with full participation of the assistant

heads of divisions, section heads, and project leaders concerned. This broad opportunity for participation in initial planning gives to those leaders who will actually conduct the work a specific and clearly delineated delegation of authority for assistance in its basic planning and for its later conduct and regular and orderly review of progress and accomplishments. Thus, in the very beginning there is broad participation of subject-matter specialists in basic planning for the efficient and economical conduct of Bureau work programs, with equally broad opportunity extended for effective work on them. This places both responsibility and broad authority for the planning and development of each work program and its necessary administrative aspects in the hands of specialists who are expert on the problems and potentialities of their specific professional field.

In this connection, it should be noted that the various functional divisions are so organized as to provide opportunity for effective planning, coordination, control, and review of its projects and operations as a continuous and constant process of administration. In practice, each division head spends an appreciable portion of his time in the administration of his unit's work program and in divisional operations generally. This involves constant attention to matters of planning, coordination, control and review, as well as to necessary revisions of procedures and policies to improve the leadership of divisional activities. Depending on the size of the division, each division head is assisted by one or more assistant heads of professional grade. These assistants are directly charged with the continual planning, administration and review of divisional technical programs and of operations, such as field station needs, personnel requirements and utilization, budgetary planning and

administration, and similar matters of concern to the division's operations and management. Each also has an administrative officer, usually heading up a fair-sized divisional business unit, who is continually concerned with the orderly and efficient application of business procedures, procurement, accounting of divisional resources, and similar matters.

Program and operational plans formulated and initiated at the divisional level are, of course, subject to the review, appraisal, and approval of the appropriate assistant Chief of Bureau, or assistant Chiefs if the proposals are of a nature and scope involving consideration broader than a single subject-matter area, before being passed on to the Chief of Bureau for final disposition. Thus, at this level, before reaching the attention of the Chief of Bureau, all proposals are fully integrated with existing Bureau policy or work programs and completely coordinated with plans and programs of other Bureau units. In practice, much of this basic coordination will have been accomplished directly through the cooperative effort to the divisions concerned in the original planning process. At the Bureau level, too, the proposed plans are reviewed by the assistant Chief of Bureau in charge of administrative management as a final check against budgetary resources and organizational and material needs, although here, too, most of such details will have been worked out directly between the operating division and the auxiliary units in developing the plans proposed and may require only his review and approval.

In actual practice, this coordinating activity by the Chief's principal assistants, as the proposed plan of work, organization, or policy becomes one that is accepted and authorized by the Chief of Bureau, is generally concerned more with the relation of a new policy or activity to the over-all Bureau program and its effective integration with that program

than it is with the efficacy of the proposal from the subject-matter standpoint. This emphasizes again the high degree of responsibility and authority that is delegated by the Chief of Bureau to the heads of his operating divisions, upon which foundation a strong and effective functional Bureau has been built.

Further evidence that the Bureau of Animal Industry follows a definite policy of locating basic responsibility for authoritative operations at the actual functional working or divisional level is furnished by the fact that in the consideration and review of divisional plans at the Bureau level, the division head concerned is given ample opportunity to discuss and defend his proposals and win support and approval of them. Top level decisions on such matters are never arbitrary or merely authoritative. They are the result of mutual consideration of possible divergent views, a situation highly desirable in the effective administration of any large organization and possibly too infrequently encountered in the administration of many governmental agencies. As would be expected, final Bureau approval of proposed plans and procedures rests with the Chief of Bureau.

In addition, over-all Bureau planning, particularly in matters of organization, policy, and procedures, can be and is frequently done at top Bureau levels. Planning of the substantial organizational changes in Bureau structure in 1946, for example, which resulted in the elevation of the personnel, budget and fiscal, administrative services, and informational functions of the Bureau to divisional status and a considerable expansion of their duties and responsibilities, was done by the Chief of Bureau and his principal assistants in collaboration with departmental specialists in these fields.

One further word should be added regarding policy formulation in

this organization. While the divisions, as has been shown, have a considerable latitude for developing and winning support for policy determinations of direct concern to their work and in some instances affecting all units of the Bureau, there are many matters of policy of a broad nature affecting the whole Bureau or substantial portions of it which must be developed and formulated at the Bureau level and are so formulated. In this sphere, the assistant chiefs of Bureau, individually or collectively, and frequently in consultation with one or more of the Bureau's division heads, function in a truly staff service of aiding the Chief of Bureau in developing, considering, and deciding the policy to be adopted and established. Such policies are publicized and put into operation by Bureau Circular Letters issued for the information and guidance of Bureau and divisional administrators and field officials of every level as the need arises. They must, of course, be in line with and conform to established policies of the Agricultural Research Administration and the Office of the Secretary or win the approval of these higher levels of authority before going into effect.

The Staff Function of Coordination

What has been said about the operation of the staff function of planning in the Bureau applies with equal validity to that of coordination and integration of all kinds of material flowing into the Chief's office. Such coordination as will furnish the Chief of Bureau the salient facts on important matters, with some analysis or indication of the views of his principal assistants thereon, is essential to their expeditious consideration and the formulation of accurate and efficacious decisions for their disposal. Full use of this technique is made in the Bureau for conserving the time and energies of the top administrator, for increasing the span

of attention and control which he can exercise in the administration of Bureau affairs, and for speeding up the flow of the heavy volume of business through his office, a flow that would otherwise bog down to the frustration of Bureau administrators at all levels and the heavy detriment of the work program.

As is the case with planning, integration and coordination of Bureau work programs and other material essential to orderly and efficient administration is accomplished at several levels of authority. A high degree of integration and coordination on both work programs and administrative proposals and problems in the various functional fields is effected at the divisional level even when such matters cross divisional lines of interest and concern. As has already been shown in discussion of the assigned responsibilities of its various units, the Bureau expects and gets a high degree of cooperation among its various units in the consideration and solution of problems of mutual interest and concern. This provides opportunity for and actually does accomplish a high degree of integration and coordination of working material at the divisional level that effectively reduces the work load in this respect at the Bureau level. Even at best, however, this leaves the task of review and, when needed, that of sharpening and pointing up the degree of coordination and the amplification of informational material at the Bureau level before crossing the Chief's desk. Such integration and coordination is performed by the four assistant chiefs of Bureau responsible for specific segments of the Bureau's program.

There would thus appear to be an adequate mechanism in the Bureau for the effective operation of the staff function of integration and coordination, and much is accomplished in this direction. In the considered opinion of a number of key Bureau administrators, however, including the

Assistant Chief of Bureau in charge of Research, the Assistant Chief in charge of Administration, and the assistant head of the Personnel Division, among others, the operation of this function still leaves something to be desired. In their opinion too few Bureau staff meetings are held to provide a free interchange of discussion and experience at the top Bureau level on many critical problems of common interest and concern. There is sometimes a failure to appreciate all implications of a proposal and how it affects other interests in the Bureau, thus needing broader consideration than it sometimes gets. On the other hand, the subject-matter divisions are often unaware of the broader implications of a problem than they see in relation to their own field of activity, nor do they always take advantage of existing facilities and techniques for effecting complete coordination within the Bureau. Occasionally, therefore, as they point out, an important proposal will slip through without sufficient coordination and broad consideration to iron out all of its inherent difficulties, to the later embarrassment and concern of both its proponents and the Bureau administrators.

Several readily understandable reasons for such breakdown in the coordination function were advanced by these officials. The heavy work program being carried and the pressure of time makes it difficult to hold more than a bare minimum of the staff conferences needed. The situation is complicated, too, by the fact that key administrators must be in a travel status much of their time and thus unavailable for such conferences when they should be held. The constant and heavy volume of reports demanded of the Bureau by higher levels of departmental authority appreciably cuts into the available working time of the top Bureau administrators and too drastically lessens the attention they can devote to important

Bureau problems. While some of these factors are largely beyond Bureau control, the problem of more effective coordination at the Bureau level is a matter of real concern to Bureau officials and one to which considerable attention is currently being devoted.

It is the further responsibility of the assistant chiefs of Bureau to coordinate the Bureau's activities and programs with those of the Agricultural Research Administration. A close and constant relationship is maintained with the subject-matter assistants of the Research Administrator and with him and his principal assistants on matters of concern to the Bureau, and the Bureau is represented by the Chief or one or more assistant chiefs at the weekly staff conferences of the Research Administration. At this level, again, coordination consists principally of the integration of Bureau programs and proposals into established or desired policies and programs of the Research Administrator and of the Secretary of Agriculture, so that all activities of the Bureau may be kept geared closely to the broader policies and programs of the higher levels of authority. It is thus the responsibility of the Research Administration to coordinate the Bureau's programs and policies with over-all departmental programs and policies and those of constituent agencies of the Department.

The Function of Advice and Counsel

As the Bureau is now organized and operated, the Chief of the Bureau is amply provided with the machinery necessary to utilize to the full the staff function of advice and counsel. Not only through the services of his four assistant chiefs and the heads of his line divisions, but through the heads of his auxiliary or management divisions whose interests and activities permeate the whole Bureau organization and at every point cross

divisional and functional lines of operations, do the essential services of advice and counsel operate for him. The men upon whom he leans for such assistance are all experts in their respective fields, with long years of successful governmental experience behind them, of recognized standing in Bureau activities and in their professional fields. The three assistant chiefs of Bureau responsible for the functional or line groupings of activities, for example, have all come up to top Bureau administrative status from long careers as successful heads of subject-matter divisions. The assistant chief in charge of administrative management, while relatively new to the Bureau, is not only professionally educated and trained in the field of public administration but with a long career of successful accomplishment in this field in other governmental agencies. The counsel and advice of men of such stature and of that of the divisional heads successfully administering the Bureau's work program can be of very material assistance to a top administrator in the consideration and solution of his problems. Careful study of the Bureau's administration and operation at the present time would indicate that considerable use is being made of this technique in keeping the Bureau operating smoothly and efficiently and in furthering its work programs. No evidence was discovered of any tendency to operate the Bureau as a one-man show; rather the evidence indicates that it is being administered as a well-organized, coordinated team working together toward the accomplishment of well defined objectives and goals.

Bureau Use of the Staff Function Broadly Effective

Theoretical purists of staff organization and operation may choose to question the fact that in the Bureau's use of the function it is not completely divorced from line operations and responsibilities. It is true

that there is no segregated staff, as such, in the Bureau and that without exception the officials who perform functions of a purely staff nature also carry substantial operating responsibilities. As operated in the Bureau, this arrangement would appear to have several distinct advantages and few, if any, readily apparent disadvantages, either to the free and effective application of the purely staff services in Bureau administration or to the effective administration of line operations.

Enough has already been said to show clearly that administrators in the Bureau at the divisional level carry an unusually large delegation of the authority of command and control in their respective fields of endeavor. This is in no sense a theoretical delegation of authority, but a very direct and real investment of the power to operate their organizations authoritatively within the framework of Bureau and governmental rules and regulations and the responsibility of being held accountable mainly for the results obtained. Nor are the assistant chiefs of Bureau, with their assignment of specific operating responsibilities, lacking the necessary delegated authority of command and control in their respective professional fields, as examination of their job statements has shown. The fact is fully recognized that the basic authority of command and direction rests with the top administrator, in this case the Chief of Bureau, and that in effect everything that is done in the Bureau is accomplished by his authority and in his name. As these key administrators at the Bureau and divisional levels perform the staff functions they actually do perform in Bureau operation and administration, they function strictly in the name of the Chief of Bureau and not in the inherent authority of their operational assignments. In actual practice, however, whether acting as the alter ego of the Chief or in their capacity as line officers, the effect is the same in accomplishing desired results.

The real authority of top command in the execution of administrative procedures, plans, or programs of work, whether expressed in an "acting" capacity or as inherent line authority, is rarely, if ever, questioned nor do occasions apparently very often arise for doing so, as far as this investigation could determine. As has been indicated, lines of communication in the Bureau are so free and cooperative that differences of opinion which could possibly result in questions of authority are quickly dissipated in conference and a full weighing of differences in point of view. It is a cardinal principle of good administration to confer upon an administrator at any level the full authority needed to get the assigned tasks accomplished and this principle is followed in the Bureau to a commendable degree.

The fact that the key personnel of the Bureau who render services of a purely staff nature also have substantial operating responsibilities should, on the face of it, be an advantage rather than a disadvantage in Bureau administration. Their experience and familiarity with operational problems and procedures should sharpen their value as staff officers, by conditioning their staff services with a practical awareness of the operational needs and problems involved in the final application of their staff activities. It is a recognized occupational hazard of the strictly segregated staff unit that it too often has difficulty keeping its feet on the ground and its plans and proposals closely enough geared to practical realities. Then, too, the fact that Bureau personnel who perform the dual role of staff and line operators are proficient specialists in a subject-matter field should be an advantage in an organization carrying such a highly specialized functional work load as does the Bureau of Animal Industry. The combination of professional knowledge and ad-

ministrative aptitude and experience should be and, in practice, is an ideal one in such a situation.

It is difficult, therefore, to see how a more effective and useful operation of the staff function could be obtained in the Bureau of Animal Industry through establishment of a segregated staff unit in the Office of the Chief for the performance of the recognized staff functions of study, of planning, of coordination and integration, and of advice and counsel entirely outside of Bureau operational lines. Be that as it may, as operated in the Bureau at the present time, integration of the staff function with direct operational responsibilities at division and Bureau levels appears to add up to an effective method of obtaining most of the practical advantages of capable staff work in reasonably efficient and economical manner. In any event, a tremendous amount of purposeful and useful work and an effective Bureau administration is being accomplished under this arrangement.

CHAPTER V

THE PERSONNEL FUNCTION

No matter how precisely the organizational structure of an agency may be worked out for its specific functions and objectives or how effective the leadership, coordination, direction, and control of its top management, in the final analysis ultimate accomplishments will depend in large measure upon the caliber, ability, enthusiasm, and effort of the people by whom it is staffed. No effective army is ever composed entirely of top brass. Its fighting strength must of necessity depend upon a capable, well-trained, alert rank and file. It is the people who actually do the work at every level of responsibility in the organization, who put life into the accomplishment of its objectives. Thus, it is not surprising to find the personnel function permeating the Bureau's activities at every step.

As with the science of public administration itself, the professional aspects of modern personnel management have developed in rather recent years. We now find a wealth of commonly accepted principles set up as a framework for the more precise solution of day-by-day problems in this field and the more effective staffing of an agency's working organization at all levels. A specialized personnel unit, with all its present-day ramifications, no longer concerns itself exclusively with such functions as recruitment and proper classification. It is also deeply involved in questions of training, employee welfare and safety, and the development and maintenance of high morale in any agency of any considerable size. In this respect, as will be seen, personnel activities in the Bureau of Animal Industry are no exception.

A Glance at the Past

A study of the use of the personnel function in the Bureau of Animal Industry presents some highly interesting and rather unusual aspects. While there has obviously been a need for such personnel functions as employment, recruitment and appointment, for example, ever since its establishment and equally obviously a use of such functions, no separate personnel unit was provided during its early years. Personnel functions during this period were discharged by the operating or line divisions to meet their own specific needs. According to Houck,¹ the personnel function emerged as a specifically designated unit with the establishment of an appointment section in the Quarantine Division on July 1, 1903, when the name of the Miscellaneous Division was changed back to Quarantine Division, thus reversing a change in divisional designation made on July 1, 1896. On September 1, 1906, the appointment section was separated from the Quarantine Division and operated as a separate unit until it was combined in the new Miscellaneous Division established July 1, 1914. When this latter division was again abolished on May 1, 1921, the appointment section became the Office of Personnel. This title is somewhat misleading in that it suggests the existence that far back of a large, specialized personnel office. Actually it was a small group of modest grade clerks functioning for years as a section under the general administrative direction of an administrative assistant to the Chief of Bureau. During this time it was concerned mainly with the maintenance of routine personnel records, personnel jackets, and the final processing of personnel actions prepared largely in the operating divisions of the Bureau. By

¹ U. G. Houck, The Bureau of Animal Industry of the U. S. Department of Agriculture: Its Establishment, Achievements and Current Activities, Washington, 1924, p. XIII.

and large, this situation continued when the administrative assistant charged with the "housekeeping" functions of the Bureau became the business manager of the Bureau twelve years ago. The staff of the personnel office continued small, unspecialized, and without any real delegation of authority or responsibility in the personnel field.

While extremely cooperative and helpful to the operating divisions to the limit of its meager facilities throughout this period, much of the basic groundwork of the personnel function was still done in the subject-matter divisions. The Bureau personnel office functioned largely as a routine clearing house for personnel actions and record keeping.

Only as recently as 1946 was the personnel office of the Bureau enlarged and specialized to meet more exacting Bureau needs. In that year it was elevated to divisional status on an equal footing with all other divisions of the Bureau and given a formal delegation of authority, duties, and responsibilities and an organizational set-up in line with some of the modern concepts of acceptable personnel work in a large agency.

Present Organization and Functions²

It thus took a major reorganization and expansion of the auxiliary service units of the Bureau -- personnel, budget and fiscal, and administrative services -- to give the personnel function divisional status

²The material of this section is adapted, in some instances verbatim, from official organization charts of the Bureau, from pertinent official job statements, working directives, and similar material not ordinarily available to the public, and from interviews and discussions with key Bureau personnel.

in Bureau organization and to expand its responsibilities and facilities sufficiently to increase materially the services available in this field to the operating divisions of the Bureau. This modernization of the personnel service in the Bureau -- and of the other auxiliary services -- was accomplished almost over-night with the transfer to the Bureau from the Production and Marketing Administration of a considerable number of employees who had been working in similar assignments in that organization.

Even a casual glance at the organization of the present Personnel Division and the specific duties and responsibilities of its component sections discloses that the Bureau is now equipped to furnish service to the operating divisions in any phase of personnel activity. The division is now organized into an Office of the Head of Division and five specialized sections. These include a classification and organization section; an employment section; a training relations and safety section; a procedures and services section; and an investigation section.

The Personnel Division is headed by the Bureau Personnel Officer. It is his basic task to develop, direct, and coordinate a complete program of personnel administration for the Bureau. Such a program must conform accurately to existing laws, rules and regulations and to personnel policies of the Department, the Agricultural Research Administration, and the Civil Service Commission. He and his staff collaborate with and advise the other units of the Bureau on all personnel actions, policies, and problems and formulate progressive programs of personnel administration and sound organizational planning for the Bureau. In this connection, considerable effort is expended on problems of effective personnel utilization and management improvement to ensure a full and

effective use of manpower in Bureau work programs. The Personnel Officer also has the responsibility of advising the Chief of Bureau and other top administrators on all phases of personnel administration and management. It is his responsibility, too, to provide the necessary liaison and effective working relationships in this field with the Agricultural Research Administration, the Department Office of Personnel, and the Civil Service Commission. On many matters of regular personnel actions and procedures he has full authority for members of his division to deal directly with their opposite numbers in the Civil Service Commission, thus greatly speeding up many personnel actions uncomplicated by unusual problems.

The Bureau of Animal Industry has long been committed to the development of an effective and attractive career service. In collaboration with Bureau officials and those of the operating divisions, it is the responsibility of the Personnel Officer and his principal assistants to develop and administer a Bureau-wide career service program. This program is designed to increase the efficiency of operations, make maximum use of employees' skills, abilities, and experience, provide for career advancement from within, and promote and maintain a high level of employee morale.

To the classification and organization section of the division falls the task of applying the Federal Government's uniform position-classification system to all Bureau positions. In this assignment it maintains a continuous review of positions in Washington and the field to assure their correct allocation and use and administers the application of class specifications and job standards governing the allocation of positions in the Bureau. In this connection it also participates in the develop-

ment of the specifications and standards governing the identification and classification of positions by grade, classes, and occupational groups.

An important phase of the work of this section is that of conducting studies of the organizational framework of Bureau units for the purpose of developing improved organization plans and administrative operating methods. Such surveys of organization both in Washington and the field are used also to determine organizational and specific position requirements in the various Bureau units. This section also administers an inclusive program governing the compensation of personnel occupying positions not subject to classification. The section maintains liaison with the Department Office of Personnel and the Civil Service Commission on classification, wage, and salary administrative activities. It also provides a continuous flow of informational and educational material to supervisory personnel to increase understanding of the principles, methods, and objectives of classification, its advantages and application in better personnel management and utilization.

The employment section of the division handles all matters concerned with personnel examination, recruitment, selection, placement, appointment, qualifications, transfer, reinstatement, promotion, separation, and similar processes. In this phase of personnel activity it develops and puts into operation programs designed to anticipate, supply or adjust the personnel requirements of the various Bureau work programs and activities. It works out and applies the qualification standards by occupational groups needed for effective appointment, promotion, reduction-in-force, and similar purposes.

This section collaborates in the establishment of Bureau personnel

policies and in the development and issuance of policy statements and operating instructions for the guidance of other Bureau units. It establishes and administers procedures relating to all employment matters and conducts periodic inspection of practices and methods being used in the Bureau to insure conformity with established policy and strict adherence to regulations. In addition, this section maintains formal liaison with the Department Office of Personnel, the Civil Service Commission, and other agencies on all matters concerned with personnel recruitment and employment. An important part of its assignment is also to provide administrative and technical counsel and assistance to all Bureau operating officials on such matters. And, finally, it develops, issues, and interprets the policies, regulations, procedures, and instructions relative to the personnel aspects of retirement, annual and sick leave, hours of duty, and similar matters of direct personnel concern to each employee.

The training, relations, and safety section of the division has a rather wide variety of duties and responsibilities. In the first place it has the task of planning and conducting training programs throughout the Bureau in cooperation with operating officials. These training programs are designed to improve the job performance of professional, technical, administrative, and supervisory personnel, as well as to enhance their opportunity for promotion. It works with operating officials in analyzing actual operating problems to determine exact training needs and conducts the training programs developed to solve such specific operating problems.

In the sphere of employee relations, this section conducts a comprehensive program for improving employee-supervisor relationships. For

cases of dissatisfaction or maladjustment it provides a counseling program to effect such employee adjustments as can be worked out. It plans various employee services and conducts welfare and morale-building projects. It also conducts the review of formal and informal employee grievances and complaints for the Bureau, counsels with those involved, and mediates and directs solutions. It provides the necessary liaison with the Department Office of Personnel, other agencies, and employee groups on problems in this area of personnel administration.

In the realm of safety, compensation, and health, this section handles the over-all safety program of the Bureau. It advises Bureau personnel at all levels on safety measures, methods and techniques for more effective and efficient job performance, the safe operation and maintenance of equipment, and fire prevention. Furthermore, it represents the Bureau with other agencies and offices on all matters of compensation of employees for occupational illnesses and injuries. It establishes first aid procedures and requirements for the Bureau and keeps all units informed and reminded of these. One of its primary duties is that of conducting periodic surveys and inspections of all Bureau units, both in Washington and the field, for any sign of work hazard, fire hazard, or carelessness in operational procedures of danger to employees.

It is this unit of the Personnel Division that coordinates for the Bureau the administration of the Civil Service efficiency rating system, serving as advisor to officials and employees alike on matters relating to efficiency ratings. In this assignment it furnishes the secretary of the Bureau Efficiency Rating Review Committee and represents the Bureau before the Department Efficiency Rating Board of Review. It also collaborates in the administration of the employee suggestions and honor award

programs of the Department, projects designed to develop employee incentives and morale.

It is the task of the procedures and services section to review and analyze policy and procedural requirements of the Bureau in the personnel field and their conformance with Department Office of Personnel and Civil Service Commission requirements to determine the nature and degree of change needed in Bureau internal operations and work-flow. This section develops or collaborates in developing over-all and specific personnel procedures needed to meet program, policy, legal, and other requirements. In this task it coordinates the development and issuance of Personnel Division procedures for the information and guidance of all Bureau units. It is here that the permanent personnel and classification records and files on all Bureau employees are maintained, from which the section compiles personnel statistics and regular and special personnel reports required by the Bureau, the Research Administration, the Department Office of Personnel, and the Civil Service Commission. It provides the necessary liaison with these and other Government agencies on such matters. This section also takes care of the maintenance requirements of the Personnel Division. It handles the requests for supplies, equipment, printing and duplicating services, office facilities, repair, maintenance, and other services.

When Bureau employees get out of line in matters of conduct, as occasionally happens, it is the Personnel Division's investigations section that takes over the cases. This section conducts any necessary investigations of alleged misconduct of employees, fiscal irregularities, theft, misuse of Government-owned property, bribery, embezzlement, race discrimination, and any other alleged violation of applicable Federal

statutes or of Department rules and regulations. It reviews the reports of field investigations and of disciplinary actions taken under delegated authority by field offices. This unit determines appropriate disciplinary penalties to be imposed under delegated authority and prepares review reports and recommendations for the signature of the Chief of Bureau to the Director of Personnel on disciplinary actions requiring prior approval of that official. So that field offices may have accurate procedures by which to conduct field investigations under delegated authority, the section formulates policies, standards, and procedures for their guidance to insure the proper conduct of such investigations and the just imposition of disciplinary penalties. This section also conducts any investigations needed to verify the qualifications and determine the suitability of prospective and new employees of the Bureau, especially of those who will regularly have access to confidential information or will handle large sums of money to insure adequate protection of the Bureau's interests.

Through the Bureau investigations officer, this unit maintains effective liaison with Bureau administrators, division heads, the Office of the Solicitor, the Department Division of Investigations, fair employment officers, and other officials and agencies of the Department, as with investigation units of other Federal agencies on all matters of investigation and misconduct. Furthermore, the investigations officer may be called upon to assist prosecuting officials in the preparation of cases of legal action for trial and to appear before Federal grand juries and at court trials to testify when required.

Comparison of Past and Present Personnel Operations

As can be seen from the detailed statement of Bureau personnel duties and functions presented above, the present Bureau Personnel Division is

a far cry from the activities of this function in the Bureau even as recently as four years ago. Theoretically, at least, almost every conceivable phase of personnel activity is provided for in the present organization, evidence that Bureau administrators recognize the potential usefulness of a strong, effective personnel service to the smooth and effective administration of the line divisions and their highly specialized programs. The material change and expansion of the personnel function which has taken place within the past four years is worthy of closer examination.

As of July 1, 1926, Powell³ listed the entire staff of the Bureau Office of Personnel as consisting of one administrative assistant, a principal clerk, a clerk, five assistant clerks, a junior clerk, and a junior messenger. With a staff of this size and grade it is obvious that only the most routine of personnel services could possibly be provided and that considerable assistance in personnel matters would, of necessity, have to come from the operating divisions, a condition which has prevailed through most of the Bureau's history. On July 1, 1940, with a total Bureau enrollment of 6,003 employees, the number of workers assigned directly to personnel work, including clerical service, totalled but 15 employees. The section still was headed by an administrative assistant with but two assistants of sufficient grade and experience actually to perform more than perfunctory routine personnel functions. Since the establishment of the Personnel Division, the number of employees engaged in personnel duties has increased. On July 1, 1949, with a total Bureau

³ Fred Wilbur Powell, The Bureau of Animal Industry: It's History, Activities, and Organization, Service Monographs of the United States Government No. 41, Brookings Institute for Government Research, The Johns Hopkins Press, Baltimore, 1927, p. 41.

enrollment of 7,789 employees, a total of 49 were assigned to the work of this division.

Not only has there been a change in the size of the personnel unit of the Bureau, but an even more significant change has taken place in the qualifications, training, and grade of the personnel assigned to the key personnel positions to more nearly meet the needs of Bureau organization and operation for such services. As is evident from the review of the division's duties and responsibilities, a high degree of specialization has been introduced, requiring key personnel not only considerably experienced in these types of personnel work, but with a considerable degree of professional education and training in the field as well.

In the past, there was a considerable lack of precision in the selection of employees for personnel work in the Bureau. A high degree of ability to get along with other people and some aptitude for administrative work were considered the most basic qualifications for such assignments. Bureau workers in this field became proficient in the conduct of their duties mainly through the accumulation of experience over long periods of time. At the present time, with a more precise need for specialists in employment, classification, training, employee relations and similar phases of the personnel function, at grade levels fully comparable to those of other professional fields of the Bureau's work, personnel work in the Bureau is attracting employees with at least some, and in many cases considerable, basic educational background and training. Instead of assigning the duties to clerks with no particular training for such work, key positions in the division are now filled by employment specialists, classification specialists, employee relations specialists, investigations specialists and the like.

From the evidence available, it would appear that the working relationship of the Personnel Division to the subject-matter operating divisions of the Bureau has been and continues to be close, intimate, and, in the main, very helpful. There appears to be a considerable degree of harmony in the working arrangements and contacts in this field between the division and the units it is designed to assist with personnel problems of any nature. Specialists of the division are constantly being called upon for service, advice, and guidance in personnel matters by those in charge of the operating divisions. Specialists who can keep up with the constant and voluminous flow of changes in law, regulations, and directives relating to Federal personnel have proven to be of material assistance in this field to the busy administrator already immersed in the subject-matter problems of his own projects and programs.

The improvement in personnel procedures which is gradually being effected in personnel circles is doing much to increase the efficiency of line operations. To cite but one example, the inauguration of Standard Form 52⁴ for use of the line divisions in recommending personnel actions of all types to the Personnel Division has materially reduced the amount of paper work formerly involved in personnel procedures. This form, which has amply proven its worth in the past few years, can be quickly filled in to indicate any type of personnel action desired (except that of periodic salary promotions, which is handled separately by the Personnel Division and is not a responsibility of the operating division), including name, proposed grade and service, effective date of appointment, changes in status of present employees, and a statement of the proposed

⁴Standard Form 52, "Request for Personnel Action", Federal Personnel Manual, Chapter R1.

duties of the incumbent, upon which employment and classification experts can pass quickly to check the validity of the whole proposal. Such a material reduction in the amount of paper work involved in the large number of personnel actions constantly taking place increases efficiency of operations in both the originating unit and the Personnel Division. Furthermore, the standardization of routine personnel procedures, with which a line operator can become and stay familiar, is apparently having this same beneficial effect.

It should not be inferred, however, that the line operator is thereby entirely freed of personnel considerations and problems. Any director of an active program will constantly be up to his ears in such problems in his own organization. From experience and training, he knows and is responsible for the work to be done, its relationship with other positions on his staff, and the money available to cover it, so that the first proposal of duties, grade, and classification are in his hands and, within broad limits, his is the final acceptance of the action taken. A direct and close working relationship with the personnel specialists is thus essential to work out any differences in evaluation of the action proposed. There is ample evidence that this condition prevails between the Personnel Division and the operating divisions in the Bureau.

Flow Of Personnel Material to Line Divisions

In addition to this type of direct contact between the Personnel Division and the line divisions of the Bureau, and, of course, the constant interchange of memoranda and calls on specific problems, personnel information highly useful to the line operators at the divisional level reaches them mainly in two forms: the Administrative Regulations of the Department of Agriculture (compiled principally by the Depart-

ment Office of Personnel) and Bureau Circular Letters.

The vast differences between the handling and administration of governmental personnel and those in private employment are too obvious to require more than passing mention here. Within broad limits of decent human relationships and the requirements of his operations, the private employer works out his own personnel rules and regulations to fit his specific needs. In government service these are spelled out in minute detail by law, directives, Civil Service rules and regulations, and Department procedures, within which rigid framework the governmental executive administers his personnel activities or is in immediate trouble. To complicate matters, the rules of the game never remain quite the same, but are constantly being revised and amended, sometimes almost from day to day. Personnel rules, regulations, and procedures currently in effect at any one time are compiled in the Department of Agriculture's regulations.⁵ The personnel section of the regulations is a formidable volume of 2,545 pages at this writing and about half the size of the old-fashioned family Bible. These are made available to all responsible operating officials at Washington headquarters and a somewhat smaller, abridged edition is placed in the hands of every field station director for his guidance. And, like the family Bible, these volumes should, if they seldom do in the course of the crowded days, merit daily reading as a guide to every-day per-

⁵ Administrative Regulations, United States Department of Agriculture: Title 8, Personnel Administration Regulations, with amendments, Government Printing Office, Washington, June 30, 1947.

sonnel matters in the operating agencies.⁶

The Bureau Personnel Division, as has been seen, participates in the preparation of material for the Regulations as it affects the Bureau and directs the distribution of the numerous amendments as they appear to keep the regulation books of responsible operating officials up to date. Bureau Circular Letters are also used to notify operating officials of important developments or changes in personnel policies and procedures or to call direct attention to some item of particularly timely significance. Such letters are prepared in the division and are usually signed by the Assistant Chief of Bureau in charge of Administration, but may be and frequently are signed by the Chief of Bureau himself. In addition, periodic Circular Letter Index-Outlines are issued to operating officials as a check list of circular letters of instruction currently in force. Brief announcements on personnel matters are also published from time to time in the Bureau's Monthly Service and Regulatory Announcements, a publication going to all Bureau units in Washington and the field.

Relationships with Department Personnel and Civil Service Commission

We have seen that the Personnel Division has a very close working relationship with the operating divisions of the Bureau, not only in ac-

⁶ A glance at a few of the 70 separate chapter headings of the Regulations will indicate the comprehensive coverage on personnel matters attempted through this means. Beginning with Chapter I, "Policy" and ending with Chapter 70, "Miscellaneous", chapters are devoted to such subjects as "Relations Between Department of Agriculture and the Civil Service Commission", "Organization Review", "Position Classification", "Instructions to Employment Officers for Effecting Personnel Actions", "Promotions, Reassignments, and Transfers", "Reemployment Rights", "Leave", "Retirement", "Orientation Training", "Veterans' Training", "Employee Organizations and Activities", "Personnel Relations Appeals Procedure", "Safety", "Conduct of Employees", "Investigations", and "Disciplinary Actions", to mention but a few.

tually furnishing the personnel services necessary to the orderly conduct of their work, but also in an advisory capacity on the multitude of personnel problems constantly arising in the course of daily operations. We have seen also that there is considerable informality about these working relationships, that a great many of the contacts are personal and direct, by conference or telephone call.

Likewise, the Personnel Division maintains constant and to a considerable degree informal and direct liaison with the Department Office of Personnel and the Civil Service Commission on all personnel matters of concern to the Bureau. As we have seen, specialists heading the various subject-matter sections of the division have a direct authority and responsibility for maintaining close, effective working relationships with their opposite numbers in the Department Office of Personnel and the Civil Service Commission, a situation which tends to speed the clearance of personnel questions and action and makes for a high degree of professional stature and morale in personnel circles at the Bureau level. The maintenance of such close and generally cordial working relationships with top levels of authority in personnel matters assures the Bureau of full and active participation in any activities in this field touching its interests and a close awareness of changing trends in policy and regulation, advantages which cannot help but be reflected back to the welfare of all component units of the Bureau.

Bureau personnel policies, actions, and procedures must of necessity conform fully to those of the Department Office of Personnel and the Civil Service Commission and are subject to review and control at both higher levels of authority. Appointments beyond grade GS-9, for example, must have prior approval of both higher agencies and rigid per-

sonnel ceilings are imposed upon Washington employment. It is the responsibility of the Bureau Personnel Division to keep fully informed of all matters requiring formal clearance with the Department Office of Personnel and the Civil Service Commission and to see to it that such matters are officially cleared before being put into effect.

Special Services to Operating Programs

In the very few years of its existence as a division, the Personnel Division has already been called upon to render services of an emergency nature for the operating agencies of the Bureau. These well illustrate the usefulness of such a unit to action programs in the Bureau's diversified work load.

The outbreak of foot-and-mouth disease in Mexico and the Bureau's immediate participation with the Mexican-United States Foot-and-Mouth Commission in the emergency program inaugurated to keep the disease out of this country is a case in point. The Personnel Division was immediately confronted with the task of recruiting and appointing for duty in Mexico the qualified veterinarians and their assistants in various occupational categories, already in short supply in this country, needed immediately to get the control program into action. The problem involved not only locating veterinarians already in Bureau service who could be transferred to Mexico in the emergency, but the recruitment and appointment of hundreds of suitably qualified veterinarians in private practice and others just completing their veterinary education. The task involved in staffing this program was further complicated by the requirement that a large majority of the employees recruited had to possess some familiarity with the Spanish language, and by numerous details of processing

involved in sending employees to a foreign country, such as obtaining passports, inoculations against diseases, arrangements for transportation to foreign posts, and other complicating factors. That the control program was activated without undue delay is evidence of the effective handling of the personnel aspects of the problem by the Personnel Division, an emergency service of material assistance not only to the Commission but also to all of the operating divisions of the Bureau concerned with the fight against the Mexican foot-and-mouth outbreak.

Of not quite so stringent a nature, but none the less important to a Bureau program and of an extensive and hurried nature, was the service rendered to the Animal Husbandry Division three years ago -- and to a considerable extent repeated in all its difficult aspects annually since that time. This was the expeditious appointment of numerous state personnel as cooperative agents of the Bureau for work in the Animal Husbandry Division's extensive cooperative projects on beef cattle and poultry improvement under the Research and Marketing Act. Since practically all of the Bureau's funds for this work were ear-marked for assisting the state experiment stations to obtain and maintain qualified personnel for the work at their stations, the success of the Bureau's participation depended to a considerable degree upon effecting the necessary appointments quickly and correctly as to such details as effective appointment date, proportion of salary to be paid from Bureau funds and from state funds, length of appointment, and similar details. This task has been handled by the Personnel Division to the satisfaction of all concerned.

As human affairs go, it can reasonably be expected that similar emergencies of one kind or another will arise from time to time in the future. It augurs well for the success of the Bureau's programs that

the Personnel Division has already proven itself capable under stress of meeting such emergencies in the manner in which it has disposed of those which have already arisen.

Personnel Division Program Developments

Since from the nature of its work a major part of the Bureau's need for professional employees falls in the veterinary field, it is not surprising that the major training and recruitment programs thus far attempted by the Personnel Division should apply to veterinarians. A considerable part of the professional staff of the Bureau has to be recruited from graduates of the accredited veterinary colleges of the country. In recent years there have not been enough graduates -- particularly with the foot-and-mouth campaign in full swing -- to supply the Bureau's requirements and the additional demands for private practitioners. This has hampered some of the work of the Bureau, notably the control and eradication of animal diseases and Federal meat inspection.

To attract competent veterinarians to Bureau service, the Personnel Division in October 1943 compiled and published an attractively illustrated bulletin outlining in detail the opportunities offered young veterinarians for a career in Bureau work.⁷ This publication contains a brief history of the Bureau, the scope of its activities and its organization into various lines of work, and a list of specific Bureau accomplishments in this professional field. It outlines the individual opportunities for a career service for veterinarians, including salary and promotion, employment tenure, hours of duty, leave benefits, compen-

⁷"Career Opportunities for Graduate Veterinarians in the Bureau of Animal Industry", Misc. Pub. 671, Government Printing Office, Washington, October, 1943, 18 pp.

sation and medical benefits for service-connected illnesses and injuries, retirement opportunities, and the summer employment of veterinary students. This bulletin is distributed by the division to all student veterinarians through contact representatives maintained by the Bureau with all of the accredited veterinary colleges in the United States.

As a further step in the direction of broader training programs and as a means of stimulating and maintaining a constant supply of thoroughly qualified graduate veterinarians for its work, the Bureau last year instituted a program for the summer employment of students of accredited veterinary colleges as Veterinarian (Trainee) on a probationary status leading to full civil service employment opportunities upon graduation. Such trainee appointments for summer work are made on the basis of assembled civil service examinations. They are at the grade level of GS-4 for those students who have completed three years of collegiate training in veterinary medicine, including one year of pre-veterinary medicine (in other words sophomores of veterinary colleges) and GS-5 for those with four years of such training, one of which may be pre-veterinary work (juniors). If their probationary performance in their summer assignments on active duty proves satisfactory, this is the last competitive examination they have to pass, and satisfactory trainees can be appointed directly to permanent civil service status at the GS-7 or first full professional level upon graduation from veterinary college. The program is proving effective from the Bureau standpoint in lining up for Bureau service a substantial group of well trained young veterinarians already familiar to some extent with Bureau operations and requirements. It is also proving attractive to many student veterinarians in solving while in college the important consideration

of a job after graduation.

Another extensive Bureau training program was inaugurated last year, according to W. A. DeVaughn, Bureau Personnel Officer. This was the supervisory training program designed to give supervisors at all levels a better understanding and appreciation of the basic principles of effective supervision of employees and a knowledge of how to avoid the building up of problems in this area. Training conferences of two and one-half days duration were conducted jointly by the Bureau training officer of the Personnel Division and the assistant head of the Meat Inspection Division with supervisory personnel of that division at 15 different localities in the country. Sessions were devoted to discussion of the recognized principles of effective supervision, to the characteristics of good and poor supervision, to the application of supervisory principles to daily operations, to a discussion of special supervisory problems such as the handling of grievances and the problem worker, and to consideration and analysis of specific personnel problems of the supervisors participating in the training conference. An equal amount of time was spent on discussion of technical problems involved in administering the Meat Inspection program, so that the conferences covered both technical subject-matter and personnel problems. DeVaughn states that the response to the training program was excellent and that plans are under way for extending it to other units of the Bureau.⁸

In further program developments, an extensive study of the organization of the various Bureau units and examination of the classification of every position, both in Washington and in the field, was undertaken

⁸Personal interview with the writer, April 13, 1950.

about two years ago and has made appreciable progress. The task involves numerous complications of precedent, previous patterns of operations and procedures, fund and staff limitations, long-established policies and similar considerations that require objective and understanding handling to be fruitful. A majority of the Washington positions have been reviewed. At the request of the new head of the Animal Husbandry Division a complete study of the organization of that division, which is located at Beltsville, Md., was made in 1948 and every position in the division examined as to classification and organizational relationship. This study resulted in the elimination of one subject-matter section, the division of another large section into two more precise smaller subject-matter sections, the up-grading of a number of positions and the down-grading of several found to be improperly classified. This examination of both structure and individual position is currently proceeding with other units of the Bureau.

An extensive study of the personnel records which have been maintained for years in the Bureau has also been made in the past two years. This study has resulted in the elimination of a number of personnel records found to be obsolete or unnecessary, such as the narrative chronology of personnel actions and a chronological record of all correspondence referring to the individual employee, and the entire system of personnel records has been modernized and simplified.

Some Problem Areas

Several of the more pressing problem areas in the use of the personnel function in the Bureau of Animal Industry should be noted. One of these is the matter of providing the broadest possible career opportunities across Bureau organizational lines for employees of outstanding

abilities, experience, and accomplishments and in so doing of identifying the personnel eventually qualified to fill key positions and replace top administrators. The objective identification of outstanding talent and potentialities is a serious problem. This is a relatively unexplored field in Bureau procedures and operations and there has been a deepening concern over the need for an effective career program that will utilize in the most efficient manner possible the potential capabilities of staff already available in the organization or which can and should be developed among Bureau personnel.

The problem is intensified by the need for developing replacements for an unusually large number of retirements, many of top officials, which will occur in the next few years. There is a real need to develop and use the best techniques available in selecting incumbents for supervisory positions. It is felt that a program should be worked out to provide adequate facilities for assuring that all qualified employees are fully considered for promotion from within as vacancies occur and that final selection is made of those who are best qualified for the position to be filled. It is also considered essential that all employees be made fully familiar with the objectives and procedures for such a career program.

Two aspects of the problem of establishing such a broadly organized career program have proven troublesome to Bureau personnel specialists and operating officials alike. One of these is the need for the development of an adequate method for reporting to the Bureau by the operating agencies of cases of outstanding employees for special consideration in their development and advancement, including possible promotion and transfer to other units of the Bureau. The other is the validity of

actual testing by the examination technique of such employees, as an integral part of the selection process for certain supervisory positions. This technique is relatively new in government and only slightly older in industry, although apparently being increasingly used in the past few years by some of the larger companies in industry in the selection of key personnel. Neither of these problems would appear to be entirely insurmountable.

Despite the fact that such problems have not yet been fully worked out, a career development program has just been announced for the Bureau and is being put into operation at once.⁹ For the present, the competitive areas for promotion are being confined to the positions of Imported Animal By-Products Inspector, all grades; Livestock Inspector, all grades; Meat Inspector, Grade GS-8 and below; Virus-Serum Inspector, all grades; Veterinary Livestock Inspector, Grade GS-9 and below; Veterinary Meat Inspector, Grade GS-9 and below, and Veterinary Virus-Serum Inspector, Grade GS-9 and below, on a station-wide basis, and Meat Inspector, Grade GS-9 and above; Veterinary Livestock Inspector, Grade GS-11 and above; Veterinary Meat Inspector, Grade GS-11 and above, and Veterinary Virus-Serum Inspector, Grade GS-11 and above on a nation-wide basis. Three new personnel data sheets have been developed for use in the program, two of these, a "Supplemental Qualification Form" and a "Career Service Placement Form" to be completed by the employee and the third, a "Career Service Evaluation Form" by his supervisor, endorsed by the official in charge of the station. It is expected that the use of the examination technique as a factor in the selection of promising personnel for pro-

⁹ Bureau Circular Letter No. 413.1, "Career Service Program", mimeo., April 3, 1950.

motion will be tried out on a test basis in one area of Bureau operations to determine its effectiveness under actual operating conditions before being applied generally in the Bureau.

Because of the large numbers involved on the one category, the problem of training and recruitment of veterinarians offers sufficient scope for the organization and application of adequate training and recruitment programs for such professionals. Conversely, in many of the other specialized fields of endeavor the number of employees needed in any one professional category is so small as to make the application of an organized recruitment program extremely difficult, if not impossible. The needs for specialized talents for research positions further complicate the picture. Thus recruitment for the research divisions becomes a challenging problem and one not yet entirely solved.

One further problem area in the Personnel Division itself is that of keeping personnel activities fully geared to the needs of the Bureau and its operating divisions without becoming so enamored with the intriguing facets of its own programs as to fall into the fatal mistake of attempting to make them ends in themselves, rather than effective aids to the operating divisions. Only on the basis of its intrinsic worth and value to the furtherance of Bureau operations does any personnel program justify its existence. No personnel activity, no matter how worthy or interesting it may be in the abstract, can be justified except on the basis of its utilitarian value in one way or another to Bureau operations.

Some Internal Problems of the Personnel Division

It is not to be supposed that all of the specialized functions of the Bureau's Personnel Division as outlined above have arisen full-blown into effective action with the establishment and organization of the

division as it is now constituted. It should be remembered that the division, as such, is scarcely four years old and, in comparison with most other units of the Bureau, hardly safely out of its "shake-down cruise". It should also be remembered that the establishment of the functional responsibilities of the division in such minute detail reflects an entirely new approach to personnel operations and management in the Bureau. Most effective administration of the personnel function will undoubtedly take time and a fuller understanding and appreciation on the part both of the division itself and that of the operating divisions of the potential usefulness and value to the orderly and effective administration of the line units of the Bureau of the personnel specialization now available.

Since the division's functional responsibilities represent a material addition and expansion of services to meet practical or theoretical needs, Bureau personnel officials are frank to admit that their effective administration will necessitate the development of many innovations in the form of changes in policy, administrative procedures, and methods as well as in operating practices, still to be worked out. Thus, as one responsible official puts it, in planning the personnel program, it will be necessary to make further careful and thorough studies to determine the needs of the various divisions and their field stations and to approach the problem of meeting those needs in such a manner as will gain complete acceptance and cooperation by responsible operating officials. Then, too, most of the key personnel of the division have been recruited from other agencies and have had to undergo a period of orientation in the programs, policies, operating practices, and needs of the Bureau of Animal Industry before being fully qualified

to apply themselves to the important tasks of planning and developing programs of work in their respective fields applicable to Bureau problems and needs.

Responsible officials of the Personnel Division feel that the personnel program required for the Bureau is fully as extensive and complicated at the Bureau level as is the program of the Office of Personnel at the Department level, and there is considerable evidence to support such a contention. It is their conviction that no other Bureau in the Department has more complex and exacting responsibilities in classification, employment, employee relations, training, safety, disciplinary, and procedural phases of their personnel programs than does this Bureau.

Frequent and far-reaching changes in legislation, regulations, policies, and procedures governing governmental personnel administration, dating from the inception of the national emergency and continuing to the present, have placed upon the division the heavy responsibility of keeping abreast of such changes and the operating divisions fully informed upon them.

The establishment of an employee-relations program marks the beginning of activity in a phase of personnel management as yet largely unexplored in the Bureau. The development and successful conduct of such a program will require not only the best efforts of the Personnel Division but a high degree of acceptance and enthusiastic support from line officials, something that will undoubtedly have to be won by the real worth and merit of any program proposed. Such a program will need to be carefully worked out and its usefulness to main Bureau objectives readily apparent to win such support very readily, it is believed.

Importance in Bureau Administration

Careful examination reveals that the personnel function plays an integral and highly important part in the administration of the Bureau of Animal Industry. As is often the case, the Personnel Officer and his principal assistants perform a considerable amount of staff service of advice, planning and coordination of personnel matters to the Chief of Bureau, his principal assistants and the heads of the various operating agencies. In the main, however, the division performs the necessary auxiliary functions of recruitment, employment, placement, position classification, discipline, and similar services. The division plays an important and intimate role in the personnel problems and operations of the line divisions and the working relationship between the personnel specialists and responsible line operating officials of the subject-matter divisions of the Bureau are direct, intimate, and, in general, harmonious.

CHAPTER VI

THE BUDGETARY FUNCTION

Probably no instrument of administrative planning and operation has received more minute attention at top levels of authority in governmental organizations in recent years than has the budgetary function. This is an understandable situation when we consider that the budget is the very life blood of an agency's operations and that, stemming from the development of the Bureau of the Budget, it has become increasingly authoritative in governmental procedures. Without the necessary financial resources for the job at hand, the administrator's effective accomplishment of assigned responsibilities and duties is rendered impossible at the very outset. Furthermore, careful budgetary planning and justification has been rendered even more urgent in recent years because of the huge growth of the Federal government's financial commitments as a result of depression, a second World War, and changing concepts of the role of the government in the direct welfare of its citizens, factors which have tremendously increased the competition between various needs and the various areas of governmental endeavor for a sufficient working share of available funds.

In the administration of the Budget and Accounting Act of 1921¹ over the past 29 years, and particularly in that of the Bureau of the Budget under Director Harold D. Smith after the transfer of the Bureau of the Budget from the Treasury to the Executive Office of the President in 1939², the budgeting function has been highly developed in the Federal government.

¹ 42 Stat. L. 20.

² Executive Order 8249 and Reorganization Act of 1939 (53 Stat. 561).

It has come to be generally recognized by administrators as a highly effective tool of efficient management of the various governmental establishments. Budgeting, in fact, has come a long way from the mere assembling of sets of figures to that of a realistic interpretation of those figures in terms of goals and objectives and personnel assigned the task of reaching them. As Seckler-Hudson has pointed out

Management is primarily concerned with the mobilization of resources and their application toward the achievement of known goals. Budgeting, as an integral part of management, is concerned with the balancing of needs of a given group or groups, weighed one against the other, making choices, allocating equitably portions of available resources to the chosen needs, and particularly controlling the execution of the group activities and programs. In a very real sense, budgeting like organization and management becomes largely a matter of division and synthesis, or of specialization and coordination. More and more it is being developed as a major instrument of planning and management.³

Stone, too, puts the basic concept of Federal budgeting in the same terms, when he states

The Federal budget is considered increasingly as a work program expressed in financial terms rather than merely the arithmetical result of sharp bargaining.⁴

Writing on the basic philosophy of budgeting, Manvel defines public budgeting as

A plan expressing in money terms for a definite time period the operating program of a government and the means of its financing. It is the general purpose of the process by

³ Catheryn Seckler-Hudson, "Some Problems Concerning the Budget as an Instrument of Planning and Management" in Budgeting: An Instrument of Planning and Management, Unit IV., The Relationship of Budgeting to Planning and Management, Mimeo., Prepared and Edited by Catheryn Seckler-Hudson, The American University, Washington, 1945, p. 6.

⁴ Donald C. Stone, "Federal Administrative Management 1932-1942", in Budgeting: An Instrument of Planning and Management, Unit IV, p. 12.

which such a plan is developed, proposed, adjusted and adopted, and finally executed to see that as a result of a government's activities, the material well-being of the public it serves is maximized.⁵

As the importance of budget formulation and administration has grown in Federal planning and management in recent years, broad principles of budgeting have come to be generally accepted as basic to the effective application of the budgetary process to present day governmental needs. While differing at times in details, leading authorities in this field show considerable agreement regarding the factors involved in effective budget formulation and administration. It is not a part of this study to examine these basic principles in minute detail. As an aid to the clear understanding of the budgetary process as practiced in the Bureau of Animal Industry, however, it should perhaps be noted briefly that the specific principles of budgeting include such factors as equilibrium, comprehensiveness, unity, clarity, periodicity, publicity and, in authorizing, executing, and controlling the fiscal plan, such factors as executive initiation, accuracy, prior authorization, specification, and legislative audit.⁶

⁵ Allen D. Manvel, "The Philosophy and Essentials of Budgeting" in Budgeting: An Instrument of Planning and Management, Unit I. The Evolution of the Budgetary Concept in the Federal Government, Mimeo., Prepared and Edited by Catheryn Seckler-Hudson, The American University, Washington, 1945, p. 53.

⁶ For a detailed discussion of these principles, see Harold D. Smith, "The Budget as an Instrument of Legislative Control and Executive Management" in Budgeting: An Instrument of Planning and Management, Unit IV. The Relationship of Budgeting to Planning and Management, pp. 90-100, and other pertinent papers in this series of authoritative articles on budgeting; also, Harold D. Smith, The Management of Your Government, McGraw-Hill Book Co., Inc., New York, 1945.

Speaking of the budget in its intimate relationship to the work program of the chief executive, a relationship that holds good between the administrator and his work program at any lower level of administrative endeavor in the Federal hierarchy, Smith states

The budget, as recommended, reflects the program of the chief executive. When enacted it becomes the work program of the government, reflecting all government responsibilities and activities in their political, economic, and social aspects. Budget formulation, therefore, must be geared closely and directly to the formulation of the chief executive's program as a whole. Budgeting and programming are the two sides of the same coin; both must be under the direct supervision of the chief executive. This holds true for all government, Federal, State, local.⁷

In line with these concepts, then, the Federal budgetary process and the resultant annual budget has more and more come to be looked upon as a coordinated record of the past activities of government, an inventory of the present activities currently in progress, and a plan for the future. A properly formulated budget or work plan is not considered today an end in itself, however desirable from that standpoint, but as a very effective means of improving the whole administrative organization of the Federal government. It is a means of encouraging economy; of helping to fix the responsibility for waste and extravagance; of eliminating the direct and piecemeal consideration of the budgetary requests of individual segments of government. It furnishes a means for the continuous study of the organization, activities, objectives, obligations, staffing methods of procedure, and effectiveness of government agencies. It has, indeed, become an effective instrument of planning and management readily available to the administrator of every unit of government.

⁷Harold D. Smith, "The Budget as an Instrument of Legislative Control and Executive Management," in Budgeting: An Instrument of Planning and Management, Unit IV, p. 95.

Brief History of The Bureau Budget Function

Despite the importance of the annual appropriation to the continuity of work in a Federal organization and the need for gaining sufficient financial support each year for the work programs contemplated or under way, until very recent times the Bureau of Animal Industry contained no highly specialized budget unit charged with the specific responsibility of this type of administrative function. Writing in 1924, Houck⁸ makes no mention of a budget unit in the Bureau. Only by inference does Powell, three years later, give a clue to the location of this activity in the Office of the Chief of Bureau when he says

The Office of the Chief includes an Administrative Officer, a Legal Advisor, a Chief Clerk, and a group of sections or offices dealing with various phases of general administration.⁹

Undoubtedly, the task of preparing budgets and their justification, in one form or another, and with greater or lesser expertness, depending upon circumstances and the personnel assigned to the task, is as old in the Bureau of Animal Industry as is the Bureau itself. The task has been inherent in the accomplishment of obtaining annual appropriations for the support of the Bureau's work. The fact remains, however, that up to about four years ago, no very specialized budget unit existed in the Bureau of Animal Industry.

In actual practice over the years the preparation of the budgetary

⁸ U. G. Houck, The Bureau of Animal Industry of the U. S. Department of Agriculture: Its Establishment, Achievements, and Current Activities. Published by the Author, Washington, 1924, 390 pp.

⁹ Fred Wilbur Powell, The Bureau of Animal Industry: Its History, Activities, and Organization. Service Monographs of the United States Government No. 41, Brookings Institute for Government Research, The Johns Hopkins Press, Baltimore, 1927, p. 40.

proposals for the specific lines of work or functions of the Bureau and the supporting justification material appears largely to have been the initial responsibility of the operating divisions of the Bureau. Such material was more or less coordinated by the chief or assistant chief of the Bureau, assisted by the administrative officer in earlier years and by the Bureau business manager or his principal assistant in more recent years, and a few budget personnel assigned to a relatively small budget and fiscal section of the Chief's office. Coordination apparently consisted mainly in the entire elimination of a specific proposed item, particularly if the item was in the nature of an increase, changes in the supporting language as required, and the editing and re-typing of the material submitted by the different divisions into a budgetary request for the Bureau. The work was usually performed under pressure against a shortage of time to meet deadlines. Despite the difficulties and interference of other duties, the procedure was apparently broadly effective in maintaining reasonably adequate support for the Bureau's functional programs, perhaps in part, at least, because of the fact that these programs were largely of a long-time or continuing nature and thus pretty well known alike to legislators and to the general public, as were the results being accomplished from year to year. In addition, prior to the considerable expansion of government, which began about 1934, the relations of a Bureau Chief with Congress and the Budget Bureau were on a highly personal basis. With the expansion, it was necessary for Congressional appropriation committees to have more precise and itemized budgetary information because the members could no longer keep in such intimate touch with the details of the programs of individual bureaus.

A further word in this connection is necessary. Under the stimulus of the Budget and Accounting Act of 1921 and the subsequent growth of authority and importance of the Bureau of the Budget under it, the Office of Budget and Finance of the Department of Agriculture was established as a separate agency by the Secretary of Agriculture in 1934. Director of Finance W. A. Jump was appointed to serve also as the Department's Budget Officer.¹⁰ Under Director Jump's energetic leadership in the years that followed, budgetary requirements and procedures were spelled out as guides to the operating Bureaus in increasingly minute detail, so that, even though Bureau organization continued for a number of years thereafter unchanged with regard to the budget function, the directives from the Department's Office of Budget and Finance governing budget preparation and justification procedures were nonetheless being utilized by those actually performing this function in the Bureau. Not until 1937 did the Bureau have an employee whose sole duties consisted of budgetary work.

Current Bureau Budget Organization¹¹

The fact remains, however, that not until 1946 did the budget and fiscal functions attain divisional status in the Bureau's organization, when the Budget and Fiscal Division was established. This division is

¹⁰ Secretary's Memorandum No. 646, 1934.

¹¹ This material is adapted, in some instances verbatim, from the official organization chart of the Budget and Fiscal Division, Bureau of Animal Industry, as approved by the Director of Personnel of the U. S. Department of Agriculture, October 22, 1946, from pertinent official job statements, working directives, and similar sources not ordinarily available to the public, and from discussions and interviews with key Bureau personnel.

now organized into an Office of the Head of the Division and three sections. The latter include a section of estimates and allotments (the budget unit proper), one for audit and fiscal control, and one for fund accounting. The functions of the latter two sections will be considered in detail in the following chapter; our attention here will be confined to the activities of the estimates and allotments section as they fit into the picture of Bureau budgetary operations.

The Head of the Budget and Fiscal Division is the Budget and Fiscal Officer of the Bureau. As such he carries a heavy responsibility for planning, organizing, and directing these activities in such manner that they fulfill the needs of the operating divisions for such specialized services and at the same time those of the Chief of Bureau for full and complete awareness, coordination, and liaison with the Agricultural Research Administration and the Department Office of Budget and Finance in these fields. His is the task of working out over-all policies involved in the budget and fiscal activities and of recommending points of action and procedure thereon to the Chief of Bureau. He collaborates with the various units of the Bureau in the planning of budgets and the preparation of budget justifications and with Bureau, Research Administration, and Department officials in matters of long-range budget planning. He also works with these same officials in the solution of problems of budget and fiscal methods and procedures affecting the interests of the Bureau and its work programs. In addition to which, of course, he has the responsibility of planning, organizing, and directing the work of his division.

The section of estimates and allotments of the division is a small unit with a big work load and heavy responsibility. It is this unit that broadly develops and maintains a system of budgetary procedures

for the Bureau of Animal Industry. It is the Department's budget office in miniature. Its assigned tasks include those of the formulation and preparation of the Bureau's budgets, assistance with the presentation of the budget at various levels in the budgetary process, preparation of the specialized budgetary reports constantly called for, constant analysis of resources, apportionments, and allotments, of work load and time studies, and of Bureau personnel ceilings.

Heavy dependence is placed on this unit by Bureau administrators for assistance in the presentation of Bureau budget requests to the Research Administration, the Department Office of Budget and Finance, the Bureau of the Budget and the Congress, particularly in the final expert preparation of the budgetary material upon which such presentations must of necessity be based. It should be noted, too, that in analyzing the budget requests received from the various divisions of the Bureau and in putting the necessary justifications into final form, this unit works in close cooperation with the organizational units initiating the requests, so that the final budgetary proposals are matters of highly cooperative synthesis rather than the result of the exercise of arbitrary authority.

This section also designs accounting coding of vouchers for collecting data on expenditures, analyzes such data, compiles the material and from them prepares periodic and special reports on the status of funds for the various programs as a means of effective management by Bureau and Research Administration officials. It checks the availability of funds for current administrative requirements of the Bureau's various programs and for proposed program commitments before they are made. It also recommends apportionments and allotments of Bureau funds

based upon careful study of the administrative and program needs of the various functional units of the Bureau, thus aiding in orderly and efficient management of the Bureau's functional activities.

The section spends considerable time and effort on the analysis of work loads and time studies furnished it by the operating units. Although such techniques may have but limited application to research tasks, which are difficult to evaluate in such terms, they are used as extensively as possible in Bureau operations to evaluate budget estimates in their formative stages and to provide a uniform manner for determining program and administrative expenses across Bureau organizational lines. The information obtained from a study of these techniques also furnishes Bureau administrators data for proper budgetary execution of the various programs. They also provide a basis for the equitable distribution of funds and a means of preserving the integrity of funds from different appropriations used by a unit in its program of work. Where the question of reimbursement of funds is involved this phase of the work provides an equitable basis for such charges.

This section serves as a clearing house of legislative services for the operating units of the Bureau, an important and highly valuable service to the functional programs in this respect. It is the function of the budget unit to keep up with proposed, pending, or recently enacted legislation and Congressional proceedings affecting the interests of the Bureau's work programs and of keeping interested officials of the Bureau fully informed on such matters. It reviews and participates in the drafting of appropriation and program legislative language affecting the Bureau's programs or interests. It also maintains for the ready use of Bureau administrators a reference file of pertinent legislative

documents, such as proposed and pending legislation, codes and statutes, and Executive orders and makes review of State legislation needed to carry out cooperative programs.

In the course of these various duties, the section naturally functions as a source of effective liaison for the Bureau with Research Administration and Department officials on all points pertaining to budget matters and coordinates such matters for Bureau operation and administrative purposes.

Budgetary Procedure in the Bureau

As has already been pointed out, the annual appropriation is the very life blood of an agency's activities. It is apparent that the size of the appropriation effectively controls the size and scope of the agency's work program. Whether the necessary funds are provided or withheld for specific objectives determines at the very outset whether work can be performed upon them or whether efforts already under way must be curtailed or terminated. In the opinion of Gaus and Wolcott, therefore

The appropriation act is probably the single most important bit of legislation of a representative government. It is a still photograph of every activity of the government for the fiscal period. Equally important is the procedure whereby the act comes to be adopted and the means that are taken for fulfilling its requirements. Much of the responsibility for the preparation of the budget and for its execution rests upon each department, which is intimately concerned also with the other stages in budget procedure. Years might pass without any new legislation affecting a department, yet ample provision for its continuation might be found in the appropriation act. . . .

The budget is important as an act of authorization and also as an opportunity for internal, as well as external, review and appraisal of a department's operations.¹²

¹² John M. Gaus and Leon O. Wolcott, Public Administration and the United States Department of Agriculture, Public Administration Service, Chicago, 1940, p. 330.

The budgetary process in the Department of Agriculture has been ably described by Lewis.¹³ Pointing out that even after the establishment of the Budget and Accounting Act of 1921 and appointment of departmental budget officers in many departments there has been little published on budgetary operations at the Bureau level, he says

It should be remembered that the bureaus were still the key units in federal financial administration. The bureaus spent the money; they kept the operating accounts; they originated the estimates; and, in the main, they defended the estimates before the Budget and the Congressional appropriation committees.¹⁴

This careful study clearly delineates the importance of the individual bureaus in the budgetary process of government. And, while budgetary procedures at the Bureau level roughly parallel those at the departmental and higher levels, for they rather faithfully mirror the procedures set at the higher levels for the budgetary function, the individual bureau still remains a vital key in the Federal budgetary process as indicated by Lewis.

It is not surprising, then, to find that the planning, justification, administration, and control of the budgetary function is a continuous and pervading process in the administration and operation of the Bureau of Animal Industry. It is a never-ending assignment, concerned at once with the study of the results attained under the preceding year's budget, day-by-day administration of the current year's budget, and preparation and justification of the forthcoming year's budget. For example, at the time of this writing budget officials of the Bureau are currently engaged in

¹³ Verne Lewis, Budgetary Administration in the Department of Agriculture, Public Administration Service, Chicago, 1941, 58 pp.

¹⁴ Ibid, pp. 1-2.

winding up the budgetary affairs for fiscal year 1949 and with the administration of those for fiscal year 1950. They have just completed the preparation and justification of the Bureau's budget for fiscal year 1951, which is now before the appropriation committees of the Congress and have already started preparation of the budget estimates for fiscal year 1952.

Since, under the legal requirements of the Budget and Accounting Act of 1921, the Department's budgetary proposals for the next fiscal year (in the case of those very soon coming up, those for fiscal year 1952) must be coordinated and in the hands of the Bureau of the Budget on or before September 15 of each year,¹⁶ so that the President may present his coordinated budget to the Congress on the first day of each regular session, usually January 3, it is obvious that the Bureau's work on its new budget must be handled promptly and without loss of time. As a first step in this process the Department Office of Budget and Finance gathers from the various bureaus preliminary information on their potential budgetary needs before any request for the formal budget proposals is made. This preliminary estimate is made for the purpose of working out a feasible ceiling for the departmental budget and usually is discussed personally by the Secretary and the Department Budget Officer with the Director of the Budget before any further steps are taken. By July 1, or before, the Bureau of the Budget issues its "Call for

¹⁶
42 Stat. L. 20, Section 215.

Estimates",¹⁷ requesting the submission of the regular annual estimates of appropriations on or before September 15. The annual call for estimates is then passed on to the bureaus, with a due date sufficiently in advance of September 15 to provide opportunity for a complete review and coordination of the Bureau material into the Departmental Budget, usually about six weeks. In the case of the Bureau of Animal Industry, the budget proposals must also clear the Agricultural Research Administration, which cuts down the Bureau's available working time on the estimates still further, but usually not over a week or ten days.

In actual practice, the Bureau usually issues its call for estimates to its operating divisions within two weeks after the annual appropriation bill has been passed by the Congress, whether the call for such estimates has been received from the Department or not. Thus, very shortly after the Bureau has knowledge of what its financial resources and work program will be for the next fiscal year, it begins active planning for the work a year or more hence. This first call for estimates from the Bureau to the divisions is usually in the form of a memorandum from the Chief of Bureau to the division heads. This is frequently preceded by a telephone call from the Bureau budget officer to the division heads warning that the request is coming up, in order to give the operating

¹⁷ This document is unnumbered and is signed by the Director of the Bureau of the Budget, with the endorsement, "by direction of the President." It usually contains a considerable section of instructions, illustrations and advice on the preparation of the forthcoming estimates, with a section of exhibits or models for the guidance of departmental budget officers. Such of this material as is thought will prove useful to the Bureau budget officials in preparation of the estimates and any additional guidance or advice thought pertinent is in turn passed on to the Bureau budget officers.

units as much time as possible for their planning. At this stage the estimates are usually confined to items of considerable program change, such as increases and decreases. When such increases and/or decreases, with full justification statements for the proposed changes, are received in the Bureau, they are carefully reviewed by the Chief of Bureau, his principal assistants, and his budget staff. If questions or difference of opinions arise as to the validity or desirability of any of the proposed changes, the division head submitting them is given full opportunity in conference or through the submission of improved justification statements to make his case for them in the interests of his operating program. Final decision at the Bureau level on the changes in the division's forthcoming estimates that will be permitted in the Bureau's budgetary estimates for the year rests with the Chief of Bureau, of course, but any increases included by him must in turn run the gauntlet of the Agricultural Research Administration, the Department Office of Budget and Finance, the Bureau of the Budget, and finally the appropriation committees of the Congress and the Congress itself. Thus, all budget requests and increases in appropriations, in particular, desired by program administrators at the divisional level have a long and arduous road to travel, to say the least.

As soon as the increases or decreases to be included in the budget estimates are determined and the division heads notified of this action, they are given a few weeks to work up their complete budgetary proposal for the fiscal year. This is made by amounts estimated for specific division functional activities or lines of research, together with a narrative justification of the individual proposals which includes brief statements of the useful results accomplished under the specific allotments for these lines of work the previous year and statements of the

magnitude, extent, importance, and need of attack on the problems involved and any change in emphasis that has developed over the past year. They are thus given an opportunity to put their justification material in the best form possible to assure that eventually, if the individual items are included in the President's budget, the Congress will have before it all pertinent facts from which to determine whether an item will be included or excluded in the final appropriations.

It is now the function of the Budget and Fiscal Division, and more particularly its section of estimates and allotments, to work the preliminary estimates and justifications of the individual operating divisions into an integrated Bureau budget proposal in the form prescribed by the Bureau of the Budget and Departmental requirements. Detailed instructions for the procedures and forms required for this task are issued in a manual compiled by the Bureau of the Budget and placed in the hands of all official budget officers of the Departments and Bureaus for this purpose.¹⁸ At this stage in the preparation of the Bureau budget, the personnel of the estimates and allotments section continue a close and direct working cooperation with the operating divisions at every point and the divisions have considerable opportunity to aid in making their portion of the budget as effective, straight-forward, and favorable to their work as possible. This close and harmonious working relationship between the operating units of the Bureau and the Budget and Fiscal Division on the budgetary function is typical of the high degree of correlation and cooperation between organizational units characteristic of the

¹⁸ Unnumbered Manual Instructions for the Preparation and Submission of Annual Budget Estimates, Part I, Government-Type Budgets, with Amendments, Bureau of the Budget, Washington, June 30, 1948.

Bureau and its operation.

In their final form, and after innumerable conferences with budget specialists at the two higher levels, the budgetary proposals of the Bureau as they go forward to the Department Office of Budget and Finance, through the Agricultural Research Administration, contain three sets of budgetary data. These include the "estimates of appropriations", otherwise known as the language sheets; the "schedules of obligations," known as the green sheets; and the "statements of explanation and justification", commonly referred to as the justifications.

The language sheets are designed to show the title of the specific appropriation, the general purpose for which it is requested, the estimated amount of the appropriation, the total amount which had been appropriated for the same purpose the previous year, and the authority under which the proposed funds would be expended. These sheets must also show clearly any proposed changes in a specific amount or in the language of the printed text of the preceding year's proposal, material to be omitted being enclosed in square brackets and that to be added typewritten and underscored on the right hand side of the sheet with a clear indication of just where it is to be inserted in the completed statement.

The green sheets show in detail the funds obligated or available for obligation for the fiscal year just past, the current fiscal year and the fiscal year ahead, with a detailed breakdown of such obligations by activities (i.e., for specific lines of work or objectives) and by objects (i.e., for personnel services, travel, transportation of things, communication services, printing and binding, and so forth).

The justifications contain a tabular lead-off statement of the appropriation bases for the three fiscal years indicated above. Following

this, they contain a summary of proposed increases or decreases and a detailed estimate of financial obligations by projects or functions, and a narrative justification, first, of any proposed increases or decreases and then of the program as a whole. The justification statement for increases or decreases is designed to support the request for funds by explaining the purposes of the proposed expenditures, the importance of the problems involved, and the need for solving them, the manner in which the work will be conducted, and the policies involved.

In the Bureau of Animal Industry, the budget proposals are supported and defended before the Agricultural Research Administration, the Office of Budget and Finance, and particularly before the Bureau of the Budget and the Congressional appropriation committees by the Chief of Bureau, his assistant chiefs, and an occasional division head, assisted on the technical problems of the budgetary process by the Head of the Budget and Fiscal Division and the budget officer in charge of the estimates and allotments section of the division. Since the Bureau work program is functional and highly technical in nature, major reliance in support of its budgetary proposals is thus placed in professional experts highly skilled in their subject-matter fields and who, from experience, have also acquired a considerable degree of ability in defending the professional operations of their units successfully in the periodic budget hearings, usually a trying and by no means pleasant task but a highly necessary one if their life work is to continue to win needed support.

Importance of This Function in Bureau Administration

It would be difficult to over-emphasize the importance of the budget function in the orderly and efficient administration of the Bureau of

Animal Industry. It is clearly evident from a study of the actual performance and operations of the budget unit from day to day and month to month, as well as from a review of its assigned duties and functions in the Bureau's overall organization, that great dependence is placed on this unit by the Chief of Bureau, his principal assistants, and the heads of the operating divisions for constant and invaluable assistance in the planning of program activities in terms of budgetary requirements and for continuous coordination and control of working funds in accordance with the directives, rules and regulations prescribed by law and by the Bureau of the Budget. In the main, program planning in terms of specific problems, lines of work and definite objectives and goals is performed by the heads of the functional divisions, with the assistance and coordination of the assistant chief of Bureau assigned to the specific area of professional activity concerned. Very early in such planning, however, and throughout the course of the whole process of obtaining and administering the Bureau's working funds, the budget unit maintains a direct and fully recognized relationship both with top Bureau administrators and with the responsible officials of the operating divisions. It is readily apparent that its activities and influence have a very direct and intimate relationship with every segment of the Bureau.

It should always be kept in mind that whether the budget function of an organization is handled expertly or ineptly may determine to a considerable degree whether important lines of work are supported adequately or whether they may have to be seriously curtailed or eliminated altogether. In a similar manner, whether the Bureau's budget unit enjoys the full confidence and support of its clients at the divisional level and with its opposite numbers at the higher levels of authority,

whether it enjoys a close, intimate, and harmonious working relationship with those in the Bureau whom it serves and with those outside the Bureau who are in position to influence the Bureau's budgetary proposals for good or ill can very directly determine whether its work program goes forward or falls back.

In practice, there appears to be a cordial, informal, and cooperative working relationship between the Bureau's budgetary officers and the operating divisions and between them and budgetary officials at the higher departmental levels. This situation has undoubtedly gone far toward maintaining the high degree of effectiveness of this function in Bureau operation and administration. There appears to be broad and satisfactory awareness and appreciation at the various levels of Bureau administration of both the potential and actual helpful role performed by the budget unit in the effective administration of Bureau programs and operations.

Special Budgetary Problems

Study of the actual operation of the budgetary function in the Bureau reveals that it is upon occasion confronted by special or emergency budgetary problems that try the resources of this small unit to the limit. Sudden or widespread outbreak of a serious livestock disease in any section of the country, for example, can overnight upset all the carefully prepared details of the Bureau's current budget and demand immediate and effective budgetary planning and revision to meet and control the emergency in the quickest possible time. In such cases, the stress and strain of the emergency are felt by the Bureau's budget unit about as directly as they are by the operating division or divisions in whose province the control of the emergency falls, at least until the financial plans, organization and procedures for attacking the emergency are

carefully worked out by such operating units and the budget unit working in close cooperation.

The outbreak of foot-and-mouth disease in Mexico, which is still being fought there in an effort to keep the disease out of this country, is a case in point. Planning and putting into operation immediate aid in such a control program operating in a foreign country, far from headquarters, presented many difficult and pressing budgetary problems. Estimates had to be prepared and emergency funds obtained to get the work started with the least possible delay. These estimates had, of necessity, to be reasonably complete and comprehensive. It was difficult, however, to predict of a certainty what funds would be needed and how best they could be expended when there was little or no first-hand knowledge of the extent or probable progress of the disease at that stage of the campaign.

The main problems involved were how to get enough funds and plan their use to get the emergency control job rolling without delay and to determine what kind of an organization, both at headquarters and throughout the field would prove most effective in getting the job done, problems the budget officers of the Bureau were called upon to help solve in the pressing, emergency atmosphere that prevailed at that stage of the campaign. In this initial period every decision had to be conditioned by a lack of first-hand knowledge of the local livestock problems of the Mexican people and their lack of knowledge and understanding of how disease control and eradication programs were operated in this country.

The matter of indemnity for destroyed animals well illustrates the type of difficulties encountered in setting up effective budgetary procedures in such an emergency. In this country under similar circumstances livestock producers are accustomed to accept from field operators

of the Bureau promises to pay for destroyed animals, with the checks covering such claims being later mailed to the individual producers from the Treasury, so that no cash transactions are involved. In the present eradication campaign in Mexico, on the other hand, many Mexican livestock producers insisted on the payment of cash indemnities on the spot. How to work out satisfactory procedures for paying in cash presented an extremely troublesome and burdensome problem to the Bureau's budget and fiscal officials, but it was finally worked out satisfactorily.

An emergency of the magnitude and seriousness of the foot-and-mouth eradication campaign still being waged in Mexico after nearly four years is, of course, infrequent. But it does well illustrate the type of problem that may confront the budget and fiscal officers of the Bureau at a moment's notice. Such problems demand expert budgetary planning and operation and flexibility in Bureau administration and operation.

It should be noted, too, in this connection, that the foot-and-mouth outbreak in Mexico imposed upon the Bureau's Personnel Division an equally heavy burden of emergency staffing, as has been noted, and upon the Administrative Services Division a similar emergency task of procuring huge stocks of materials and supplies and getting them safely to the scenes of action in a foreign country far from base. That the foot-and-mouth campaign was successfully inaugurated in such a short time and has functioned as smoothly as it has under many burdensome handicaps, is evidence of the effectiveness of the Bureau's present auxiliary service organization and the high degree of coordination it is possible to attain among these units in attack upon a common problem.

One general problem is a constant concern of Bureau budget officials. This is the task of making certain that all the restrictive provisions of

laws passed by Congress in the past and still generally applicable to government procedures are provided for in the budgetary planning of new Bureau work proposals or attack upon special problems, such as was presented by the foot-and-mouth eradication program. Some of these provisions are easy to overlook in the planning of a large work program and, if not sufficiently covered in budgetary proposals and plans, can rise up later to confound the orderly and efficient operation of the programs concerned. Such items as any provisions of law which prohibit the use of funds for salaries in Washington unless specifically authorized in the appropriation act, Congressional authority for the purchase of necessary passenger motor vehicles, and many similar provisions of existing law or regulation must be encompassed in the budgetary plans for any new Bureau program. Inadvertent omission of any such items must be carefully guarded against by Bureau budgetary officers.

Federal Budgetary Process Under Review

During the past several years the entire Federal budgetary process, including both fundamental organization and structure and budgetary procedures, has been under review by the President's Commission on Organization of the Executive Branch of the Government, better known as the Hoover Commission. Recommendations of this Commission for improvement of budget operations in the Federal government have been presented to the Congress,¹⁹ as have also those of the task force which explored the

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Budgeting and Accounting: A Report to the Congress by the Commission on Organization of the Executive Branch of the Government, Government Printing Office, Washington, January, 1949, 110 pp.

field for the Commission.²⁰ While both reports recommend the making of certain fundamental changes in government budgetary operations, there seems to be relatively little agreement between them on what specific changes are most urgently needed to increase the effectiveness of budgetary operations. Any of the suggested changes which should eventually be adopted could materially affect the budgetary process at the Bureau level, but thus far the reports would seem to have affected Bureau procedures very little.

The Hoover Commission Report, for example, recommends the adoption of a so-called performance budget or one based specifically upon functions, activities and projects. A budget having some of the characteristics of a "performance" budget is currently under consideration of the Congress in the appropriation bill now before it. The advantage claimed for this type of budget is that the entire cost of the functional objectives of an agency would be shown in one consolidated item, rather than so much emphasis being placed upon the specific cost of personnel and equipment and supplies, as in the present budget. It also recommends that the budget be broken down to differentiate between current operating expenditures and capital outlays to show specific operating costs and longtime capital investments, information difficult to obtain in the present budget without considerable digging and resorting of figures specifically for this purpose. The Task Force Report goes so far as to recommend a complete fundamental reorganization of the Bureau of the

²⁰ Task Force Report on Fiscal, Budgeting, and Accounting Activities (Appendix F), Prepared for the Commission on Organization of the Executive Branch of the Government, Government Printing Office, Washington, January, 1949, 110 pp.

Budget and actual transfer of the budgeting functions of the Budget Bureau from the Executive Office of the President to the Treasury Department. Coupled with this, it recommends a complete reorganization of the Treasury Department itself and a strengthening of departmental budget offices by loan or permanent transfer to them of experts of the present Bureau of the Budget staff. Ostensibly implementing the Hoover Commission Report, a bill entitled "The Budget and Accounting Act, 1949" was introduced in the Senate on June 13, 1949 by Senator McCarthy²¹ to give the President broad authority to determine the form of the national budget and of departmental estimates and to modernize and simplify Government accounting and auditing methods and procedures. One of its most significant features, so far as budgeting is concerned, is that it proposes to retain the Bureau of the Budget (to be known as the Office of the Budget) as an agency in the Executive Office of the President.

So far as the form of the budget is concerned, it would seem to be little if any more difficult from a Bureau standpoint to present its budgetary proposals on the operational or functional basis recommended by the Hoover Commission than in its present form. As has been pointed out, the Bureau is so completely and thoroughly organized and operated on a functional basis that its present budget already partakes of the functional characteristics desired of the suggested new form to a considerable degree. The main change that would be involved in meeting the new proposals would be that of consolidating the appropriation items for the same broad purposes, such as for research, for example, now presented under the subject-

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S 2054, 81st Congress, 1st Session.

matter lines of work into a single item covering all research in the Bureau. As for capital outlays, it should be a relatively simple matter, it would seem, to sort such items out of present budget estimates and summarize them in separate statements, if such a procedure should be adopted. At all events, broadly speaking, it would appear that most of the fundamental changes in budgetary organization and procedures currently under consideration would more directly affect budgetary operations at the Departmental and Bureau of the Budget levels than at the Bureau level, should they eventually be fully adopted.

Bureau Budgetary Problem Areas

In addition to the broad problems already discussed, there are a few problem areas at the Bureau level which should perhaps be briefly considered. While headache areas in the operation of the Bureau budget function, they are not exclusively inherent in Bureau of Animal Industry operations, but rather in government budgetary operations generally at this level.

Merely to mention the heavy volume of reports required in the Bureau budgetary process should suffice to establish the matter of incessant reporting as a problem area. Reports of reviews and surveys are recognized as essential instruments of both budgetary planning and control, but there appears to be rather widespread agreement among budget personnel at the Bureau level, at least, that such reports could be reduced materially, both in number and in detail, without reducing the effectiveness of this technique for budgetary planning and control purposes. Reports of one kind or another are a never-ending burden on the budget unit of the Bureau, some of them with little readily recognized opera-

tional or utilitarian value. In the normal course of events, this burden spreads back to the operating divisions of the Bureau and cuts into time that could perhaps better be spent on operational activities more directly pointed toward program accomplishments.

The meticulous and detailed scheduling of personnel and maintenance of personnel ceilings presents a constant burden on Bureau budget officials. At times it would almost seem to emphasize a greater concern on the part of the Congress on the number of people employed according to various operational formulas than upon end purposes to be accomplished. The basis for determining limitations on administrative personnel, set by the Bureau of the Budget, for example, does not always meet urgent Bureau needs. During the early stages of the foot-and-mouth campaign, the present formula of one personnel specialist per 200 Bureau employees would not have furnished sufficient qualified personnel employees to handle the heavy load of emergency staffing entailed in getting the eradication program under way. Likewise, the formula of allowing one fiscal employee for each 3200 vouchers audited or a formula based upon total dollar value of purchases being made in a given period can frequently have little meaning as a basis of employment under changing conditions of program operations. For example, in periods when numerous small orders are required, but the dollar value of purchases is very low, the burden of needed accounting and auditing functions can be as heavy as under an emergency program where the orders for supplies and equipment are comprehensive and high in dollar value, but may actually be fewer in total number of individual purchase operations and therefore in total number of vouchers to be processed. The detailed quarterly reports on personnel ceilings, the summary distribution of personal services by administrative service activity and the

detailed reports on staffing requirements for personnel services, for fiscal services such as voucher examination, pay roll, leave and retirement, and for staffing and inventory requirements for property management activities constitute a heavy and somewhat questionable burden on the time and energies of the relatively small Bureau budget unit.

Probably no other steps in the Federal budgetary process have aroused so much controversy and differences of opinion, particularly at the Bureau and divisional operating levels, as have the techniques of budgetary apportionments and financial reserves as administered by the Bureau of the Budget in recent years. So much storm has centered around these elements of budgetary execution and control that they constitute a very real problem area to the Bureau budget unit, charged at once with meeting the restrictions imposed by Bureau of the Budget procedures and aiding the operating units of the Bureau in the accomplishment of their appointed tasks, a difficult and at times uncomfortable position to occupy.

The avowed purposes of the use of budgetary apportionments and reserves are to prevent the development of deficiencies in the expenditure of allotted funds and to increase the economical operation of the government establishment, laudable enough ends in themselves. These techniques are thus being used as effective instruments for making certain that appropriated funds are expended economically and as authorized and not to exceed the amounts specifically allocated to the various lines of work. The suspicion has arisen, however, particularly in recent years, that they are also being used upon occasion to curtail and limit the intent of the Congress in various activities and deliberately to return to the Treasury large sums of money as a matter of the

Bureau of the Budget's interpretation of government economy, which the agencies feel should have been released for expenditure in conducting the lines of work for which they are held directly responsible. Much of the justification given for the existence of the Bureau of the Budget in recent years has been based upon the vast amount of money it has caused to be returned to the Treasury. There seems to be some justice, at least, in the viewpoint that it has at times been more interested in building up such statistics at the expense of the operating programs of the various agencies than it has been in furthering work programs within the framework of the funds appropriated for such purposes.

From the agency standpoint, there appears to be considerable feeling that the enforcement of budgetary apportionments and financial reserves upon them from above has imposed a burdensome procedure of further periodic justification of funds which ostensibly have already been fully justified before the Bureau of the Budget and the Congressional appropriation committees. It is also considered to impose a very restrictive prohibition on the full exercise of professional and administrative judgment and decision in the proper use of funds for the purposes for which they were appropriated and in probably far too many cases have actually effected a cut in the funds. Too often to be instances of sheer coincidence, some Bureau administrators feel, the application of those techniques has served notice upon the agencies of forthcoming cuts in their operating resources, particularly in the matter of last quarter reserves. In effect, it has been about as hard for them to accomplish the release of reserves for purposes they deemed essential to the proper conduct of their work as was the original justification for purposes of appropriation. Charged with the responsibility of conducting a specific line of

work effectively, usually with no more resources originally allotted for the purpose than deemed barely necessary for successful accomplishment, in far too many instances the imposition of apportionments and reserves and their subsequent impoundment, have still further reduced the possibilities of successful accomplishment and have resulted in less progress than might have been expected from the use of the total resources originally available. The whole procedure tends to reduce the flexibility and effective administration of an agency's working program. In the performance of its budgetary responsibilities in this difficult situation, then, the Bureau budget unit occupies the unenviable position of having to cooperate closely with the operating units of the Bureau in making certain that the apportionments and reserves are geared effectively to operating needs rather than being strictly arbitrary, theoretical determinations that look good on paper. At the same time it must meet the required procedures of the Bureau of the Budget in matters of apportionments and reserves, a task which requires considerable judgment and finesse.

Finally, at some levels of government, at least, there sometimes appears to be an occupational hazard inherent in the budget function itself which needs constantly to be guarded against. Budget specialists, particularly at higher levels of budgeting authority, seem to have a tendency at times to view the budgetary process as an end in itself rather than in its proper perspective as a means to an end. In the extreme manifestation, as Appleby points out

There is a great tendency on the part of budget people to see all policy as budgetary policy or fiscal policy, all administration as budgetary control.²²

²² Paul H. Appleby, "Organizing Around the Head of a Large Federal Department," Public Administration Review, Vol. VI, No. 3, Summer, 1946, p. 210.

Fortunately, there seems to be little if any of this tendency apparent in the operations of the budget function in the Bureau of Animal Industry, but it is a condition which constantly should be guarded against. The relationships of the budget unit of the Bureau are apparently too direct and intimate with the operating units at every step of the budgetary process to permit such misconceptions to develop. The high degree in which functional and operating problems of the various units are understood and appreciated in the Bureau's budget unit and appreciation on the part of the various other units of the helpful, authoritative, competent role played by the budget unit in furthering the Bureau's work programs, seems to have established the working relationships involved on a firm and highly satisfactory foundation of mutual understanding and cooperation, a situation essential to the most effective utilization of the budgetary function in any organization.

CHAPTER VII

THE FISCAL ACCOUNTING FUNCTION

The prompt, accurate and orderly recording of expenditures and full accounting and auditing of its funds is a heavy, but highly essential, regular chore of any governmental agency. It is a task to which there is no let-up and one upon which the efficient administration of an agency must be based. Without the determination and maintenance of accurate current balances of unexpended or unobligated funds, the administrator is helpless to make his necessary daily financial commitments and without an orderly flow of payment for such commitments his supply line will very soon fail him.

The fiscal accounting and auditing aspects of Bureau operations are handled by the remaining two sections of the Budget and Fiscal Division. These are the fund accounting section and the audit and fiscal control section, the titles of which indicate the type of function performed by each in making accurate accounting and record of the Bureau's sizeable funds and in effecting settlement of day-by-day Bureau financial obligations. In view of the heavy burden of detail involved in such operations, it is not surprising to find that as of July 1, 1940, 46 of the 49 employees of the budget and fiscal sections of the Bureau were assigned to fiscal duties and as of July 1, 1949, 159 of the 172 members of the Budget and Fiscal Division were engaged in such operations.

In any large organization good business procedures and effective administration demand always a careful and orderly accounting of funds and an effective machinery for the accurate and prompt settlement of its obligations. These requirements are intensified in the large governmental organization by the element of public trust involved in the

handling and expenditure of public monies. It is essential, therefore, that careful procedures for the exact and fully legal disbursement and accounting of funds be developed and established, not only as matters of sound business practice and good administrative management, but also to meet all requirements of law and of General Accounting Office and Treasury Department rules and regulations, of which there are many. Needless to say, operations in this field are too detailed and highly complicated to be described minutely in this study. Nor should that be necessary, so long as the basic elements of the Bureau's system of fiscal operation and accounting control are described sufficiently to give us a clear picture of this important phase of Bureau "housekeeping".

The Audit and Fiscal Control Section²³

Merely to spell out the specific functions and responsibilities of the fiscal sections of the Budget and Fiscal Division is sufficient to indicate clearly the meticulous lengths to which the Bureau goes to make and keep its fiscal operations precise and inclusive. It is the primary responsibility of the audit and fiscal control section, for example, to develop and administer suitable auditing, fiscal control, and examination systems and procedures that will fully protect Bureau funds,

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The material for this and the following section of this chapter is adapted, in some instances verbatim, from the official organization chart of the Budget and Fiscal Division, Bureau of Animal Industry, as approved by the Director of Personnel of the U. S. Department of Agriculture, October 22, 1946, from pertinent official job statements, working directives, and similar sources not ordinarily available to the public, and from discussions and interviews with key Bureau personnel.

both in headquarters operation in Washington and at the numerous field stations of the Bureau. This unit examines and certifies for payment all Bureau vouchers and other financial documents chargeable to the allotments of appropriated, trust, and working funds, and special deposit accounts set up for administrative and work program operations of the Bureau. To it also come all claims of creditors against operating funds for examination and certification for payment.

This unit has the heavy task of auditing all fiscal activities and related records of the Bureau, whether Washington or field, to determine compliance with required procedures and Federal fiscal rules and regulations. In this assignment, it prepares periodic reports of its audits and fiscal examinations for the administrative use of the Chief of Bureau and other top administrators in planning program operations and administration more accurately and effectively. As a result of its audits, it also initiates the necessary action for the collection of any over-payments or of any made in error. It examines cases involving loss or damage to property or misuse of funds and initiates the appropriate action for liquidating indebtedness involved in such occurrences.

This unit performs the important service of handling all employee accounts, which, as a matter of morale and employee confidence, must be handled with a very high degree of accuracy. This task involves the development and maintenance of detailed records of employee earning accounts as they are affected by bond purchases, withheld taxes, and retirement deductions. It maintains the records showing salary commitments by appropriation or allotment and compiles and prepares the payrolls for all Washington and cooperatively controlled employees, of which the Bureau has a considerable number scattered throughout the field.

One further fiscal operation important to effective Bureau administration is performed by this unit. This is the regular and intensive review and interpretation of all laws and regulations pertinent to Bureau fiscal activities and the development of the necessary instructions to other Bureau units for their application to current operations.

The Fund Accounting Section

In view of the heavy volume of business involved and the dispersed nature of Bureau fund obligations and commitments, accurate and current accounting of funds and the constant determination of unexpended or unobligated balances are not only burdensome and involved tasks, but ones highly important to administrators of Bureau work programs. At every point in the day's operations, the officials responsible for the conduct of the functional programs, involving as these do constant decision on the expenditure or obligations of funds and other financial commitments, need to have as accurate an estimate of unobligated and unexpended financial balances of their funds as it is possible to obtain. Even under the best of circumstances, it is difficult to keep this information current and up-to-the-minute with precise accuracy and this task places a heavy burden of effort and responsibility on the fund accounting section.

Upon this unit is placed the direct responsibility for developing and operating the necessary accounting systems to furnish the degree of control of appropriated and allotted funds needed for effective Bureau administration. It also is responsible for the maintenance and analysis of the general allotment ledgers and subsidiary records needed to furnish the operating units of the Bureau essential information on the current

status of their working funds from month to month. This unit prepares the necessary billings to effect reimbursement of funds due the Bureau from outside agencies and other Federal agencies for services rendered on a reimbursable basis in some of the functional programs, and reviews for legality and accuracy all collections, refunds, and reimbursements coming into the Bureau from work program and service operations. It also operates a complete system for recording incoming and outgoing vouchers and similar financial instruments, scheduling audited and certified vouchers and maintaining accurate records of the dates on which they are paid.

From the standpoint of over-all administration of the Bureau work programs, an important function of this unit is that of review and analysis of all types of administrative expense obligations. These are reviewed from the standpoint of account affected, the availability of funds, fiscal propriety of the proposed obligation, and its conformity with appropriation limitations and administrative and accounting requirements. In this highly essential top administrative control of current operations, proposed obligations that are approved are individually recorded as to type of obligation and entered upon ledger accounts as specific obligations, thus helping to prevent any possible over-expenditure of available funds.

This unit is responsible for the review of daily, semi-monthly and monthly account summaries and supporting schedules and documents of fiscal approval affecting Bureau funds in the various disbursing offices of the Treasury Department. This procedure is followed to make certain that all disbursements, collections, adjustments, fund transfers, and similar transactions, have been debited or credited to the proper

appropriation, allotment, or fund concerned and involves the initiation of corrections where discrepancies or errors are found. Through such techniques the unit verifies and reconciles with the Department Office of Budget and Finance, the General Accounting Office and the Treasury Department the accuracy of current accounts, a service of the utmost importance to the maintenance of up-to-date and accurate books of account.

The fund accounting unit also carries a heavy burden of necessary compilation of data and preparation of numerous and detailed accounting reports covering the status of Bureau funds constantly required by Bureau operating officials, the Chief of Bureau, the Agricultural Research Administration, Department fiscal officers, the Treasury Department and the General Accounting Office. These reports show the extent of expenditures, obligations, collections, unexpended balances, and similar details, for each fund or allotment during the period covered by the report. Such financial reporting serves to provide top budget, fiscal, and operating officials with current and accurate financial information as a basis for effective financial management and program planning and operational activities, a highly essential service.

In any large governmental organization provision must be made under modern systems of management for the preparation and maintenance of a wide variety of detailed records and the frequent compilation of reports from such data for administrative and operating purposes. In the Bureau as many as possible of these records are maintained through the use of modern business machines as a matter of economy, efficiency, and speed. This section thus maintains and operates a sizeable machine tabulation unit as a service function to provide numerous accounting services used in the preparation of fiscal types of report. Operation of the machine

units materially reduces the number of personnel necessary to provide this type of information in Bureau operations, as well as speeding up the compilation of the basic data needed for such reporting.

This unit also participates in the preparation of technical procedures and systems needed to insure the accuracy of fund accounting and control and issues interpretations and instructions on these matters for the guidance of other Bureau units in Washington and in the field.

Background of the Fiscal Function in the Bureau

As was the case with the budget function, the fiscal function seems to have been a rather submerged activity throughout most of the history of the Bureau. Houck²⁴ makes first mention of a specialized Office of Accounts being established on September 1, 1906, by separation of this function from the Quarantine Division. From his account the organizational status of the fiscal function closely paralleled that of the budget function already described. As late as 1927, Powell²⁵ found the Office of Accounts organized as a small adjunct of the Office of the Chief of Bureau under the direction of an administrative assistant of modest grade and salary and with a staff of but eighteen accountants and clerks and one messenger. This unit was charged with the responsibility

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U. G. Houck, The Bureau of Animal Industry of the U. S. Department of Agriculture: Its Establishment, Achievements and Current Activities, Published by the Author, Washington, 1924, p. xiii.

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Fred Wilbur Powell, The Bureau of Animal Industry: Its History, Activities, and Organization, Service Monographs of the United States Government No. 41, Brookings Institute for Government Research, The Johns Hopkins Press, Baltimore, 1927, p. 40.

of keeping the financial records of the Bureau and performing the preliminary audit of accounts and pay rolls.

It is obvious that financial accounting, in some form or other, has always been an inescapable function in Bureau operation. It is equally obvious that through much of the Bureau's history it has not been given the support and organizational status essential to a thorough and complete job of fiscal accounting and control. In the period between Powell's report and 1946, when this function and that of budgeting were combined and expanded to divisional status and prestige under present Bureau management, the fiscal function continued to operate as a very small unit under the direct supervision of a modest grade administrative assistant and the general supervision first, of the Bureau administrative officer reporting directly to the Chief of Bureau and more recently to the Bureau Business Manager operating in the same relationship.

Even today, as pointed out above, under its considerably expanded responsibilities and activities and in a Bureau which has itself grown substantially in size and program, and considering the burdensome volume of details involved in its operations, fewer than 200 people have ever been assigned to the conduct of the fiscal operations of the Bureau at any one time. It is readily apparent, nonetheless, that fiscal accounting and control have been materially sharpened and enhanced in the past few years as a means of more effective administration and control of Bureau operations and work programs.

Importance to Bureau Administration

In this area, too, it would be difficult to over-emphasize the importance of an accurate, timely, and efficient financial accounting and

control function to effective Bureau administration. The need for strict legality in the expenditure of public funds, the absolute necessity of accurate knowledge of the current status of funds as a basic and constant requirement of administrative decisions in program operations, and the heavy odium attached to the over-obligation and over-expenditure of public funds place upon this function a heavy responsibility for speedy and accurate handling of the duties charged to it. In a very direct and fundamental manner, this function effects and considerably influences the efficient management and operation of every activity in the Bureau's work program. It can make more difficult or less the task of administering the functional programs of the Bureau, as it is efficiently or ineptly handled in the Budget and Fiscal Division. It thus occupies a vital position in effective Bureau administration at every level.

Governmental Accounting Always a Serious Problem

In view of the vital role played by fiscal accounting and control functions in governmental operations, not only as a safeguard of a distinct public trust, but also as an aid to efficient and successful governmental administration, it is not surprising that this sphere of governmental activity is constantly in the spotlight of study and investigation. Probably no other sphere of public administration arouses more violent disagreement or more regular criticism than does governmental accounting. Extreme critics of the present accounting system in use in the Federal government charge that it is no system at all. Less violent ones urge the need of major revision as a means of improving the administration of the fiscal affairs of government. In all of this controversy the General Accounting Office is a favorite target of criticism and abuse. Certainly

it is a frequent source of irritation and difficulty to individual operating agencies, such as the Bureau of Animal Industry.

It was perhaps to be expected, then, that accounting procedures generally would occupy the serious attention of the President's Commission on Organization of the Executive Branch of the Government or so-called Hoover Commission and that the reports of this Commission would contain specific suggestions for changes in the accounting system of the Federal government. The differences of opinion in this sphere of public administration are so marked that even the members of the Commission could not agree as to the specific changes needed to be made. Those which were generally agreed upon included the proposal that an Accountant General be established in the Treasury Department to develop and maintain a uniform system of general accounting methods and procedures uniform for all governmental agencies in the executive departments, subject to the approval of the Comptroller General (the Accountant General, on a report basis, to combine agency accounts into summary accounts of government operations as financial reports for the information of the President, the Congress, and the public). The Commission's report also recommended that the innumerable expenditure vouchers covering governmental transactions be audited in field locations near their source, rather than all being sent to Washington for auditing and that the audit could be made by spot samplings of representative vouchers rather than by meticulous examination of every separate transaction. The recommendation was included that the whole problem of surety bonding of government employees as currently practiced, a matter which will be mentioned in more detail later in this chapter, be reviewed by Congress with a view to simplifying

present involved procedures.²⁶

The Task Force Report²⁷ prepared for the use of the Commission was even more blunt and outspoken in its criticism of the present accounting system of the Federal government. Charging that there is now no formal accounting plan for the Federal government as a whole and no one responsible for the task of developing such a plan, the Task Force, among other things, recommended that a central accounting office with the status of an independent establishment be organized in the Executive Office of the President. They urged that the proposed chief accounting officer be empowered to establish and maintain an effective governmental accounting system organized on the basis of centralized control and decentralized operation, that accounts be kept to show clearly and currently the sources of funds and purposes for which they were spent, and that multiple meaning be eliminated from accounting terminology, that accounting officers of the government be relieved of financial liability for expenditures made contrary to law in all cases except those resulting from gross negligence or fraud,²⁸ and that the practice of restricting certain types of expenditures²⁹ by placing limitations thereon in the appropriation acts

²⁶ Budget and Accounting. A Report to the Congress, The Commission on Organization of the Executive Branch of the Government, Government Printing Office, Washington, February, 1949, pp. 35-73.

²⁷ Task Force Report on Fiscal, Budgeting, and Accounting Activities (Appendix F.). Prepared for the Commission on Organization of the Executive Branch of the Government, Government Printing Office, Washington, January, 1949, pp. 85-110.

²⁸ Under present procedures certifying officers can be held financially accountable upon a basis of differing interpretations of the intent of the appropriation language, for example.

²⁹ Such as personal service limitations in the District of Columbia, for example.

be discontinued.

At this writing, no specific actions have yet been taken to modify the accounting procedures of government in line with these investigations, except that Senator McCarthy of Wisconsin, on June 13, 1949, introduced a bill in the Senate entitled "Budget and Accounting Procedures Act, 1949"³⁰ as a considerable amendment of the Budget and Accounting Act of 1921, ostensibly to implement some of the changes suggested by the Hoover Commission. This bill has not yet received much, if any, attention in the Congress. From an accounting standpoint, its most important features include the establishment of an Accounting Service in the Treasury Department, headed by an Accountant General charged with the responsibility of prescribing general accounting methods, procedures, and practices, including property, cost accounts, and expenditure controls applicable to all agencies in the executive branch of government and to supervise their administration. The Comptroller General would still retain the authority for prescribing the forms, systems, and procedures for the administrative examination of accounts and claims against the government. The Act would authorize settlement of claims and accounts on the basis of spot checks and sampling techniques.

Whether the proposed bill will ever receive favorable action is purely conjectural at this writing. Be that as it may, it is believed that some of the changes which have been proposed as a result of the Commission's study, notably the audit of expenditures at field locations and the sampling technique of audit, could materially reduce the load of these tasks

³⁰S. 2054, 81st Congress, 1st Session.

from a Bureau standpoint and speed up the whole final disposition of accounting for individual items of expenditure.

Bureau Problem Areas in the Fiscal Function

Problem areas in the administration and operation of the fiscal function, not peculiar necessarily to the Bureau of Animal Industry, but apparent there and generally applicable to governmental operations, are numerous and difficult of solution. The matter of the detailed and confining rules and regulations under which fiscal operations must be conducted, many of them in addition to the restrictions of law, and the fact that they come from three different sources of authority, is a problem of concern to Bureau fiscal officers. In the first place, fiscal operations must be conducted in full accordance with current fiscal rules and regulations of the Department of Agriculture.³¹ They must also be conducted in full compliance with detailed provisions of the General Accounting Office.³² To complicate the problem still further, they must be administered according to the fiscal requirements of the Treasury Department.³³ This situation places upon Bureau fiscal officers

³¹ Administrative Regulations, United States Department of Agriculture, Title VII. "Fiscal Administrative Regulations", June 30, 1947, as amended, 553 pp.

³² General Regulations No. 100, Procedure For Administrative Appropriation and Fund Accounting and Reporting, Prescribed by the Comptroller General of the United States, General Accounting Office, Washington, October 4, 1943, 261 pp.

³³ These are a series of Treasury Department Circulars, consecutively numbered, titled with descriptive titles applicable to the fiscal subject-matter covered and issued from time to time as the need arises.

the burden of wading through a heavy volume of detailed procedures and instructions from three different authorities in the same field of activity in the regular conduct of their daily business. In practice, application of the rules and regulations from the three sources in many instances practically amounts to serving three masters and greatly increases the difficulty and confusion of administering the functions of this type of work in the Bureau, as well as actually adding to the volume of an already heavy work load.

The fact that it is virtually impossible to get a definite clearance from the General Accounting Office that operations have been audited and are in the clear from the Bureau standpoint at any particular date or point of time is a very troublesome problem to Bureau fiscal officers. In practice, it means that voluminous minute records supporting transactions long since sent to the General Accounting Office months ago must be kept in active Bureau files for long indefinite periods as a matter of self-protection even after the actual transactions have probably been cleared by the General Accounting Office. To improve operations, reduce the volume of business carried as "current", and permit the dead storage of records that have probably long since served their purpose, the Bureau should have a more exact system of audit with the General Accounting Office and certainly more prompt notification of the conclusion of the audit by items passed for payment.

A pressing problem to which there would appear to be no ready solution is the time lag between the actual obligation of an appropriation or allotment for an expenditure in the field and the appearance of the amount as an actual debit on the ledger sheet. Complicated as it is with the usual delays in the transaction and settlement of business, the

problem adds up to a real difficulty in obtaining a realistic day-by-day status of the balance of funds available for use in a specific allotment or appropriation. This in turn adds to the difficulty in making day-by-day decisions involving the expenditure of funds and the danger of over-expending an allotment for a specific line of work.

The passage of legislative pay raises without an accompanying appropriation of funds to cover the additional funds required to meet them is a problem that drives not only fiscal officers, but budget officers and administrators as well into early graves. When programs are as carefully planned and budgeted as they are under governmental procedures today -- and they are so carefully planned and budgeted that there are no readily available gold mines hidden in them, as the Congress seems to suppose -- it is an irresponsible and destructive procedure, completely disrupting to the whole orderly and effective administration of an agency, that adds a further monetary burden to the work program without providing the means for taking care of it.

The lateness in the fiscal year at which the appropriation act for the succeeding year is passed by the Congress, even at times being delayed into the new year's operations and causing the accumulation of deficits at the very start of the new year's activities, makes it very difficult to administer the fiscal operations of an agency and the orderly planning and use of funds. For most efficient fiscal operations, fiscal officers seem to feel generally that funds for the new fiscal year should be appropriated by the Congress at least two full months in advance of the beginning of the fiscal year to permit an orderly establishment of fiscal arrangements for the new year.

The present requirement of the Federal government that fidelity

bonds required of certain employees for the protection of the government must be paid for by the employees themselves arouses a bitter and seemingly justifiable resentment throughout government circles. Coupled with this is the equally niggardly situation that the government will not fully protect its employees who are required to drive government vehicles in cases of accident, as do most commercial companies. The Federal government is probably the only large employer in the land who refuses to bond its employees in its own interests or to carry protective insurance against motor vehicle accidents. Such an attitude hits an agency like the Budget and Fiscal Division particularly hard when so many of the positions involving the handling of funds require bonding in the interests of the government. There has been sufficient protest raised in the matter in recent years that it has finally come to the attention of the Congress and it seems likely that some relief from the individual financial burden will eventually be forthcoming from that source.

One other matter which becomes troublesome at times is the fact that an employee of the government may not encourage or support a claim against the government. In many instances this undoubtedly has a very valid basis of protection of the government's interests. In practice, however, it many times means that where the government's creditor fails to submit a bill for an item purchased or services rendered, these accounts, usually small and known to be just claims against the government, must be kept open and the items carried as encumbrances against the allotments or appropriations until the legal expiration of the availability of funds for that year (three years). Fiscal officers cannot write to the claimant and ask for the submission of a bill covering the trans-

action, so that it can be settled and the books cleared of such cluttering items, as would be done in any private business. Needless to say, the carrying of such items for such long periods as obligations against available funds is a fiscal officer's nightmare and a totally unnecessary one, if the rules and regulations were changed to correct this problem.

Fiscal Procedures in Constant Process of Evolution

As has been inferred in this discussion of the fiscal procedures of the Bureau of Animal Industry, and is actually the case, constant effort is being made to improve the operations of this sphere of Bureau activity. The fiscal operations and procedures of the Bureau are thus in a constant process of evolution for the purpose of gearing them more precisely to Bureau needs and making them more effective, timely, and efficient for purposes of Bureau administration. Such improvement is a never-ending task and the constant concern and study of all key personnel of the Budget and Fiscal Division.

CHAPTER VIII

THE ADMINISTRATIVE SERVICE FUNCTIONS

Functional work programs of the size and scope of those conducted by the Bureau of Animal Industry must, of necessity, be supported by an adequate and effective procedure for the procurement of large supplies of material and equipment. Many other similar services, essentially of a maintenance or administrative management nature, are needed to support day-by-day operations in the numerous Bureau units. Such matters as property and supply procurement, the maintenance of adequate property records, maintenance of mails and files, duplication of material, such as mimeographing, and maintenance of communications, for example, are services common to the need of all units of the Bureau. They are characteristic of the never-ending chores involved in orderly and efficient governmental housekeeping on a large scale.

It seems entirely logical to find responsibility for such common maintenance and support functions assigned to a separate division of the Bureau where the full time and undivided attention of competent specialists in these matters can be devoted to them. Thus we find the discharge of such Bureau maintenance functions assigned to the Administrative Services Division, under the direct supervision of a division head and the general supervision of the Assistant Chief of Bureau in charge of Administration. As can well be appreciated, the task is a heavy one and in many respects a monotonous one, lacking considerably the stimulus of the professional aura attained in recent years by such functions as personnel and budgetary work. It is also fraught with relationship problems which make a heavy demand on highly cooperative and under-

standing administration in all directions if it is to be conducted smoothly and efficiently. The sheer size of the Bureau, the dispersed nature of its work programs, the heavy volume of its needs for equipment, materials and supplies, the shortage of many supplies and materials and their increased cost during the war and post-war years, the rigidity of the rules and regulations under which such operations must be conducted in the Federal government, all combine to place upon this unit of the Bureau a difficult, unenviable, and never-ending task of meeting Bureau needs for the services assigned to it as quickly and efficiently as possible, a heavy responsibility.

History of These Functions in the Bureau

It is obvious that ever since the Bureau was founded it has had need for an inescapable minimum of such maintenance functions as the procurement of the property, equipment and supplies essential to its operations and that undoubtedly, in some fashion, it has taken care of such needs. A study of early Bureau organization, however, fails to reveal any very elaborate provision for the handling of such functions. In the early days they were apparently carried by a very small section whose organizational status closely paralleled those of the personnel and budget and fiscal sections already described. Houck,¹ in 1924, identifies no specialized property office but infers that such miscellaneous work was performed in the very early days of the Bureau by a miscellaneous section of the Division of Field Investigations and later by the Miscellaneous Division

¹J. G. Houck, The Bureau of Animal Industry of the U. S. Department of Agriculture: Its Establishment, Achievements and Current Activities. Published by the Author, Washington, 1924, pp. xi-xiii.

as long as it was in existence. It is probable that in those days a considerable portion of such activities as property and supply purchase and procurement was performed by each operating division to meet its own needs, with a small unit of the Bureau designated to tie together a bare minimum of property procedures.

By 1927, however, Powell² identified in the Bureau an Office of Property and Supplies responsible for the ordering, receipt, storage, and issuance of property and supplies to other Bureau units. It was still a very small, unspecialized unit for an organization the size of the Bureau of Animal Industry and occupied a relatively low organizational status. The size of the property office at this time clearly indicates how relatively submerged and undeveloped this fundamental function then was in the Bureau hierarchy. The office was in charge of a junior administrative assistant and had a staff of five clerks of even more modest grade, a foreman of laborers, and twelve laborers assigned to it. At this time first mention is also made of a file room for the handling of mail and files, although this service had also undoubtedly been provided in some manner much earlier in the Bureau's history. Apparently such functions were considered strictly routine operations and attracted little attention from historians of early Bureau activities, so that they are difficult to trace with any degree of precision. At the time of Powell's study the Bureau file room was

² Fred Wilbur Powell, The Bureau of Animal Industry: Its History, Activities, and Organization, Service Monographs of the United States Government No. 41, Brookings Institute for Government Research. The Johns Hopkins Press, Baltimore, 1927, p. 40.

under the supervision of a principal clerk, who directed the activities of a staff of nine clerks and five messengers in handling this service.

As was found to be the case with the personnel and budget and fiscal functions, in more recent years such administrative service functions as were performed by the Bureau, such as property procurement, have been furnished by a small property section of modest grade employees under the supervision of an administrative assistant, also of modest grade. The unit operated for some years under the general supervision of the Administrative Assistant to the Chief of the Bureau. In 1939 this position was elevated to that of Business Manager for the Bureau, under whose general supervision all of the auxiliary units of the Bureau, including the property section, operated. During this period, however, there was little expansion either in size or in assigned functions.

In 1946 all of the administrative service functions of the Bureau were considerably expanded and grouped to provide facilities for meeting expanded Bureau needs for such services with greater precision. At this time the now unit was raised to divisional status by the Bureau, with the concurrence of the Department Office of Personnel and the Civil Service Commission at the time this step was also taken for the personnel and budget and fiscal functions, as was shown above. Thus, the Administrative Services Division was set up to handle a wide variety of maintenance or housekeeping functions of the Bureau, an assignment which we shall presently examine in considerable detail.

It is interesting in passing to note the comparative size of the unit handling such functions in the different periods. In 1927, as noted above, Powell³ found a total of 34 Bureau employees assigned to

³Ibid, p. 40.

the tasks of general property functions and mails and files. As of July 1, 1940, the number of employees assigned to these functions still totalled but 35 and as of July 1, 1949, a total of 65 employees were operating the expanded administrative service functions being furnished in current Bureau Administration and operation.⁴

Functions and Duties of the Division⁵

As organized in 1946 and operated since that time, the Administrative Services Division is organized and staffed to provide numerous business management services common to the need of all units of the Bureau and helpful to their administrative management and the furtherance of their work programs.

Matters of property are still a major concern of this Division and procurement and property management a preponderant part of its volume of business. Mails and files and other communications are maintained. In addition to these long-established functions, the scope of the division's operations and sphere of influence and responsibility have been broadened to include functions not previously handled in the Bureau or to such degree and in such a specialized manner as at present, according to the Head of Division.

As currently operated, the Administrative Services Division is or-

⁴From Bureau of Animal Industry official personnel records for these dates.

⁵The material of this section is adapted, in some instances verbatim, from the official organization chart of this division (approval pending), from pertinent official job statements, working directives, and similar material not ordinarily available to the public, and from discussions and interviews with key Bureau personnel.

ganized into an office of the Head of Division and four sections dealing with specialized segments of Bureau maintenance or business administration. These include a contracting and leasing section, a property and space management section, a third dealing with management procedures and the last concerned with the problem of records management. Merely to list the broad functions of these sections in this manner is sufficient to indicate clearly the considerable expansion and specialization of activities in the administrative services area of Bureau activities which have been effected in the past four years.

Basically, the Head of the Division and his principal assistants have responsibility for collaborating with the Chief of the Bureau and other top administrators in the formulation of policies, plans, standards, and procedures for conducting an efficient program of business management in the Bureau and for coordinating such functions with the operating or work program activities of all other units of the Bureau. To this degree and in this area of operations, the Head of the Division is called up frequently to render services and duties of a truly staff nature to the Chief of Bureau.

As the administrator of an auxiliary service, the Head of the Division is held responsible for conducting a comprehensive administrative services program useful to the needs of the other divisions of the Bureau. This includes such tasks as improving the methods and procedures and conducting the activities involved in property procurement, accountability, and management, adequate management of the voluminous official records of the Bureau, maintenance of necessary communications, equipment and space management, including leasing of office space and contracts for public utilities and construction, and purchase and disposal of

land and real estate as occasion demands.

Construction, maintenance, and repair of the Bureau's many buildings and laboratories is a large task. The Head of this Division is charged with the task of assisting Bureau and divisional administrators and other offices of the Department, such as the Agricultural Research Administration and the Office of Budget and Finance, in the development of building plans, estimates, and specifications covering the construction or repair of buildings, laboratories, and other fixed properties. In addition, he broadly supervises the construction of new facilities to determine that such work meets required specifications. Under this direction preliminary plans and specifications for construction, alterations, and repairs are prepared, subject to the approval of the divisional units concerned, and records of construction and repairs and custody of plans and designs are maintained in his organization.

In order that the other units of the Bureau may be kept properly informed of matters in this field of activity, the Head of this Division is held responsible for the issuance of administrative regulations, policy statements, operating procedures, and instructional material for the guidance of all Washington and field offices of the Bureau on administrative services functions. It is a real chore and an exacting one to keep such material current and up-to-date, according to this official. In this connection, he is expected also to provide technical assistance and coordinate administrative services activities in the many field offices of the Bureau and to provide effective liaison with offices of the Department and other Federal agencies, such as General Services Administration and Post Office Department, on broad administrative services programs and problems of concern to Bureau

interests,

Work of the Contracting and Leasing Section

Any detailed statement of the duties and responsibilities of the Head of this Division pretty well delineates the tasks assigned to the respective sections of the Division, for the various sections are so organized and operated as to discharge effectively the varying tasks for which he is broadly held responsible.

The contracting and leasing section, for example, handles the job of procuring the major bulk of supplies, materials, and equipment for the Bureau work programs. These are obtained upon requisition from large pools of governmental supplies maintained by such agencies as the General Services Administration or by direct purchase order to manufacturers or other commercial sources. Only a small portion of such materials are purchased direct by operating agencies. This service covers the needs of both Washington units of the Bureau and field offices and in the course of a year's time amounts to very big business indeed. The section also handles all Bureau contracts involved in obtaining regular contractors for furnishing equipment and supplies on an annual contract basis rather than individual bids, those for utilities, such as telephone, electricity, and similar services, and all other non-personal contractual services involved in Bureau operations. From the personnel standpoint, it arranges the contracts for the shipping of personal effects of Bureau employees transferred from one post to another. The section prepares the bids and instructions covering solicitation and award of service contracts, including public utility contracts, a sizeable chore in an organization the size of the Bureau of Animal Industry, or reviews and recommends

award of the service contracts for field units when the amounts involved exceed delegated field authority.

This section carries the double-barrelled responsibility for the leasing of space and land under delegated authority for Bureau use and, on the other hand, of developing revocable land use permits to State and local governments and institutions and to public utilities corporations and highway commissions for the use of government-owned land and facilities or for the construction and maintenance of electric power lines, telephone lines, water and sewer lines and public highways on and across government-owned property.

In an organization the size of the Bureau of Animal Industry there is constant demand for the duplication of records, manuscripts, and similar material for broad use and distribution. One of the extensive chores of this section is that of obtaining the photostating, blueprinting, multilithing, mimeographing, and other types of reproduction services needed. Some of this work is performed in this unit and some of it is obtained through departmental facilities. The section furnishes technical guidance to the other Bureau units on all such duplicating services. It also handles the distribution to all Bureau units of instructions, orders, interpretations, regulations, directories, and other material for the Bureau administrators.

An equally important function of this unit is the administration of the printing and binding funds allocated to the Bureau for these purposes. In connection with this work, the section handles the orders for the printing and binding needed for the Bureau, the procurement of books, periodicals, maps, and newspaper subscriptions needed as working tools by the operating divisions and field stations, and, in instances of

substantiated need, grants emergency printing and binding authority to field offices.

To fulfill its broad responsibilities this section develops and administers the necessary procedures and methods for leasing space, land, and other facilities needed by the Bureau and for contracting for or disposing of supplies, equipment, buildings, and real estate needed for or surplus to Bureau programs. Specialists of this section provide technical assistance to Bureau administrators and operating units on problems relating to contracting, purchasing, and leasing activities. They also provide effective liaison with offices at the Department level on contracting, purchasing, leasing, and duplicating operations of concern to the Bureau.

The Property and Space Management Section

Under the expanded functions of the Administrative Services Division since 1946, a more precise and effective management of both property and space from a top administrative standpoint has been attempted, the Head of the Administrative Services Division points out. This program, which is designed to aid Bureau administrators at every level in the efficient use of available facilities, is the basic assignment of the property and space management section of the Division. The discharge of this responsibility involves close attention to three phases of the problem, property management, space management, and an effective motor equipment program.

From the over-all property standpoint, the section is charged with the task of developing and operating an effective equipment management program for the Bureau. It locates and acquires surplus equipment, ranging from the most delicate or highly specialized laboratory instruments and equipment to heavy equipment, such as bulldozers. It has the

task of developing procedures for the effective conservation of all types of property, arranges for the disposition of surplus or worn-out equipment and property, and conducts periodic property examinations and inspections both in Washington and at field stations. In addition, this section supervises a uniform Bureau property accountability record system, sets up the necessary property classifications, and audits the annual physical inventories required under Bureau administrative procedures.

In the realm of space management, this section handles Bureau negotiations of obtaining space for Bureau offices in public buildings. It directs the office and equipment moves involved in the rather frequent rearrangement of space assignments which occur. The section surveys and analyzes space requirements or requests and sees to it that the most efficient use of space is made both in Washington and the field. In the Washington offices it arranges for telephone and other miscellaneous services furnished with office quarters.

The specialized equipment program maintained by this section is devoted to automotive and heavy equipment of all types. This includes equipment such as truck-tractors, trailers, trucks, passenger cars, and construction and farm-type tractors, and earth-moving equipment, such as power shovels, bulldozers, and graders. Such equipment is used extensively in the Bureau operating work programs. In this work, the section conducts studies on the basic need for such equipment, including such matters as types, sizes, purposes, and use of automotive equipment. It is responsible for the development of effective equipment maintenance programs covering the efficient use and adequate conservation of such equipment. In connection with Bureau use of automobiles and trucks, this section reviews all motor accident reports and assists with the

settlement of any claims resulting from such accidents, including the preparation in case form of accident reports for the use of the Department Solicitor on their legal aspects.

Work of the Management Procedures Section

The work of the management procedures section of this Division is also a distinct departure from long-established Bureau administrative functions, according to the Head of this Division. Basically, this section is designed to serve as a focal point for the review, integration and clearance of administrative and program procedures and forms. The end purposes of this assignment are to avoid the issuance of conflicting or incorrect procedural information and instructions, to assure clarity and adequacy of detail in the forms in use in the Bureau, to verify such material with the various divisions and obtain all necessary clearances, and to make certain that such material is consistent with established policies and procedures.

This section has responsibility for the distribution of the manuals, administrative regulations and amendments, policy statements, operating procedures, and instructional material governing the administrative operations of the Bureau and for similar material governing certain aspects of program operations as well.

In the course of its work the Bureau utilizes forms of many kinds and descriptions, ranging all the way from research data sheets designed for highly specific uses to accounting sheets for general use in recording fiscal operations. This section has the task of broadly overseeing the forms in use in the Bureau to make sure that information collected thereon will be secured on a uniform basis no matter where used in the Bureau. The section analyzes existing forms and the instructions covering

their use from the standpoints of administrative practicability, conformance with instructions, and the economy of their maintenance and use. On the basis of such studies it recommends their continuation, revision, consolidation, or elimination. It performs a similar service in connection with new or proposed forms, approves and maintains systems for their numbering, classification, control, and maintenance, and obtains the necessary clearance of so-called public data forms in accordance with law and Bureau of the Budget regulations.

Functions of the Records Management Section

Records of all sorts, many of them highly valuable from both an operational and historical standpoint and needing to be saved indefinitely, accumulate so rapidly in an agency of any size and quickly become so bulky and voluminous that their management and storage has always been a major problem. In an effort to cope with the problem effectively, the records management section was established in the Administrative Services Division to provide for the management of all records and documentary material of the Bureau.

This section is charged with the development and operation of uniform record systems and control of records maintained both in Bureau files and in the operating divisions. It provides distribution, maintenance, organization, servicing, safeguarding, archival study, analysis, and disposition services for all official documents. In connection with this important work, the section directs a records retirement and disposal program for the Bureau and maintains and operates temporary depositories for inactive records in an effort to keep the files clear of obsolete material. In the past such work has been done piecemeal and spasmodically in the Bureau, so that a huge backlog of stored records existed

at the time this section was established. Needless to say the less than four years it has been in existence has proven too short a time to dispose of the accumulated mass of old records and keep up with those currently being accumulated, but encouraging headway has been made.

This unit also handles the mails and files services of the Bureau, providing a comprehensive visé for the control and coordination of outgoing communications to insure conformity with established policies and procedures and providing messenger service for the Washington offices of the Bureau. In this phase of its services, the section develops general methods of preparing and handling Bureau correspondence and issues instructions thereon for the guidance of the other units of the Bureau.

Operation of These Functions in the Bureau

From what has been presented of the functions and responsibilities of the Administrative Services Division, it should not be supposed that the Division marches off in all directions at once on its own authority without due regard to the specific and often highly specialized needs and wishes of the various operating divisions or without close cooperation with the administrators of such functional work programs in the precise discharge of the services outlined above. It is, of course, to the best interests of both this Division and the operating divisions to keep such services geared as closely to program needs and available financial resources as possible. To accomplish this requires that in most instances the operating divisions must make known to the Administrative Services Division as precisely as possible what the specific needs are, so that the latter unit can act with greater assurance and precisions in meeting them.

The procurement of property, equipment, and supplies is a case in

point. It should theoretically be entirely feasible for a central property office to make decisions on and see to the procurement of certain supplies common to the needs of the entire agency, such as stationery, for example. But the greater proportion of the procurement needs of such highly specialized functional divisions as make up the Bureau of Animal Industry are in themselves highly specialized. The operating divisions are naturally in the best position to determine their exact property needs to keep their work rolling effectively. In addition, since they are definitely held responsible not only for the furtherance of their work programs but also for the husbanding of their resources and living within their incomes, final authorization of direct charges against their working budgets, such as those involved in the purchase of property, equipment, and supplies, must, of necessity, be made by the operating divisions and not by the Administrative Services Division.

Then, too, the specialist handling property procurement must depend upon the operating units for accurate and complete descriptions or specifications of much of the equipment and supplies required to meet the needs of the operating programs in which they are to be used. No procurement officer would be qualified on his own initiative to decide on the type, or form, or nature of an intricate piece of research apparatus, for example. Nor would he have any desire to do so, without the full cooperation of the operating division in furnishing exact specifications for the equipment, so that exactly what was needed could be ordered and obtained. Upon such basic information only can this Division proceed with the procurement of the items requested with any degree of certainty or precision. In this respect, the Division functions in a truly auxiliary

relationship with the operating divisions in relieving the latter of a considerable portion of the routine burden of obtaining essential materials for the work programs.

In practice, therefore, as would be expected, practically all of the requests for the procurement of property, equipment, and supplies originate in the various operating divisions of the Bureau in the form of purchase orders or requests for bids. Such requests include all pertinent information known by the operating division about the item being requested, particularly if it is of an unusual nature. Included are such details as quantity and quality desired, description or minimum specifications that will be acceptable for the purpose, estimated cost, appropriation to be charged, and possible sources from which the item might be secured, if known. Upon such information and authorization for obtaining the item, the Administrative Services Division then bases its action for actual purchase on the market, its procurement from contractors furnishing such items to the government, or the preparation and issuance of competitive bids for obtaining it, if the amount and circumstances involved require such action. Thus, in essence, while the Administrative Services Division carries the actual business operations involved in the procurement of property, equipment, and supplies, the operating divisions also carry some of the load of property procurement and in large measure effectively determine their own specific needs.

Since the basic purpose of the Administrative Services Division is to furnish essential services that will aid the operating divisions in the efficient conduct of their operations, the situation with respect to property is basically true for the other services furnished by this Division. The operating divisions participate fully and freely in ad-

ministrative service matters affecting their interests and welfare and originate the greater proportion of the initial requests for the services available from the Division. It should be pointed out, however, that procedures for handling such matters as they are developed in the Division serve to guide the operating divisions in their activities in this sphere and provide orderly and effective means for keeping such matters flowing freely and efficiently.

As was the case with the other auxiliary divisions of the Bureau, numerous Bureau circular letters transmitting information on new administrative service procedures, rules and regulations, interpretations and clarifications on those already in existence, and similar material helpful to the operating divisions in this field, are prepared as needed by this Division and distributed widely to administrators throughout the Bureau, both in Washington and in the field. These are signed by the Chief of Bureau or by the assistant chief in charge of administrative management. A few of these selected at random from the many which have been issued will illustrate the considerable effort the Division makes to keep the operating divisions alerted and informed on administrative service matters.⁶ In these, specific and well-defined procedures are

⁶Bureau Circular Letter No. 49-25. "Initiation of Lease Procedure". (To Officials in charge of stations occupying leased quarters), April 12, 1949.

Bureau Circular Letter No. 49-26. "Acquisition and Disposition of Surplus Property Through the Areal Agricultural Equipment Committees." (To All Field Stations), April 13, 1949.

Bureau Circular Letter No. 270.1. "Mailing List Establishment, Use, and Maintenance." (To Washington Officials), August 10, 1949.

Bureau Circular Letter No. 210.1. "Execution of Requisitions for Supplies, Equipment, or Services." (To All Field Stations), February 2, 1950.

Bureau Circular Letter No. 220.1. "Property Management Policy." (To All Divisions and Field Stations), April 4, 1950.

presented for the guidance of administrators at various Bureau levels for the handling of matters relating to leasing quarters, the use of mailing lists, the handling of surplus property requisitions, and property management. It should be noted, too, that a selective use is made of such letters of instruction. All letters are not sent out to all Bureau levels, but are directed specifically to those areas actually concerned with the subject being discussed.

Importance of These Functions in Bureau Administration

From what has been presented regarding the activities of the Administrative Services Division, it is clear that the services rendered to Bureau and divisional administrators and to the work programs of the various divisions can and do take a heavy burden of maintenance or house-keeping chores off the shoulders of officials already burdened with the administration of broad work programs. At the same time the present arrangements give them ample opportunity to guard their expenditures and to obtain end results that will precisely serve their purposes in furthering their projects. Concentration of such services in one division, with specialists devoting their full time to the various lines of activity involved, effectively reduces the number of employees that would be needed if each division were to conduct such lines of work completely within its own organization. The present arrangement also speeds up the procurement of the property, equipment, and supplies needed to support the various work programs and provides an effective unit in Bureau organization for riding herd on the many facilities and services needed in common by all units of the Bureau.

While not entirely free of problem areas and obviously requiring a close and understanding working relationship between this Division and

the operating divisions of the Bureau for maximum utilization of its potential usefulness, it would be difficult to over-estimate the usefulness and value of the services of this Division in Bureau administration. By the same token, the fact must be taken into consideration that present organization of these administrative services is relatively new in the Bureau. Some of its functions are just as new in Bureau operations or at least have never before been attempted with the precision and scope now being done. It seems reasonable to expect that time, experience, and understanding will make such services even more valuable than they have thus far proven as useful techniques for tying together many of the maintenance functions essential to efficient Bureau administration.

These Functions Governed by Minute Rules and Regulations

To understand the operations of many of the administrative services functions, it must be appreciated that under governmental requirements most such activities must be conducted within a rigid framework of detailed and minute rules and regulations or iron-clad procedures from which little or no deviation is permitted. In addition to the Bureau's own instructions and procedures, work in this area of administration is governed by Department Administrative regulations, directives of the Department's Office of Plant and Operations, and the General Services Administration, and even instructions of the General Accounting Office to assure that obligations are incurred in an approved manner so that they will be settled promptly and without exceptions taken.

The matter of property will serve as a good example to illustrate this situation. Possibly no segment of government business operations is more safeguarded and bound by meticulous and minute rules and regulations and procedures for its operation than is that of property in all

its aspects, from procurement to management and use. In the first place, all property functions must be conducted in strict accordance with the Administrative rules and regulations of the Department. Two large sections of these are devoted to this subject, the one applying mainly to real property and the other mainly to the purchase and procurement of other property, equipment, material and supplies.⁷

These regulations are worth a closer glance to illustrate the detail with which procedures governing government property are spelled out. For example, the regulations governing plant and operation matters covers about every conceivable aspect involved in the handling of real property, such as land and buildings, from their original acquisition, through their management and use of space therein, construction, alterations, and repairs of buildings, to final disposition when they are no longer useful to governmental programs. In addition, in this section of the regulations, detailed and minute procedures and instructions are spelled out for the preparation and handling of leases, for the maintenance and disposition of official records, for the conduct of photographic and duplicating services and for the distribution of supplies from the central supply service. Here, too, are outlined the detailed procedures for providing such services as telephone, telegraph, radio and cable, and the handling of incoming and outgoing mail.

In equally exact detail the Procurement Administrative Regulations outline the precise procedures which must be followed in purchasing

⁷ Title 4 - Plant and Operations Administrative Regulations, 655 pp., with amendments, and Title 5 - Procurement Administrative Regulations, 523 pp., with amendments, Administrative Regulations of the U. S. Department of Agriculture, June 30, 1947.

property of all kinds. These govern such matters as open-market purchases, contracting for materials and supplies, rules governing the transportation of government property from place to place, the disposition of property and property accountability and utilization. One really has to read through these regulations fully to appreciate the exactness and detailed minuteness with which they govern operations in this area of governmental maintenance.

In addition to the Administrative Regulations, administrative service operations are governed and controlled by directives of the General Services Administration established by the Congress last year for the expressed purpose of providing the Government with an economical and efficient system for

the procurement and supply of personal property and non-personal services, including related functions, such as contracting, inspection, storage, issue, specifications, property identification and classification, transportation and traffic management, management of public utility services, repairing and converting, establishment of inventory levels, establishment of forms and procedures, and representation before Federal and State regulatory bodies; the utilization of available property; the disposal of surplus property; and records management.⁸

The minute analysis of the whole property subject presented in this document in effect furnishes Bureau property officers with another detailed set of regulations to which they must adhere in their handling of property operations. Furthermore, a comprehensive manual on property procedures and regulations is in process of compilation in the General Services Administration which, when issued, will be binding on all governmental operations. It seems apparent that the General Services Administration

⁸"Federal Property and Administrative Services Act of 1949, with Analysis and Index," General Services Administration, Washington, October, 1949; Public Law 152, approved June 30, 1949.

will very soon function in the administrative services area of administration as the General Accounting Office does in the fiscal field and the Bureau of the Budget in the budgetary field. It seems equally apparent that it requires well-trained specialists, devoting full time to the task, to keep Bureau operations and activities fully geared to all existing rules and regulations and to the various authorities exercising supervision and control on such matters. It is certainly no job for an amateur. Keeping such operations "in the clear" with all the rules and regulations is a never-ending problem of Bureau administrators and one which makes a heavy demand on alertness and close attention to detail.

Special Problems Must Be Handled Effectively

In common with most governmental units, the Administrative Services Division is from time to time faced with the handling of special problems of considerable magnitude. These place substantial strain upon the energies and capabilities of Division personnel and established procedures and methods of operation. These problems usually arise from emergencies occurring in the work programs of the operating divisions or in a material expansion of a work program over a relatively short period of time, both calling for a heavily increased work load of property procurement, business and facility arrangements, or the development of emergency procedures to meet a specific situation.

An outstanding example of an emergency situation which has thrown a heavy responsibility upon the Division is that occasioned by the outbreak of foot-and-mouth disease in Mexico. As its share in the attack on the outbreak, the Division was called upon to effect the emergency purchase of huge supplies of equipment and materials in this country

for delivery in Mexico and had to see that they were delivered promptly and according to specifications in a foreign land. Items that needed to be obtained ranged all the way from heavy equipment, such as bulldozers, tractors, and trucks to the most delicate veterinary instruments and medicinals, many of which were already in short supply. Procedures for the issuance and orderly operation and management of property and equipment under trying field conditions in a foreign country had to be formulated and put into operation and key personnel of the Division had to be detailed to foreign field service for varying periods and temporary personnel trained for handling various segments of the greatly augmented work load.

Since foot-and-mouth disease has not yet been eradicated in Mexico, although its spread toward the American border has been halted, the Division is continuing to collaborate with officials of the Department and the Mexican-United States Commission for the Eradication of Foot-and-Mouth Disease in the development and administration of major administrative services policies and procedures affecting the conduct of the eradication activities in Mexico. Any similar major outbreak of livestock disease in this country would create a similar problem for the Administrative Services Division. Such problems are largely concerned with the procurement of a heavy volume of supplies and equipment in a big hurry and of carrying a greatly augmented work load with a relatively small permanent staff and the minimum number of temporary employees necessary to get the job done.

In like manner, a material expansion of a work program can place a similar burden upon the services of this Division. A typical example of this is the expansion of Bureau research programs which has taken

place in the past several years under the stimulus of the new research and marketing projects being carried by the Bureau. These have involved and are still involving the purchase of heavy supplies of specialized equipment, some of it quite different from any equipment ever before purchased by the Bureau, and has placed a considerably augmented burden upon the Division's property officers. Under such circumstances it is extremely difficult to plan and maintain normal and orderly work loads for Division personnel or to plan Division operations with any very great degree of precision very far in advance.

Other Problem Areas in This Field

Enough has probably been presented to indicate clearly that many problems are inherent to the orderly and efficient operation of the administrative service functions in the Bureau. The routine nature and detail of the business operations involved in most of them are in themselves something of a problem. Perhaps a few others should also be mentioned.

The problem of maintaining a complete understanding and close, cordial cooperation between the Division and the operating divisions on matters of mutual concern is really a matter of complete appreciation of the opposite sides of the same coin of effective servicing. Involved in this is the constant need for operational officers to read, understand, remember, and appreciate at least the highlights of the highly specialized rules and regulations under which property operations, for example, must be conducted in the government and, conversely, for administrative services officials to appreciate how greatly some small deviation from requirements or specifications for a piece of

apparatus could adversely affect its usefulness or value in a work program. Each should strive to understand and appreciate the viewpoint of the other and work wholeheartedly together to obtain the desired and necessary end results.

Every effort needs to be made to reduce the length of time it takes to obtain equipment and supplies for the work program and in the main this is done. A considerable portion of the delay involved is inherent in the business operations involved in any such large scale operations. The situation could be materially improved, however, in the instances where delays have caused embarrassment to the work and a straining of tempers, by the operating agencies anticipating their needs further in advance and placing their orders sufficiently in advance of such needs to allow sufficient time for procurement and delivery. In some instances, at least, it could be improved also by a more prompt servicing of the orders and a closer follow-up of them when an undue amount of time elapses before delivery. Here, again, is involved a sympathetic and mutual understanding appreciation of the other fellow's problems and needs.

Finally, there is always the necessity of appreciating that the various administrative services are not ends in themselves, but rather helpful and essential instruments for the broad and efficient administration of Bureau operations and work programs. In this connection, it is necessary to remember that the most idealistic method of property management which could possibly be developed, for example, is basically justified only as it maintains and furthers Bureau work projects and programs. Methods and procedures developed in the Administrative Services Division for handling the various administrative service functions in the

Bureau should be formulated and put into effect with this cardinal principle clearly in mind at all times, so that every function and activity of the Division will be kept closely geared to actual operating needs and will fully fulfill the maximum degree of assistance to the operating agencies of which they are potentially capable.

CHAPTER IX

WASHINGTON-FIELD RELATIONSHIPS

Since by far the greater portion of the functional work programs of the Bureau of Animal Industry are conducted in the field, this study would not be complete without some attention to the complicated and so often troublesome subject of Washington-field relationships. The direction, integration, and coordination of effective subject-matter work programs over numerous and widely dispersed field locations are challenging and exacting tasks of Bureau administrators at every level of authority, tasks demanding the utmost of leadership, skill, and understanding. It is obvious that if the field work is not conducted effectively and fully integrated and coordinated with broad policies and work plans, the Bureau's functional work programs will, at best, fall far short of their maximum potentialities for desired accomplishments and, at worst, fail to considerable degree, if not entirely, to reach planned objectives.

A Difficult Area of Administration

With the extensive growth and expansion of governmental field activities in recent years, including those of the Bureau of Animal Industry, the matter of maintaining effective relationships between headquarters and field operations and of organizing the field activities effectively have increasingly engaged the attention of thoughtful students of public administration. Experts in this professional field seem generally agreed that this relationship represents one of the most difficult areas of administration and have outlined the numerous problems confronting administrators in this connection.

As Fesler, who has made a considerable study of this area of administration, points out

The most puzzling of all problems of field administration is how to fuse together the functional organization at the center with the areal organization in the field. Organization by field service areas provides a major opportunity to relate an agency's program to the needs of each particular area. While the functional principle in the central organization splits and resplits the program core until it seems not a whole but a collection of unrelated strands, the areal principle forces a brading together of these strands before the program is brought into direct contact with the public. How to reconcile functional specialization with areal coordination is a problem that arises with regard both to the internal workings of individual agencies and to the government as a whole.¹

Stone further emphasizes the difficulty and importance of this aspect of administration when he says

The whole purpose of the existence of Federal agencies is to perform public services, to benefit or serve individual citizens, and this means dealing with citizens where they are, that is, in the field. The administrative pattern of regions and districts and of field operating units must, therefore, be established in specific relation to the particular job to be done. Unfortunately, this is not always the practice. Regional boundaries are often drawn without consideration of the realities of operating factors but rather on the basis of a pattern carved out in somewhat of a vacuum in Washington or transplanted from another program of dissimilar character. Once established, generally in the early stages of a program, there seems no consciousness that administrative experience or change in direction of program with the passage of time may necessitate changes in organization or administrative procedure.²

After pointing out the considerable advantages to be obtained from effective field decentralization of governmental work programs, Gulick

¹ James W. Fesler, Area and Administration, University of Alabama Press, 1949, p. 73.

² Donald C. Stone, "Washington-Field Relationships" in Washington-Field Relationships in the Federal Service, Graduate School, U. S. Department of Agriculture, Washington, 1942, p. 15.

in his able paper on the theory of organization goes on to point out some of the major problems involved in following such a procedure. In this connection, he says:

The difficulties of primary geographic subdivision are also not far to seek. They consist of the increased difficulty of maintaining a uniform nation-wide, state-wide, or city-wide policy; the danger of too narrow and short-sighted management; and the increased difficulty of making full use of technical services and the highest specialization because of the division of the work into limited blocks. Decentralization tends to enhance these difficulties by reason of physical isolation. It introduces other factors as well, such as higher costs for supervisory personnel, the general hesitancy of central administrative heads to delegate sufficient real power, the lesser prestige of localized officials, and the increased tendency of such a system to come under the control of localized logrolling pressure groups. Political parties under our system of representation are based upon geographical areas. An administrative system also set up by areas is peculiarly subject to spoliation by politicians as long as we have the spoils system.³

As Fesler⁴ has demonstrated, numerous factors will influence the degree of centralization or decentralization an agency will adopt for its field activities and the type of field organization it will set up. These include the factor of responsibility, which makes the top administrator cautious, if not actually reluctant, in going far in the direction of a high degree of decentralization of administrative authority; certain administrative factors, such as the age of the agency and the stability of its policies and procedures; the specific functions to be performed or accomplished; and the degree of collaboration

³ Luther Gulick, "Notes on the Theory of Organization" in Papers on The Science of Administration, edited by Luther Gulick and L. Urwick, Institute of Public Administration, New York, 1937, p. 30.

⁴ James W. Fesler, "Field Organization" in Elements of Public Administration, edited by Fritz Morstein Marx, Prentice Hall, Inc., New York, 1946, pp. 264-293.

desired or needed with other Federal, State, and local agencies.

One of the major problems involved in the maintenance of effective Washington-field relationship thus appears to be the reluctance of top administrators to delegate a very high degree of administrative responsibility to field officials. Stone agrees with Fesler and with Gulick on this point when he states bluntly

Responsible top officials in Washington tend to think it impossible to delegate authority to field offices to act unless there is a rigid check-control from headquarters. Field officers, no matter how well they are picked, will make mistakes -- so do we all -- and they will not always perform as the headquarters official would if he were in the field; and vice versa. That must be taken for granted. But this does not mean that a much better job will not be done in the field if field directors are given authority commensurate with their responsibilities. By keeping transactions out of Washington and approaching the Washington relation to the field as one of setting policies and standards and of giving help on difficult matters, the policy of freedom of action will produce much better results than regimented circumscription.⁵

It is easy to understand that the complexity of problems in this administrative area stem from the immense size of the government structure and the rapid growth of field services within recent years. They stem, too, from the complexity of the programs administered and from the vast areas they cover, from the long distance between field station establishments and Washington headquarters and the great difficulty of adequate and timely communication between them, and from many similar reasons. It is easy, too, to appreciate the importance of effecting improvement in these relationships to the end that field service activities and over-all work programs will be more effective and useful. As pointed out, by far the greater proportion of the Bureau's, as well as the

⁵ Op. cit., pp. 15-16.

Government's, work generally is done in the field. Its representatives there are the workers who come in closest contact with the public and under the closest scrutiny of the people in their actions and accomplishments. It is relatively easy to see the one side of the picture, in other words, but something else to determine ways and means of improvement in this important area of public administration.

Means of Improvement in This Area of Administration

It has been suggested by various authorities, and it is this writer's personal belief, that much of the needed improvement lies within the reach of the various agencies themselves. Far too little effort has as yet been made by many agencies to study their field service organization realistically and with a view to improving it. In view of the varying types of work being conducted and the vast differences in the nature of the field work being conducted even within a single agency, such as the Bureau of Animal Industry, contemplated improvements need to be geared accurately and directly to the specific type of work being conducted.

As a means of broadly improving Washington-field relationships, Millett⁶ urges more effective integration of field services on a geographical or regional basis, coupled with a frankly recognized dual supervision of field activities on the basis of both specialty or function and hierarchy or organizational status in the agency, rather than solely on that of either administrative concept alone. Coupled to this must be effective coordination by the administrative head. As he puts it

⁶ John D. Millett, "Field Organization and Staff Supervision" in New Horizons in Public Administration, University of Alabama Press, University, Alabama, 1945, pp. 96-118.

Coordination is a loosely used expression. Its basic weakness is that it refers to a technique, a means, and only by association to an objective, or end. The purpose of general supervision . . . is to accomplish the mission entrusted to the organization as a whole. In other words, the administrative head is expected to see that the parts add up to the total job to be performed. But in truth this can be done without the general administrator. What cannot be done is this. The parts, the specialties, must add up to a total job with the least possible cost in the use of our resources, of men and materials. The objective of coordination, of general administration, is the highest possible degree of efficiency realizable, the maximum of output to input.⁷

The value of this concept in effective field operations is well illustrated by the organization of the Forest Service, as described broadly by Loveridge and Keplinger.⁸ This service is organized on a broad functional basis overlapping that of a territorial organization in much the manner Millett suggests. The line of authority runs from the Chief of the Forest Service to the assistant chief in charge of the functional field, to the regional forester, to the forest supervisor, to the district ranger, to the ranger on the job at the front. The important thing to observe here is that the Washington organization includes a high ranking official whose major responsibility is the coordination of headquarters matters and field activities in his subject-matter field. Incidentally, it should also be noted that in the Forest Service there has been broad delegation of authority for making basic decisions at each of these levels, a fact which undoubtedly contributes materially to the high

⁷ Ibid., p. 113.

⁸ Earl W. Loveridge and Peter Keplinger, "Washington-Field Relationship in the Forest Service" in Washington-Field Relationships in the Federal Service, Graduate School, U. S. Department of Agriculture, Washington, 1942, pp. 23-34.

morale and enthusiastic professional atmosphere apparent throughout this service, in the field as well as in Washington headquarters.

Stone⁹ stresses the importance of developing effective leadership both in the field and at headquarters. He also urges a more precise and effective organization of field offices for the purposes intended, more effective organization of headquarters services to serve field station needs, the delegation of more real authority to field administrators and less dependence in the check-control method of administering field activities from headquarters, and a broader rotation of personnel between the two areas of administration as possible means of improving Washington-field relationships.

The application of such broad concepts of administration to the problems apparent in the realm of Washington-field relationships today seem to offer some hope of improvement in this sphere of governmental activities. There appears to be quite general agreement among authorities on governmental organization and management that far too little objective organized study has been devoted to this problem by many individual agencies, particularly those which have been long established and thus perhaps have been operating for years under an organizational framework which may now be considerably outmoded. Change comes hard at times and the weight of custom and precedent may delay or preclude organizational revisions long overdue. A first step to determine whether this may be the case would then seem to be for each agency having field services, no matter how extensive or limited, to make a complete and objective study

⁹Stone, op. cit., pp. 13-19.

of its organizational framework and work program from the standpoint of headquarters-field relationships. Such a procedure would permit opportunity for exploring fully the problems already present or likely to arise in this relationship and for determining every means already available under existing authority and means for solving them.

Among the working guides falling into this category, the following might well be considered. It should perhaps go without saying that the basic policies of an agency should be so formulated and publicized that field personnel can readily identify themselves as an integral part of the organization in their support. By the same token, it should be equally apparent that the policies formulated at headquarters should make possible the full coordination of diverse field problems.

Adequate lines of communication are an essential factor in the maintenance of effective and harmonious relationships between central headquarters and the field installations. Thus, the methods and procedures used in the administration of field activities should be determined with a view to maintaining continuous and close contact between headquarters and the field. The central office should be so organized that it can effectively correlate the field stations and their activities and central operations should be simplified as much as possible so that contacts with the field can be cleared through a minimum number of offices or authorities. In this connection, reporting methods, both from Washington to the field and from the field to Washington, should be such that they are clear, uncomplicated, and useful. It is important, too, that inspections and review of top administrators and on-the-spot evaluation of field operations and activities periodically supplement written instructions to the field. It is possible, too, that communications between head-

quarters and the field could be expedited by the development and use of new methods of communication or the adoption of more modernized methods than are in use in some agencies.

A basic factor in effective field operations, of course, is that the field unit be carefully and economically planned and established according to reasonable criteria of purpose, scope of work, resources, and the abilities of the personnel to accomplish its major objectives. Field leadership should be encouraged and developed by added authority and responsibility for getting a designated job done and added accountability for it. In addition, the field or regional administrator might well be utilized more fully in all stages of major policy formulation and reformulation in many units. The development and use of more effective recruitment and training programs for field service should also prove very much worthwhile.

It would seem that such administrative techniques and procedures afford a broad framework against which to evaluate and improve both the administrative and the technical relationships between Washington headquarters units, including the auxiliary divisions, and the field activities of a governmental agency.

The Place of Field Work in the Bureau

Some of the more important broad basic problems involved in the administration of extensive field activities from a central headquarters have been examined in some detail because, to greater or lesser degree and varying from time to time with the different lines of work, different locations, and changing situations, they are problems which constantly confront Bureau administrators. As was pointed out by the Assistant Chief of Bureau in Charge of Administration in the course of this study,

they also directly affect the effective working relationships between field activities and the auxiliary services available in the Bureau.

Since the Bureau is so completely organized on a functional basis for the accomplishment of specific lines of work, as has already been shown, it is natural that the field operations which are so integral a part of its work programs should also be so organized. Thus we find that field activities of the Bureau are organized strictly along subject-matter programs. Each field station or office is thus a definite and integral part of a subject-matter division.¹⁰ In this sphere, also, integration and coordination of operations at top Bureau level is accomplished in the broad fields of research, animal disease control and eradication, food inspection, and administrative management through the assistant chiefs of Bureau dealing with these professional areas.

To understand clearly the precise relationship of the headquarter's staff and auxiliary functions, it should further be noted here that the work programs of the Bureau, in the field as well as in Washington, are conducted in accordance with the precisely outlined Department Project System.¹¹ This well-organized project system provides a framework of work plans and objectives and a record of assignments of specific tasks and responsibility which effectively delineates the location, specific work assignments, and responsibility for all field operations, and coordinates them directly with the over-all plans for other portions of the studies, wherever being conducted. This system provides a means whereby established work can be kept current and aligned accurately with

¹⁰This relationship is clearly shown in the official divisional organization charts of the Bureau of Animal Industry.

¹¹The Department Project System as applied in the Agricultural Research Administration," (unnumbered), Washington, March, 1946, as amended December, 1947, 14 pp.

progress and changing conditions and whereby proposed new work may be considered in relation to proposals from other Bureaus and agencies and against the record of existing operating programs. In thus spelling out proposed work plans, it also provides an effective base for working out the necessary administrative details, such as the specific needs for personnel, equipment, materials and supplies, needed to get the work underway and maintain it effectively, matters of concern not only to the operating division directly concerned, but also to the Personnel, Budget and Fiscal, and Administrative Services Divisions of the Bureau.

Working Relationships with Field Activities

The points of administrative action or number and range of administrative subjects upon which the interests and activities of the Bureau's field stations and those of its auxiliary divisions touch are so extensive that it would not be possible to consider them all individually in a study of this kind. Nor would this seem to be desirable, for selected examples of items of administrative contact between these two areas of Bureau administration should well illustrate the working relationships existing between them.

It would be expected that working relationships between field units of the Bureau and its headquarters auxiliary units would be conditioned by, and the precise channels of communications between them considerably determined by the field work programs being conducted and the method and degree of direction and coordination exercised from headquarters. Careful study of current Bureau operations shows this to be the case. It further shows clearly that a high degree of directional control is maintained over field station activities by the subject-matter operating divisions and Bureau administrators, including a considerable control

over the administrative functions and operations of the field stations.

This is true of the field research installations, for example, according to the Assistant Chief of Bureau in charge of Research. Broadly speaking, the research programs, including those portions conducted at the various field stations, are planned and formulated in divisional headquarters. It is true that key field station personnel frequently play a considerable part in their planning and formulation in areas affecting their interests and activities and are consulted on proposed program revisions affecting them. But it is still basically a fact that program planning is conducted mainly at headquarters and the weight of final decision and authority is located here, subject to coordination, review, and approval at the Bureau level.

One important factor in all field operations should be kept firmly in mind in any consideration of Washington-field relationships. As the Assistant Chief of Bureau in charge of Administration emphasized, it is as much the duty and responsibility of field administrators to conduct their operations with as much precision with respect to legal requirements, existing departmental rules and regulations, and Bureau procedures as it is that of the Washington units.

To assist field officials with this task and keep them fully informed of rules and regulations currently in effect, an abridged edition of the Department's voluminous Administrative Regulations was recently compiled and distributed to all field offices by the Bureau auxiliary divisions.¹² This manual, which is kept up-to-date with frequent amend-

¹²Field Manual of U. S. D. A. Administrative Regulations, (Multi-lithed), Washington, February 1, 1949, distributed May 6, 1949, approximately 400 pp., unnumbered.

ments, furnishes the salient rules and regulations of most direct concern to field station administrators and inspectors in charge in the areas of general field station operation, library procedures, information matters, plant and operations, procurement, fiscal operations and accounting, and personnel operations and procedures. Examination of this manual shows that it goes into minute detail in covering directions for the conduct of those operations. As would be expected, this places the administration of field station operations within the same rigid framework of minutely spelled-out and meticulously binding rules and regulations as are encountered in Bureau operations generally, a situation which can be highly restrictive to such operations at times, particularly in periods or situations of an emergency nature, while broadly providing that they will be conducted uniformly at all field locations.

In addition, a constant flow of Bureau Circular Letters covering specific administrative and procedural items of broad application or particular importance goes out from the Bureau to its field locations all over the country. These are mainly compiled by the auxiliary divisions covering instructions in the personnel, budget and fiscal, or administrative services fields, but may at times cover technical instructions of concern in the functional work programs in which case they go out from the Chief of Bureau or one of his subject-matter assistant chiefs. In order that field station administrators and inspectors in charge may always know exactly what circular letters of instruction are still in force at the moment, a monthly summary check list of such instruments issued during the preceding month are sent to each field location.¹³

¹³The latest issue of this list is "Circular and Division Letters Issued During April, 1950", issued under date of May 1, 1950, over the signature of the Assistant Chief of Bureau in Charge of Administration.

This list shows the identifying number of each circular letter issued during each month, the date issued, the subject covered and the distribution made. In addition, an index-outline of administrative circular letters currently in effect and a similar list of circular letters covering regulatory and research instructions are issued to all field stations and inspectors in charge every three months.¹⁴ Field station administrators and inspectors in charge are thus furnished a more direct and specific fund of guidance and information on administrative methods and procedures than ever before in the history of the Bureau.

Personnel Relations with Field Stations

The heads of divisions in Washington and officials in charge of field stations and offices initiate the requests for personnel actions covering employees under their jurisdictions. Requests that originate in the field are routed first to the Bureau Personnel Division for recording. They then are sent to the operating division under whose direction the field station operates for approval of the action requested and any necessary administrative clearance with the Office of the Chief of Bureau before being returned to the Personnel Division for final

¹⁴ For example, Bureau Circular Letter 49-31, "Index-Outline of Current Circular Letters," issued June 30, 1949, listed 39 personnel circular letters, 89 budget and fiscal circular letters, and 67 administrative services circular letters in effect at that date; Bureau Circular Letter No. 281.4, "Index of Regulatory and Research Instructions," issued February 21, 1950, listed 43 circular letters relating to the work of the Inspection and Quarantine Division; 15 circular letters covering Interstate Inspection Division subjects; 112 covering Meat Inspection Division subjects; 3 covering Pathological Division subjects; 65 covering Tuberculosis Eradication Division subjects; and 59 covering Virus-Serum Control Division subjects, as being currently in force on that date. It is obvious that the administrative and disease eradication and control divisions use circular letters extensively and the research divisions little or not at all.

action.¹⁵ Civil Service registers from which permanent status field employees are appointed are obtained from the Civil Service Regional Office of the region in which the field station is located. If no eligibles are available from that source they may be obtained by the Personnel Division from general registers from the Civil Service Commission in Washington, if available, failing which appointments pending certification or temporary appointments may be utilized to fill the field position until suitable registers become available.

This procedure would appear to give field officials considerable voice in the selection of their staff and to a considerable extent this is true, particularly of clerical and stenographic and the lower grades of technical personnel. In practice, requests for personnel action at field locations may also be initiated by the headquarters divisions, almost invariably in such cases with the full cognizance and concurrence of the field administrator directly concerned, and final selection of technical personnel of any considerable rank is always made at headquarters, again usually with the full knowledge and concurrence of the field administrator.

Likewise, all other personnel actions, such as promotions, retirements, resignations, disciplinary actions, and similar matters, are effected by

¹⁵ Bureau Circular Letter No. 407.1, "Recommendations for Personnel Actions," issued July 8, 1949. Every possible personnel action is covered by the instructions, including appointment, appointment by transfer from another governmental agency, inter-agency transfer in the Department of Agriculture, reinstatement, promotion, reduction in grade, reassignment, change in headquarters, conversion to competitive status, leave without pay, return to duty, military furlough, separation, resignation, retirement for age, optional or disability, and death.

the Bureau Personnel Division at headquarters with the approval of the operating division concerned. In rare instances, such as in matters of disciplinary action, they may be administered under a specific delegation of authority to the field to cover an individual case or action. To a limited extent there appears to be some tendency for granting more direct authority to field administrators in certain areas of personnel administration. An example of this is the extension of authority to inspectors in charge to grant authority to members of their staff for attendance at certain types of meetings or conferences without prior Washington approval.¹⁶

Despite the fact that personnel actions are administered at the headquarters level, every effort is made to keep field officials fully informed on the procedures involved in such actions, since so many of the actions taken must of necessity be based on recommendations originating with such officials or involve pertinent personnel data which they must furnish. There appears to be an earnest desire on the part of headquarters administrators to have a complete understanding and awareness on the part of field officials of the policies and procedures in effect in personnel administration and the reasons for them, an attitude designed to foster a closer and more harmonious relationship between Washington headquarters and field officials in this area of administration. Thus, frequent Bureau Circular Letters on personnel subjects are issued to the field to supplement or interpret existing rules and regulations, most of these being prepared by specialists in the Personnel Division for the

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Bureau Circular Letter No. 102.1, "Attendance at Meetings", issued October 3, 1949 over the signature of an Acting Chief of Bureau.

signature of the Assistant Chief of Bureau in Charge of Administration.¹⁷

Budget and Fiscal Relations with Field Stations

In the Bureau of Animal Industry, all budgeting and budget preparation, allotment of funds for field station activities, budget justifications, and similar matters of top financial responsibility are done at the headquarters level, primarily by divisional administrators as they relate to field station activities, with the coordination and approval of top Bureau administrators, according to the Assistant Chief of Bureau in Charge of Administration. However, field officials may be and generally are called upon to furnish recommendations and proposals covering their needs and justifications for such items, material basic to the task of formulating a comprehensive budget at the higher level of authority. They also have the privilege of making such needs known at any time they see fit for the information and guidance of divisional administrators. The specific annual allotment of funds to the field stations by the operating divisions, with the review and concurrence of the Chief of

¹⁷ A few of these that have been issued in the past 13 months, the titles of which are descriptive of their contents, include Circular Letter No. 49-10, "Amendments to Leave Regulations," issued February 7, 1949; Circular Letter No. 409.1, "Personnel Procedure," (to Mexican Border Quarantine Project Stations) issued December 2, 1949; Circular Letter No. 470.1, "Disciplinary Policy and Procedures," issued September 13, 1949; Circular Letter No. 49-13, "Efficiency Ratings," issued February 24, 1949; Circular Letter No. 49-24, "Rating Performance of Probationary and Trainee Employees," issued April 11, 1949; Circular Letter No. 416.1, "Periodic Pay Increases," issued August 10, 1949; Circular Letter No. 329.1, "Sick Leave," issued January 3, 1950; Circular Letter No. 421.1, "Position-Classification," issued December 13, 1949; Circular Letter No. 415.1, "Reduction in Force," issued August 1, 1949; and Circular Letter No. 49-4, "Fair Employment Practices," issued January 5, 1949.

Bureau, is the amount within which the field station administrator must conduct his operations for the fiscal year designated, barring unforeseen circumstances. In justifiable cases where the original allotment proves inadequate it may be supplemented by additional small amounts from divisional reserves, but every effort is made both by field administrators and those at headquarters level to avoid the necessity of such action.

Operating funds are made available to the field stations and offices under an annual letter of authorization for the expenditure of specific amounts for the purposes outlined in the financial and work programs covering the activities for which the field installation is being conducted. As would be expected, a long and detailed list of rules, regulations, and procedures provide for and govern the strict and minute recording and accounting of expenditures and every effort is made, both at headquarters and in the field, to avoid an inadvertent over-expenditure of funds. Complete accounts of fiscal operations for each field activity and line of work are maintained at each field location. In addition, each field allotment is given an identifying number in the fiscal section of the Budget and Fiscal Division in Washington and all fixed obligations which can possibly be evaluated in advance, such as personnel, utilities charges, feed costs, and similar items, are estimated and obligated against each individual station allotment at the beginning of the year to prevent any danger of over-expenditure and to establish unobligated balances for current operating expenditures. Here, too, complete accounts of the fiscal operations of each field station and office are maintained and all such expenditures recorded as they are cleared for payment. In addition, carbon copies of the master ledger sheets maintained at Washington headquarters for each field account are mailed back to field officials as soon

after the close of a month's business as possible to provide them with a check with their own records of the current status of their accounts and available funds.

As with the personnel function, every effort is made by Washington headquarters to keep field officials fully informed of the existence of and changes in fiscal procedures pertinent to their operations. As a result, a considerable number of Bureau circular letters are prepared by the Budget and Fiscal Division to supplement the rules and regulations contained in the Bureau Field Manual of Administrative Regulations and sent to the various field stations and offices. These cover in considerable detail a wide variety of fiscal subjects.¹⁸

Administrative Service Relations with Field Stations

In view of the fact that many of the actual business operations of the Bureau are conducted through the functions falling within the province of the Administrative Services Division, it is only natural that this unit has a close and continuous contact with the administration of the various field stations and offices of the Bureau in the procurement of equipment, materials and supplies and other important services.

¹⁸ Typical of these and illustrating the wide range in fiscal subject-matter covered, may be cited the following: Bureau Circular Letter No. 327.1, "Payrolling and Leave Record Procedure - Transfer of Employees Within the Continental Limits of the United States," issued September 2, 1949; Circular Letter No. 334.1, "Advance of Funds for Expenses," issued November 2, 1949; Circular Letter No. 331.2, "Standardized Government Travel Regulations," issued August 15, 1949; Circular Letter No. 3111, "Changes in Heading of Schedules Submitted to Disbursing Officers," issued December 1, 1948; Circular Letter No. 3052, "Payroll Documents to be Forwarded to the Bureau," issued April 20, 1948; Circular Letter No. 3040, "Submission of Form T-88, Statement of Monthly Obligations and Expenditures," issued March 5, 1948; and Circular Letter No. 3023, "Payrolling Procedure, Payroll Register," issued December 30, 1947.

In practice, the field stations and offices are authorized to make direct purchases without competitive bid of such items as equipment and supplies in amounts not to exceed one hundred dollars, an increase of fifty dollars in expenditure limitation over that permitted in pre-war years.¹⁹ Requests for the purchase of equipment, materials, and supplies in excess of this amount must be sent from the field to the office of the head of the operating division in Washington for approval before being forwarded to the Administrative Services Division for processing. Here requests up to five hundred dollars in amount can be handled by direct purchase, beyond which competitive bids become obligatory, a leaway in purchasing authority which the Bureau has not yet seen fit to delegate to the field. Field administrators are encouraged to utilize as extensively as possible the facilities of regional governmental supply depots, maintained by the General Services Administration, for the acquisition and disposal of their equipment and supplies.²⁰

In recent years, field officials have been given authority to execute contracts covering utilities services, such as water, gas, electricity and other public utilities services, such as laundry service, if the total costs for a service for the year does not exceed \$500.²¹ All other con-

¹⁹ Bureau Circular Letter No. 2743, "Purchases Not Exceeding \$100," issued June 1, 1945.

²⁰ Bureau Circular Letter No. 213.1, "Procurement from BFS Field Supply Centers," issued February 2, 1950; also Circular Letter No. 210.1, "Execution of Requisitions for Supplies, Equipment or Services," issued February 2, 1950, and Circular Letter No. 49-26, "Acquisition and Disposition of Surplus Property Through the Area Agricultural Equipment Committees," issued April 13, 1949.

²¹ Bureau Circular Letter No. 3089, "Informal Contracts for Miscellaneous Nonpersonal Services," issued July 26, 1948.

tracts and leases for the furnishing of regular services or supplies must be executed in Washington headquarters, the details upon which they are based being furnished by the field administrators in their initiating request for such services.²²

In addition, effective procedures for the management of property, storage and disposition of records, accident prevention, the handling of mail, and the many similar services outlined previously as functions of the Administrative Services Division, are prepared by this unit and distributed to field stations and offices for the guidance of their operations in these areas and as supplements to the Field Manual of Administrative Regulations.²³

Technical Guidance and Assistance to Field Stations

In addition to the direct services furnished the field stations such as have been outlined above, specialists of each of the auxiliary divisions also furnish considerable helpful guidance to field administrators through advice and technical assistance on field problems in their respective administrative areas, as well as with the regularly established procedures in the various areas. Much of this assistance stems from and is effected through inspection visits of the Assistant Chief of Bureau in Charge of Administration and his principal specialist assistants to the various

²² Bureau Circular Letter No. 49-25, "Initiation of Lease Procedure," issued April 12, 1949.

²³ The following may be cited as good examples of this technique: Bureau Circular Letter No. 220.1, "Property Management Policy," issued April 4, 1950; Circular Letter No. 49-12, "Year-End Purchasing," issued February 21, 1949; Circular Letter No. 252.2, "Changes in Disposition Schedules," issued September 30, 1949; Circular Letter No. 49-23, "Execution of Requisitions for Supplies, Equipment, or Services," issued March 21, 1949; and Circular Letter No. 3069, "Treatment of Service-Connected Injury or Illness and Compensation Forms Required," issued June 21, 1948.

field stations and offices and the study of operational procedures and problems made on such occasions. Such visits, and special surveys and studies as required, afford opportunity to determine the auxiliary service needs of the field stations with considerable precision. The field official has complete freedom to call for this type of assistance whenever he feels the need for it.

Furthermore, periodic audit of the various field stations is performed by travelling auditors of the Bureau to make sure that established rules and regulations for the conduct of governmental business are being faithfully observed. From the standpoint of the field administrator, this technique has the advantage of assuring him at least once a year that his operations are being conducted properly or of pointing out his possible errors of administration, judgment, and decision before they have gone on too long to be corrected without serious result.

Periodic inspections by an experienced safety engineer are also made of all field stations. Such inspections have had the salutary effect of removing many hazards to the safety of field station personnel and of making all hands more conscious of the requirements and need for an effective safety program.

Two other techniques employed by the Bureau to a greatly increased extent in recent years have had a very salutary effect on Washington-field relationships. In earlier years, it was a rare occasion, indeed, that brought an inspector in charge or a field station director into Washington headquarters. During the past several years the practice of having key personnel from the field spend a week or two of the year at central headquarters has increased, to the benefit of both headquarters and field operations. The opportunity to work directly with key adminis-

trative personnel who come into contact with his operations, has proven highly beneficial to field station personnel, while he, in turn, becomes a definite personality instead of an abstract name on a piece of paper to headquarters personnel. Such visits have immeasurably improved relationships and mutual understanding on both sides.

In addition, the practice has been growing of transferring key personnel from Washington to the field service as opportunities have afforded. Where utilized, such action has given excellent results. The field station operator with a tour of headquarters duty behind him is much better trained in Bureau operational procedures and generally has a much broader and exact concept of policies and objectives than does the man coming directly from outside employment to a field station assignment. Conversely, because he is well known and probably well liked among his former headquarters associates, he is likely to receive from them greater and more cordial consideration in their relationships with his field assignment. The procedure of moving key personnel from headquarters to field assignments has proven to be a happy one in maintaining highly effective headquarters-field relationships in a number of extensive and very important Bureau field programs in recent years.

Some Problems of Washington-Field Relationships

As has been seen, most, but by no means all, of the business phases of field station operations are conducted with and through the operating divisions directly concerned. This procedure permits the head of divisions responsible for operations in a specific subject-matter field to tie together the details of his whole program. Without such an arrangement, he would have difficulty, indeed, in riding herd on the many ramifi-

cations of his extensive and widely dispersed duties and responsibilities. By the same token, however, a close and objective study of Washington-field relationships by top Bureau administrators could possibly reveal some advantages for the delegation of greater authority from Washington headquarters to field station operators for the conduct of their regular business operations. As long as they stay well within their allotted funds -- and theirs is the basic responsibility for doing so -- there would seem to be some advantage, for example, in raising the field station purchase limitation from its present one hundred dollars to the five hundred limitation enjoyed in Washington, thus affording greater freedom of field station operations and reducing the length of time required to obtain substantial amounts of needed equipment or supplies.

While much improvement has been noted in this respect in recent years, it is possible that an even greater use could be made of key field personnel in the planning and organization of broad programs of work than has been made in the past. Men who are on the firing line of actual operations should have much of real practical worth to contribute to over-all planning and broad policy formulation. A greater appreciation of the fact that all knowledge and ability are not concentrated at headquarters and that it takes considerable of both to be an able and efficient field station director should be very helpful to the development and administration of extensive programs of work. More frequent and extended visits of key field station personnel to Washington headquarters are therefore suggested.

Any improvement in fiscal accounting systems that would reduce the length of time necessary to get outstanding obligations recorded and accounted for, so that current balances would have a greater validity and reality, would be most helpful to field station operators and divisional

administrators as well. In this connection there is a possibility that field stations could more accurately estimate and report outstanding commitments which have not yet been recorded on the final ledger accounting sheets than they do at present. As a matter of fact, the Animal Husbandry Division is currently asking its field stations to attempt this on a special monthly accounting form designed for the purpose, so that amounts indicated as unexpended balances at any one time can be more accepted and trusted as true unexpended balances.

The Future of These Relationships

In common with other large governmental agencies, the Bureau of Animal Industry is not without its problems in the area of Washington-field relationships. It must be said, however, that there seems to be an increasing awareness of such problems at top Bureau levels and that a determined attempt is being made to work out and maintain a cordial, effective and efficient working relationship between Washington headquarters and the Bureau's extensive and widely dispersed field activities. During the past four years, since the appreciable expansion of the auxiliary service facilities of the Bureau, many functions of the personnel, budget and fiscal, and administrative services facilities have been sharpened and expanded to furnish more regular, direct, and precise assistance to field station operators in the handling of their administrative problems.

It has been seen that, while the field stations and field operating units of the Bureau enjoy a considerable independence of action and decision in the conduct of their work, a substantial degree of check control is also exercised over their operations and administrative management. As has been shown, however, the past several years have seen a slight

tendency on the part of the Bureau to delegate a more complete and precise authority for certain specific administrative activities or actions to the field. It would not be expected that there would ever be complete delegation of administrative authority to field administrators, nor can the advantages of such an action readily be seen. It seems probable, however, that in the areas of administrative operations in which the best interests of both the Bureau work program and the efficient and effective operation of Bureau field stations and offices will be served thereby, and where it can be done in full conformance with existing law and rules and regulations, the tendency for greater delegation of administrative authority to competent field officials will continue and be accelerated as time goes on.

CHAPTER X

SUMMARY AND CONCLUSIONS

In this study, the use of the staff and auxiliary functions in the administration and operation of the Bureau of Animal Industry and its extensive work programs has been examined in considerable detail. The task has required a study of the actual operation and use of these functions in current Bureau administration. It has involved a study of the present organizational framework of the Bureau and its development over the years to its present status. It has required careful examination of official administrative documents and records, including organizational charts, working directives, pertinent rules and regulations, administrative relationships, and administrative procedures affecting the use and effectiveness of the functions under consideration. It has also required numerous interviews and discussions over the course of the study with key officials of the Bureau charged with the responsibility of administering important segments of its operations or working directly with the application of the various staff and auxiliary functions to Bureau activities. In addition, a review of the literature on various aspects of the public administration field has been made as a framework against which to measure the Bureau's use of these functions.

So far as this writer has been able to discover, few, if any, studies of this nature have been conducted on a large governmental unit working at the Bureau or functional working level of governmental activity. Most previous studies, at least, have been concerned with administration at the departmental or agency level. From several standpoints, the Bureau of Animal Industry appeared to afford an excellent medium of study for filling

this apparent gap in the broad field of public administration investigations. In the first place, this Bureau is large enough that any complications or problems arising from mere size of organization or diversity of work program should become apparent. In the second place, it is one of the oldest Bureaus in point of continuous service in the Federal government. It has been serving the livestock industry and the American economy for the past 65 years, thus affording opportunity to study the gradual development of such an agency over a long period of time in meeting new problems and changing conditions. Finally, and perhaps of most importance for purposes of this study, it is a unit of government organized to perform specific functional assignments of direct concern to the public, functions as widely diverse as research and regulatory assignments can be.

At the present time, the Bureau of Animal Industry is administered by a Chief of Bureau and four assistant chiefs of Bureau. Each of the latter are assigned to a specific area of Bureau activity and administration. The Bureau is organized into an Office of the Chief of Bureau, nine functional subject-matter or operating divisions, an Information Division, and three auxiliary or maintenance divisions. In addition, the work of the United States-Mexican Commission for the Eradication of Foot-and-Mouth Disease is coordinated with the Office of the Chief of Bureau at the present time.

Of the nine subject-matter or operating divisions, four are administered by the Assistant Chief of Bureau in charge of Disease Control and Eradication. These include the Tuberculosis Eradication Division, the Inspection and Quarantine Division, the Interstate Inspection Division, and the Virus-Serum Control Division. Three, including the Animal Hus-

bandry Division, the Pathological Division, and the Zoological Division, are administered by the Assistant Chief of Bureau in charge of Research. The remaining two operating divisions, the Meat Inspection Division and the Animal Foods Inspection Division, are under the direction of the Assistant Chief of Bureau in charge of Food Inspection. The Bureau's Information Division does not fall into any of these categories of functional operations and reports directly to the Chief of Bureau. The subject-matter assignments and field of professional activity of each of these divisions are discussed in some detail as a basis for evaluating their use of and their needs for the services of the staff and auxiliary functions as instruments for their effective administration and operation.

The Bureau's three auxiliary divisions are grouped under the administration of the Assistant Chief of Bureau in charge of Administration, a relatively new post in the Bureau, which was established in 1946. This official, in effect, functions as a general business manager for the Bureau. The auxiliary or maintenance divisions working under his guidance include a Personnel Division, a Budget and Fiscal Division, and an Administrative Services Division, which serve all units of the Bureau in their respective fields. The functions and service activities of these divisions are discussed in considerable detail.

Study of the history and development of the Bureau reveals that through most of its years of operation, until very recently, relatively little attention has been paid to the effective development and precise use of the auxiliary services in the Bureau. Prior to 1946, in fact, the units of the Bureau which handled such common maintenance needs as personnel, budgeting, fiscal accounting, and property procurement, for example, were relatively small and almost completely unspecialized. During this time

they were directed and staffed by administrative assistants and clerks of modest grade, considerably lacking of any real authority in Bureau operations. To meet fully their own needs for such services, much of the basic work in these fields was performed by the operating divisions themselves, with the auxiliary units largely handling only the final processing operations.

In 1946, under a new Chief of Bureau, a drastic reorganization and expansion of the auxiliary services was effected. These functions were raised to full divisional status in the Bureau at that time with the establishment of the Personnel, Budget and Fiscal, and Administrative Services Divisions. Since then these divisions have operated with a high degree of specialization of function or service and a divisional authority in their respective fields comparable to that of the line divisions of the Bureau. During the past four years the specialized services of those divisions available to other Bureau units have been expanded out of all recognition of previous operations in these fields of Bureau administration.

Careful study of its organization shows clearly that the Bureau of Animal Industry has no segregated or separate staff unit for providing the distinct staff services essential to the administration of such a large agency. These are secured in large measure by the Chief of Bureau through the services of his four principal assistants and the heads of the respective divisions, officials who carry operational responsibilities as well as those of staff officers. In the main, this appears to be an effective and economical method of meeting Bureau needs for this function. Certainly, if fully utilized, there would appear to be ample provision for the exercise of this essential function in the present organization of the

Bureau. Evidence has been presented, however, which indicates that full use is not always made of available staff facilities in the consideration of problems important enough to require this. Correction of the circumstances causing this situation, such as some reasonable curtailment of the voluminous compilation of reports now required of the assistant chiefs of Bureau and division heads and a more extensive use of staff conferences for planning and discussion of problems would appear to be highly desirable as a means of broadly improving Bureau administration. In this connection, it is also suggested that the inclusion of business officials from the operating divisions in at least some of the staff conferences of the Assistant Chief of Bureau in charge of Administration and those of his "housekeeping" divisions could possibly be an effective means of eliminating at their source some of the impractical or inadvisable details which occasionally slip by in the development of methods and procedures or instructions to the operating units because of the lack of such basic initial participation in discussion and planning.

The conclusion is inescapable that the present organization of the Bureau makes ample provision for the essential services in the fields of personnel, budgeting, fiscal accounting and control, property procurement and management and other business functions necessary to the effective administration and operation of the Bureau and its various subject-matter units. It is equally apparent that these functions are being utilized extensively and with reasonable effectiveness and harmony throughout Bureau administration at every level of authority and operation. It should not be supposed from this, however, that every phase of administrative activity operates with perfection or that it ever will. This has been pointed out in the presentation of a number of apparent problem areas

in each field of auxiliary operation, problem areas which could possibly be worthy of further attention by Bureau and governmental administrators generally.

From the evidence available, it would appear that the services of the Personnel Division are being extensively utilized by the operating units of the Bureau and that the relationship between this division and the subject-matter operating divisions is close, intimate, considerably informal, and, in the main, extremely helpful. It is evident that specialists of the division are constantly called upon for service, advice, and guidance in personnel matters by those in charge of the operating divisions and that much helpful service is provided in response. In its present status, this division, as well as the Budget and Fiscal, and Administrative Services Divisions, has proven that it can handle emergency problems effectively and with dispatch. In the broad field of training and the development of an effective career program only a very small beginning has yet been made. Solution of such fundamental problems as these will undoubtedly occupy the increased attention of Bureau personnel officials in the years ahead and will try the resources and capabilities of this unit quite as much, if not more, than have some of the problems thus far effectively overcome.

As has been pointed out, it would be difficult to over-emphasize the importance of the budget function in Bureau administration. It is clearly evident that great dependence is placed upon the budget unit of the Bureau by the Chief of Bureau, his principal assistants, and the heads of the operating divisions for constant and invaluable assistance in the planning of program activities in terms of budgetary requirements and for continuous coordination and control of working funds in accordance

with the directives and rules and regulations prescribed by law and by the Department Office of Budget and Finance and the Bureau of the Budget. It is readily apparent that its activities and influence have a very direct and intimate relationship with every segment of the Bureau's activities. The heavy volume of reports required in the budgetary process, usually from higher levels of authority, has been pointed out. There appears to be rather widespread agreement that such reports could be reduced materially, both in number and in detail, without reducing the effectiveness of this technique for budgetary planning and control, in fact to the distinct improvement of budgetary procedures. A complete review and a considerable revision of the present procedures for budgetary apportionments and reserves is also suggested.

It has been shown that the fiscal audit and accounting systems of the Bureau have been considerably expanded and improved in the past four years. The need for strict legality in the expenditure of public funds, that for the current determination of unexpended balances, and the danger of over-expending available funds make this function vital to responsible Bureau administration. There is ample evidence that constant effort is being made to improve the operations of this sphere of Bureau activity. The fiscal operations and procedures of the Bureau were found to be in a constant process of evolution for the purpose of gearing them more precisely to Bureau needs and making them more effective, timely, and efficient for purposes of Bureau administration.

In the realm of the administrative services unit of the Bureau it has been shown that such services have been greatly expanded and sharpened in the past four years. Not only have such long-established functions as property purchase and procurement been improved but new functions,

such as that of property and space management and that of overseeing the building and property repair activities of the Bureau are now being handled by this unit. In addition, the unit serves as a focal point for the integration and coordination of administrative and program procedures and forms, a distinct departure from long-established Bureau administrative functions.

In connection with the operations of this unit, while seemingly largely beyond Bureau authority and discretion, the minuteness, detail, and rigidity with which governmental rules and regulations, methods and procedures governing administrative operations, particularly those involving governmental property and equipment, have been developed has been pointed out. While such a situation does enhance the uniformity with which governmental operations are conducted and in the main is conducive to the thoroughly legal conduct of the public business, it does provide a highly rigid framework of meticulous rules within which such operations must be conducted under a wide variety of conditions and circumstances. The possibility is suggested that there is real danger of developing such binding procedures to the point of seriously interfering with the exercise of capable administrative judgment and decision, if this point has not already been reached, to the distinct disadvantage upon occasion of the work programs being conducted and the best interests of the government. In this connection, for example, a fertile field for further intensive study might possibly be the problem of whether the costs of maintaining the present expensive property inventory systems enforced in government might not far outweigh the monetary value of the losses which might occur under less rigid and costly systems of property accountability, such as could be developed.

It has been shown that extensive field operations play a vital role in the promulgation of the Bureau work programs. As would be expected, it was also found that the Bureau did not entirely escape many of the troublesome problems so characteristic of the Washington-field relationship. The intimate and important services performed by the auxiliary divisions for the Bureau's field installations has been rather minutely portrayed, as was the importance to field activities of the technical guidance and assistance furnished field stations and offices by these units. On the other hand, the high degree of check-control exercised by the Bureau over field station administration and operation has been pointed out. It has been suggested that the means of still further improving relationships between Bureau headquarters in Washington and its field stations and offices lies largely within the available administrative means of the Bureau itself. A greater use of key field station personnel in initial planning, not only of work programs but of the resources to conduct them, should be a helpful step in this direction, as could also be a greater interchange of headquarters and field personnel as occasion afforded. A frank recognition of the possibility that all the wisdom and abilities in the organization are not confined solely to headquarters personnel should also prove beneficial in improving Washington-field relationships.

As has been shown, ample provision has been made for close and intensive liaison between the Bureau and higher levels of departmental authority in the realm of the staff and auxiliary functions. In the staff functions, the Chief of Bureau and his principal assistants enjoy a close and constant staff relationship to the Administrator of the Agricultural Research Administration and the Secretary of Agriculture and

his immediate staff. There is also an intimate and constant liaison between key officials of the auxiliary divisions and such higher levels of authority as the Department Office of Personnel, the Department Office of Budget and Finance, the Department Office of Plant and Operations, the Civil Service Commission, the Bureau of the Budget, and the General Services Administration in their respective fields, a situation highly beneficial to Bureau interests and welfare.

With no desire or intention to detract from the importance and usefulness of the auxiliary functions, it has been deemed necessary to voice a warning against an inherent occupational hazard encountered with some frequency in the fields of the auxiliary services. This is the danger of becoming so enamoured of the potentialities of such services as to consider them ends in themselves, rather than in their true perspective as effective aids to the working programs and operations for which the agency exists. It is this writer's considered belief that only to the extent that the auxiliary functions actually contribute such service and assistance as will effectively further work programs and operations and increase the effectiveness of their administration do they thoroughly justify their existence. Budgeting for budgeting's sake only or personnel administration for purely theoretical perfection, for example, no matter how professionally stimulating or satisfying to the ego of specialists in these fields, would appear to have no useful place in the administrative scheme of things unless they also contribute directly to the more effective and purposeful administration of an agency's work programs or basic objectives.

By the same token, it should in all fairness be pointed out again that the present organization and operation of the auxiliary functions

in the Bureau of Animal Industry are but four years old, far too short a period reasonably to expect the development of the highest possible efficiency in the application and operation of every phase of administrative function or activity involved. The increased precision and specialization which has been noted in the use of these functions in this short time and the highly useful contributions which they are currently making to effective Bureau administration promises well for their future value to the Bureau. It seems reasonable to predict that, as time goes on and mutual understanding and appreciation grows on the part of both the operating and the auxiliary divisions of the desirability and effectiveness of working in close harmony and enlightened cooperation toward common objectives, the precision of Bureau operations and the Bureau's functional accomplishments as well will be even further enhanced.

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