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REPORT TO THE SUBCOMMITTEE
ON LIVESTOCK AND GRAINS 095944
COMMITTEE ON AGRICULTURE
HOUSE OF REPRESENTATIVES

74-0548



Information On Federal Agencies
Having An Impact On Production
And Marketing Of Meat B-736888

Department of Agriculture
and Other Federal Agencies

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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-136888

The Honorable Thomas S. Foley
Chairman, Subcommittee on Livestock
and Grains
Committee on Agriculture
House of Representatives

Rec 158

Dear Mr. Chairman:

This report on Federal agencies having an impact on the production and marketing of meat was prepared in response to a recommendation in your Subcommittee's study, "Meat Prices and the Public Interest," July 5, 1972; a subsequent request dated August 14, 1972, from the former chairman of the Subcommittee; and discussions with his office.

In view of the widespread interest in meat and grain prices, we believe the contents of this report may be of interest to other Committees and Members of Congress. We believe the report would also be of interest to others, such as the agencies involved in the production and marketing of meat and colleges and universities for use as a research document. However, we will not release the report unless you agree or publicly announce its contents.

We will be pleased to discuss the report with you or your staff if you wish.

Sincerely yours,

A handwritten signature in cursive script that reads "James B. Stacks".

Comptroller General
of the United States

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CHAPTER 1

INTRODUCTION

This report was prepared in response to a request from the Subcommittee on Livestock and Grains, House Committee on Agriculture. In its study, "Meat Prices and the Public Interest," dated July 5, 1972, the Subcommittee recommended that we investigate the factors which affect meat prices and their interrelationships. On August 14, 1972, the former chairman of the Subcommittee requested that we report our findings to the Subcommittee. In subsequent discussions with his office, we agreed to furnish the Subcommittee with a guide to the Federal agencies which affect the production and marketing of meat--hereinafter referred to as the livestock marketing system.

The livestock marketing system is highly complex and competitive. Prices within the system are, for the most part, free market prices based on supply and demand. Supply depends upon the availability and price of resources and other factors of production, profit possibilities for alternative uses of resources, introduction of new production technology, and size or scale of operations. Demand is primarily influenced by size and composition of population, consumer incomes and preferences, and price of substitute products. Both supply and demand can be influenced by foreign, as well as domestic, considerations.

Generally, public policy and Federal programs have been directed to making possible a well-functioning livestock marketing system. We identified 12 Federal agencies, comprising 31 administrations, agencies, authorities, bureaus, commissions, corporations, divisions, and services, which administer programs with this objective. The activities of these agencies can affect prices through their impact on the system.

Prices within the system are sometimes subject to Government control. The Economic Stabilization Act of 1970, as amended, authorized the President to take the steps necessary to stabilize the economy and reduce inflation. The President has exercised this authority on several occasions by imposing controls, such as the 60-day ceiling

placed on meat prices on June 13, 1973. Unprocessed agricultural products, including livestock and feed grains, have been exempted from price controls.

The Cost of Living Council administers the President's stabilization program. The Council is composed of the Secretaries of the Treasury; Agriculture; Commerce; Labor; Housing and Urban Development; and Health, Education, and Welfare; the Directors of the Office of Management and Budget and the Office of Emergency Preparedness; the Chairman of the Council of Economic Advisors; the Special Assistant to the President for Consumer Affairs; a Director appointed by the President; and such others as the President may designate from time to time.

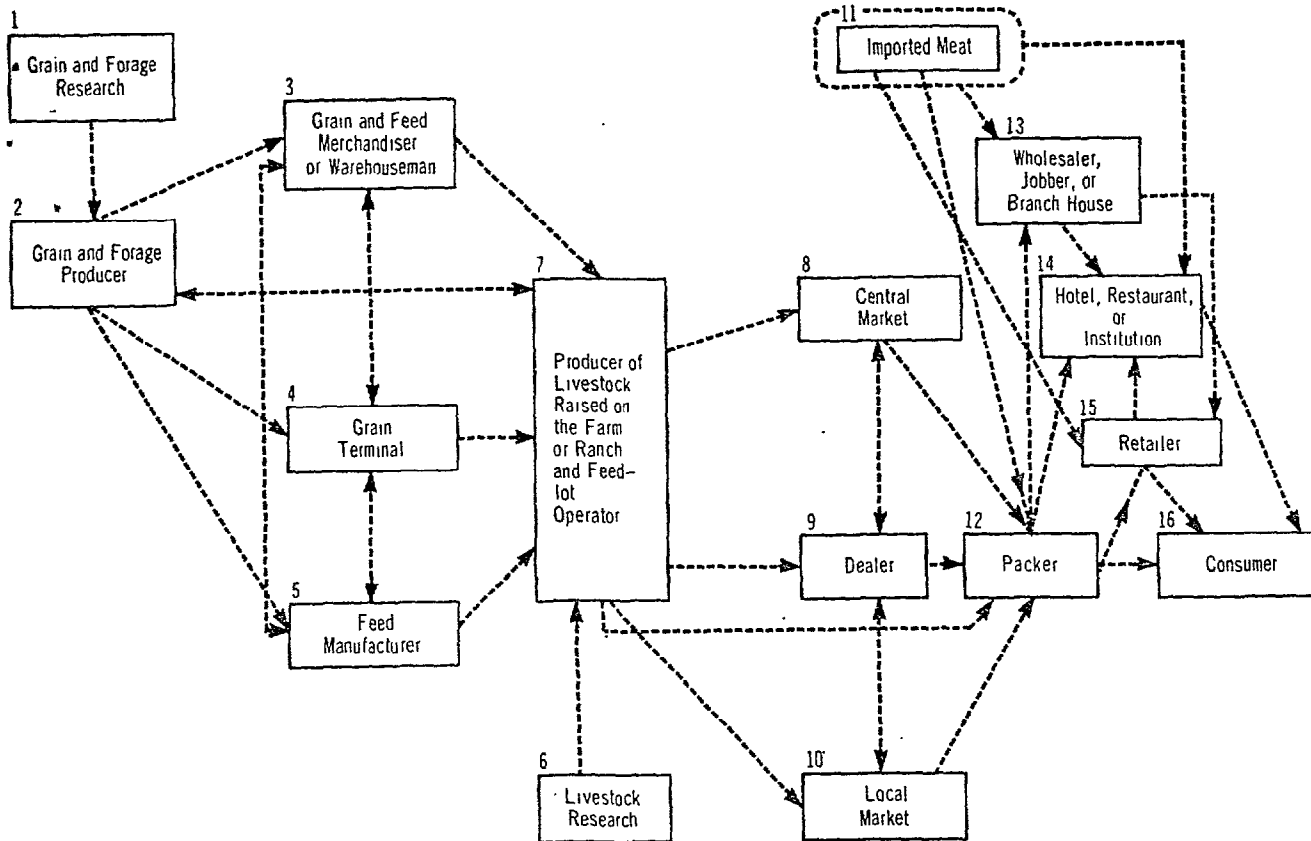
This report was developed as a source of reference and is not intended to be the complete information base needed to make an indepth analysis of the agencies' influence on prices. The information presented was provided by the agencies at our request and supplemented from publications. We did not verify or attempt to evaluate this information.

THE LIVESTOCK MARKETING SYSTEM

For this report, we defined the "livestock marketing system" as the production activities, including feed production and the physical processes of raising livestock and converting it into meat and meat products, and the marketing activities, including distribution and setting the prices of commodities throughout the system. The flowchart on the following page illustrates the major entities involved in this system and their relationships. This chart was developed from various publications on the meat industry and discussions with officials of the agencies included in this report.

Production activities take place within the areas labeled in the chart as grain and forage producer (2), feed manufacturer (5), livestock producer (7), and packer (12). Marketing activities take place at any point within the system where commodities are exchanged. Both producers and merchandisers participate in the marketing process.

LIVESTOCK MARKETING SYSTEM



EXPLANATION OF THE FLOW WITHIN THE LIVESTOCK MARKETING SYSTEM

A grain or forage producer (2) may sell his crop to a grain and feed merchandiser or warehouseman (3), a grain terminal (4), a feed manufacturer (5), or livestock producer (7). He also may use the crop to feed his own livestock.

At the grain terminal (4) the grain and feed merchandiser or warehouseman (3) and the feed manufacturer (5) may buy and sell grain or feed. Also, the grain and feed merchandiser or warehouseman (3) and the feed manufacturer (5) may buy from and sell grain or feed to each other.

A livestock producer (7) may buy his feed at the grain terminal (4) or from the above mentioned sources (2, 3, and 5). He also may grow his own feed.

The livestock producer, who may be a feedlot operator or a farmer or rancher who raises cattle, hogs, or sheep on his farm or ranch, may sell through a central market (8) or a local market (10) or to a dealer (9) or a packer (12).

A dealer (9), who may purchase livestock from a livestock producer (7) or through a central market (8) or a local market (10), may

sell the livestock through a central market (8) or a local market (10) or to a packer (12).

A packer (12) may purchase livestock from a livestock producer (7) or a dealer (9), through a central market (8) or a local market (10), or through a combination of these sources.

The packer (12) may sell his processed livestock and meat products (the degree of processing varies, depending on the type of livestock and the customer's demand) to a wholesaler, jobber, or branch house (13); a hotel, restaurant, or institution (14); a retailer (15); or a consumer (16). The wholesaler, jobber, or branch house (13) may sell the processed livestock and meat products to a hotel, restaurant, or institution (14) or to a retailer (15). The retailer (15) may sell the processed livestock and meat products to a hotel, restaurant, or institution (14) or directly to a consumer (16).

Imported meat (11) can be introduced into the system by a packer (12); a wholesaler, jobber, or branch house (13); a hotel, restaurant, or institution (14); or a retailer (15). Once imported meat has entered the system, it follows the process noted in the preceding paragraph.

FEDERAL INVOLVEMENT IN THE LIVESTOCK MARKETING SYSTEM

The Federal Government provides a number of supporting activities necessary to the functioning of the livestock marketing system. These activities, which affect both the production and marketing segments, are designed to improve performance and strengthen competition within the system. Generally, they may be classified as either public service or regulatory activities. The following summary of the major public service and regulatory activities which can affect the system was developed from the information provided in chapters 2 and 3 of this report. Appendixes I and II summarize this information by agency.

Public service activities

Public service activities facilitate, improve, strengthen, and support the operation of the livestock marketing system. For example, research, a service provided by 12 of the agencies (see app. I), provides information, techniques, and methods that can be adapted and used to improve both the production and marketing segments of the system.

Research has been directed toward such activities as economic and cost analyses of the marketing of specific commodities, the organizational structure and practices of markets, the transportation of commodities, and the economics of product quality and grade.

Forage, grain, and livestock production research has been directed toward increasing yield, improving quality, and increasing the efficiency of production practices. Examples of such research include developing improved varieties of plants and livestock, controlling plant and livestock pests and diseases, increasing livestock fertility, and protecting plants and animals from harmful pollutants.

Another Government service, designed to improve the operation of the system by increasing production efficiency, is the management and protection of the land resources which are an integral part of the livestock marketing system. For

example, the Forest Service and the Soil Conservation Service of the Department of Agriculture and the Bureau of Land Management of the Department of the Interior are responsible for developing, managing, and protecting public and private croplands, grasslands, and rangelands which provide the Nation's feed supply. The future amount of livestock depends upon the production of forage and feed grain. Increases in the amount of forage and feed grain must accompany increases in the amount of livestock if the system is to meet the estimated future demand for meat and meat products. Therefore, more efficient land management directly affects the system's production segments.

An activity supporting the marketing function of the system is the market news service provided by the Department of Agriculture's Agricultural Marketing Service. Orderly and competitive pricing is directly linked to current market prices and the supply and demand factors producing these prices. Timely price information guides production and the flow of products from producer to consumer. Production and marketing decisions can also be based on the various economic, statistical, and other information provided by 11 other agencies. (See app. I.)

Basic to interpreting price information is the evaluation of grain, livestock, and meat quality by classification into grades, another service provided by the Agricultural Marketing Service. Federal grades provide a frame of reference for pricing grain, livestock, carcasses, and meat. Uniform standards facilitate production and marketing activities by providing a means for communicating differences in quality and transmitting consumer preferences.

One of the most direct ways the Government affects the operation of the livestock marketing system is through its efforts to stabilize the agricultural economy by adjusting production to demand. For example, two agencies within the Department of Agriculture--the Agricultural Marketing Service and the Agricultural Stabilization and Conservation Service/Commodity Credit Corporation--administer voluntary price-support, cropland set-aside, and surplus-removal programs, which assure producers a share in the market through loans, payments, or commodity purchases and which stabilize supply and prices. The major impact of these

activities is on the agricultural commodities within the system.

One means of removing agricultural surpluses from the market is to encourage exports. The Bureau of Economic and Business Affairs within the Department of State and four agencies within the Department of Agriculture--Agricultural Marketing Service, Agricultural Stabilization and Conservation Service/Commodity Credit Corporation, Export Marketing Service, and Foreign Agricultural Service--are concerned with promoting, developing, and expanding foreign markets for U.S. farm products, including commercial sales and distribution of commodities acquired under Government programs. Although exports influence the demand and price of the system's agricultural commodities, U.S. exports of meat have been relatively small, amounting to 0.5 percent of the total production in 1972.

Agricultural and meat products are also acquired by (1) the Agricultural Marketing Service for distribution by the Food and Nutrition Service to school lunch programs, needy persons, and institutions and (2) the Defense Supply Agency for distribution within the military. Government purchases of meat and meat products, however, have not been a major factor in the meat market; they amounted to 0.6 percent of the total production in 1972.

Finally, the Government furnishes a number of professional services in support of both production and marketing functions of the system. For example, the Department of Agriculture's Agricultural Marketing Service and Foreign Agriculture Service, the Department of State's Bureau of Economic and Business Affairs, and the Federal Mediation and Conciliation Service participate in negotiations of transportation, labor, and foreign trade agreements; and seven agencies (see app.I) perform legal services, such as participating in regulatory hearings and investigating and enforcing legislation relating to the system.

Regulatory activities

Federal regulatory activities are intended to (1) protect the system by imposing controls, limitations, or

restrictions which set minimum standards of conduct for both production and marketing or (2) prevent the structural form of the system from developing in such a way as to impede competition.

An activity important to the production segments of the system is plant and animal disease and pest control. The Department of Agriculture's Animal and Plant Health Inspection Service is responsible for protecting plants and animals by controlling, suppressing, eradicating, and preventing pests and diseases. This responsibility includes inspection and quarantine operations for detecting and inhibiting the spread of pests and diseases, applying pesticides, disinfecting or disposing of infected livestock, and certifying plants and animals under quarantine for shipment in interstate commerce.

Closely related to the disease and pest control activity are the activities of the Animal and Plant Health Inspection Service, the Environmental Protection Agency, and the Food and Drug Administration to regulate the use of pesticides and additives in animal feeds in terms of permissible tolerances in meat and meat products.

The Animal and Plant Health Inspection Service, assisted by the Food and Drug Administration, has primary responsibility for inspecting meat and meat products. Federal inspection is required for all meat in interstate and foreign commerce to insure a clean, wholesome, and unadulterated supply for human consumption. Meat in intrastate commerce is subject to inspection under State programs, which must be certified by the Department of Agriculture as being equal to the Federal program.

The Agricultural Marketing Service, the Animal and Plant Health Inspection Service, the Food and Drug Administration, and the Federal Trade Commission develop and regulate labeling and other standards to prevent unfair or deceptive practices that could affect the production, marketing, and consumption of meat. The Environmental Protection Agency is responsible for developing and enforcing standards to protect the environment, and two agencies within the Department of Labor--the Employment Standards Administration and the Occupational Safety and

Health Administration--are concerned with insuring that wage and safety standards are followed within the system.

Trading practices within the marketing function of the system are subject to Federal regulations designed to foster and insure competition and prevent monopoly. The Agricultural Marketing Service, Commodity Exchange Authority, and Packers and Stockyards Administration of the Department of Agriculture; the Federal Trade Commission; and the Interstate Commerce Commission are all concerned with protecting the system from unfair business practices and restrictions on competition which could unduly increase prices.

Chapter 2 contains information provided by 15 agencies within the Department of Agriculture on their activities which affect the livestock marketing system. Chapter 3 contains similar information provided by 16 other agencies. The agencies are arranged alphabetically; and each agency's section contains information on its objectives, programs established to achieve the objectives, and responsibilities under the programs. In addition, each section contains examples of the agency's activities, funding and staff levels, legislative authority, and location of headquarters and field offices.

Appendix III lists selected Federal publications related to the system. These publications may be useful to persons interested in obtaining further information on certain aspects of the system.

CHAPTER 2

UNITED STATES DEPARTMENT OF

AGRICULTURE (USDA)

AGENCIES AFFECTING SYSTEM

This chapter summarizes the activities of each of the following 15 USDA agencies that have an effect on the livestock marketing system.

Agricultural Marketing Service
Agricultural Research Service
Agricultural Stabilization and Conservation
Service/Commodity Credit Corporation
Animal and Plant Health Inspection Service
Commodity Exchange Authority
Cooperative State Research Service
Economic Research Service
Export Marketing Service
Farmer Cooperative Service
Food and Nutrition Service
Foreign Agricultural Service
Forest Service
Packers and Stockyards Administration
Soil Conservation Service
Statistical Reporting Service

Each agency section contains the following information:

- The mission or objective of the agency's activities related to the livestock marketing system, including any special comments the agency may have had regarding its effect on the system.
- The programs established to carry out these activities.
- The agency's view of its major responsibilities under these programs.
- Examples selected by the agency to illustrate its effect on the system. The examples are not

necessarily indicative of the agency's total effort or impact on the system.

- The agency's funding (expenditures, allotments, or appropriations and estimates) and staff levels. In most cases the information is provided for the agency's total activities rather than those concerned solely with the livestock marketing system.
- The major legislation authorizing the agency's activities.
- The location of the agency's headquarters and field offices.

AGRICULTURAL MARKETING SERVICE (AMS)

AMS regulates, improves, and protects the livestock marketing system through various public service and regulatory programs. Its programs protect producers and merchandisers from financial loss due to careless or fraudulent practices, maintain free and open competition, and provide quality assurances through standardization and grading services.

AMS programs are highly visible to producers, merchandisers, and consumers--probably more visible than any other Federal activity directly affecting the livestock marketing system.

Programs affecting the system

Regulation of commerce in seeds

Grain grading

Market news

Plant variety protection

Development of standards for agricultural products

Meat grading

Procurement of meat and food products

Assistance to agricultural shippers in obtaining adequate transportation services

Wheat research and promotion

Responsibilities under these programs

1. Regulate interstate and foreign commerce in seeds, require labeling and prevent misrepresentation of seeds in interstate commerce, and provide standards for certain imported seeds to facilitate their orderly marketing.

2. Provide grain standards, test equipment, license inspectors for grading grain, and supervise and handle inspection appeals to help insure a uniform basis for grain trading.

3. Provide price, quality, movement, utilization, and other market information at important trading points to facilitate the orderly marketing of grains, livestock, and foodstuffs.

4. Encourage the development of novel plant varieties, which reproduce through seeds, by providing exclusive rights of protection to those who breed, develop, and discover these novel varieties.

5. Develop national livestock and meat standards to serve as the basis for Federal meat grading and market news programs. Evaluate yield and quality characteristics of carcasses and wholesale cuts and apply official USDA grade-marks. Provide an impartial report on the freshness, temperature, cleanliness, etc., of meat and meat products either at shipping point or destination.

6. Provide price assistance to livestock producers by purchasing surplus meats, meat products, and fats and oils from normal market channels and distributing them or diverting them to byproducts or new uses. Purchase meat and meat products for school lunches and other USDA direct food distribution programs.

7. Analyze carrier rate proposals to determine their possible benefits or detriments to agricultural interests. Represent USDA in State or Federal regulatory agency proceedings affecting the transportation of agricultural commodities. Negotiate with officials of individual carriers and carrier associations to obtain voluntary adjustments of transportation rates and services for feed grain, livestock, and meat shippers.

8. Conduct a research and promotion program designed to expand domestic and foreign markets and increase use of U.S. wheat.

Selected examples of impact

1. Grade standards serve as guides to production when consumers express their preferences for grades of meat. For example, total beef production in 1971 was 54 percent greater than 15 years earlier while beef graded USDA Choice--the grade preferred by most consumers--increased 180 percent.

2. Proper labeling of seed allows the grain producer to get the maximum production of grain for his location, soil, and fertilization.

3. Proposed revisions of rules governing transit arrangements on shipments of grain and grain products would have increased the costs of milling or storing grain in transit by \$10 million annually. AMS opposed the proposed revisions at a railroad public hearing and the carriers subsequently disapproved them.

Funding and staff levels

Funding (both trust and appropriated funds) and the related number of positions for AMS' divisions affecting the system for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding</u> (millions)	<u>Positions</u>
1971	\$20.5	1,155
1972	21.5	1,140
1973	21.9	1,136

AMS finances its meat grading from user fees deposited in a trust fund. Expenditures amounted to \$9.1 million a year in 1971 and 1972 and are expected to be \$9.4 million in 1973. Positions associated with trust fund expenditures were 518 in 1971, 502 in 1972, and 498 in 1973.

Legislative authority

Agricultural Adjustment Act of 1938, as amended (7 U.S.C. 1281)

Agricultural Marketing Act of 1946, as amended (7 U.S.C. 1621)

Federal Seed Act (7 U.S.C. 1551)

Plant Variety Protection Act (7 U.S.C. 2321)

Section 32 of the Act of August 24, 1935, as amended (7 U.S.C. 612c)

Section 6 of the National School Lunch Act, as amended (42 U.S.C. 1755)

U.S. Grain Standards Act (7 U.S.C. 71)

Wheat Research and Promotion Act (7 U.S.C. 1291)

Headquarters and field offices

Headquarters: Agricultural Marketing Service
 Department of Agriculture
 Washington, D.C. 20250

Field offices: AMS has field offices located in 80 cities
 throughout the United States

AGRICULTURAL RESEARCH SERVICE (ARS)

ARS furnishes the necessary knowledge and technology so farmers can produce efficiently, conserve the environment, and meet the food and fiber needs of America. Its research services can assist producers and merchandisers to increase efficiency and reduce production costs and can help provide more nutritious, high-quality meats at the lowest possible cost to consumers.

ARS has played a significant role in research that has helped lower the cost of livestock and feed production. Contributions from agricultural experiment stations, other research institutions, and private industry have also been an important, and often an inseparable, part of the technological advances made.

Programs affecting the system

Animal and veterinary sciences

Plant science and entomology--forage, pastures, range, and grain crops

Soil, water, and air sciences

Marketing, nutrition, and engineering sciences

Responsibilities under these programs

Produce information, techniques, and methods that can be used to increase production and reduce losses, increase efficiency and income, and produce the kind and quality of meat that consumers desire at prices that will encourage their interest.

Selected examples of impact

1. As a result of ARS research, all major beef cattle registry associations and more than 35 State beef cattle improvement associations engage in performance testing to identify superior breeding stock. The testing has had a

major impact on improving the productivity of beef cattle through selection procedures.

2. Improved range management systems and fertilization in areas with 12 to 20 inches of rainfall annually has increased animal gains per acre. Ranchers in the northern Great Plains produce up to 150 pounds of beef per acre on native range. The introduction of new adapted grass species into pastures and ranges can increase beef production by 200 to 250 pounds per acre.

3. Research has shown that proper treatment can extend the shelf life of beef 2 to 3 days. The effects of various packaging and handling treatments on shelf life are being assessed.

Funding and staff levels

ARS funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$191.4	14,012
1972	209.8	9,456
1973	216.9	8,651

Legislative authority

Reorganization Act of 1949 (5 U.S.C. 901)

Agricultural Trade Development and Assistance Act of 1954,
as amended (7 U.S.C. 1691)

Headquarters and field offices

Headquarters: Agricultural Research Service
Department of Agriculture
Washington, D.C. 20250

Research center: Agricultural Research Center
Beltsville, Maryland 20705

Field offices: ARS has field offices in all 50 States, Puerto Rico, the Virgin Islands, and several foreign countries.

AGRICULTURAL STABILIZATION AND CONSERVATION
SERVICE/COMMODITY CREDIT
CORPORATION (ASCS/CCC)

ASCS/CCC helps to stabilize, support, and protect farm income and prices; maintain balanced and adequate supplies of agricultural commodities; and facilitate the orderly distribution of such commodities. CCC is a wholly owned Government corporation whose activities are performed by designated agencies, primarily ASCS.

In addition to carrying out CCC programs, ASCS personnel and offices perform numerous functions and services for other agencies, including the Agricultural Marketing Service, Food and Nutrition Service, Export Marketing Service, Soil Conservation Service, Economic Research Service, Agricultural Research Service, Animal and Plant Health Inspection Service, the Agency for International Development, and the Departments of the Interior and Commerce.

Programs affecting the system

Production adjustment

Agricultural commodity support

Commodity acquisition, disposal, and inventory operations

Emergency assistance

Responsibilities under these programs

1. Administer voluntary programs providing for price-support of agricultural commodities and, when authorized by the Secretary of Agriculture, set-aside of cropland which, if put in production, would likely result in excessive commodities.

2. Provide loans to eligible grain, fiber, and plant producers with the commodities used as collateral.

3. Acquire, store, and dispose of commodities obtained through Federal commodity stabilization programs.

4. Give emergency livestock feed assistance to eligible livestock producers by making available CCC-owned feed grains and authorizing use of forage on set-aside acreage. Grain is sold at reduced prices or, in some instances, donated to farmers in emergency-designated areas.

Selected examples of impact

1. Through price-support and cropland set-aside programs, the grain and forage producer is assured of a guaranteed loan, purchase, or payment level if he participates in the program.

2. Feed merchandisers, warehousemen, manufacturers, and livestock producers are assured of a more stable supply and price for feed.

Funding and staff levels

ASCS funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Programs</u>		<u>Total</u>	<u>Adminis- trative expenses</u>	<u>Positions (note a)</u>
	<u>CCC</u>	<u>Other</u>			
	_____ (millions) _____				
1971	\$3,419.4	\$364.5	\$3,783.9	\$243.2	4,136
1972	4,288.8	332.3	4,621.0	255.8	3,988
1973	4,127.3	355.0	4,482.3	251.8	3,937

^a Includes Federal positions only; does not include committeemen and employees of ASCS county committees.

USDA - ASCS/CCC

Legislative authority

Soil Conservation and Domestic Allotment Act, as amended
(16 U.S.C. 590a)

Agricultural Adjustment Act of 1938, as amended (7 U.S.C.
1281)

Commodity Credit Corporation Charter Act (15 U.S.C. 714)

Agricultural Act of 1949, as amended (7 U.S.C. 1421)

Agricultural Trade Development and Assistance Act of 1954,
as amended (7 U.S.C. 1691)

National Wool Act of 1954 (7 U.S.C. 1781)

Food For Peace Act of 1966 (7 U.S.C. 1691)

Agricultural Act of 1970 (7 U.S.C. 1305)

Agriculture and Consumer Protection Act of 1973 (87 Stat.
221)

Headquarters and field offices

Headquarters: Agricultural Stabilization and
 Conservation Service
 Department of Agriculture
 Washington, D.C. 20250

Field offices: ASCS conducts its programs in the field
 through State and county ASCS committees.
 There are 50 State offices, 2,800 county
 offices, and an office in Puerto Rico.
 Commodity offices to carry out CCC
 operations are located in Prairie Village,
 Kansas, and Minneapolis, Minnesota.

ANIMAL AND PLANT HEALTH INSPECTION SERVICE (APHIS)

APHIS conducts regulatory and control programs to protect the wholesomeness of meat and meat products for human consumption and to protect and improve animal and plant health. APHIS' programs affect the production and marketing functions of the system.

Through its inspection activities, APHIS can help insure a safer product and prevent various unfair trade practices and thus maintain a more competitive and effective livestock marketing system.

Programs affecting the system

Meat and poultry inspection

Plant protection and quarantine

Veterinary services

Licensing and control of veterinary biological medicines

Responsibilities under these programs

1. Inspect meat and related products processed by plants shipping in interstate and foreign commerce and oversee State programs for inspection at plants shipping in intrastate commerce.
2. Protect plants by controlling, suppressing, eradicating, or preventing plant pests and diseases.
3. Inspect and quarantine products and articles to prevent the entry of plant pests and diseases into the United States.
4. Provide veterinary services to control and eradicate communicable diseases and pests affecting livestock.

Selected examples of impact

1. Before the sterile male technique was developed to eradicate screwworms, they caused about \$20 million in livestock losses each year in the Southeast and up to \$100 million a year in the Southwest. Losses now occur only in the Southwest due to migration of screwworms from Mexico. In August 1972, the United States and Mexico signed an agreement to carry out a 5-year cooperative program to eradicate screwworms from Mexico and thus attempt to prevent future U.S. losses.

2. Before the cooperative State-Federal hog cholera eradication program began in late 1962, about 5,000 to 6,000 swine herds were infected with this disease annually. Hog cholera previously cost producers about \$50 million a year--\$40 million in preventive vaccination costs and \$10 million in death losses. By 1972 these losses had been practically eliminated, vaccination was no longer practiced (vaccines were outlawed in 1969 because they could, in some cases, cause the disease), and disease incidence was at an all-time low (58 infected herds from January to June 1972). Outbreaks in the Midwest and Southeast in the latter half of 1972 prompted the Secretary of Agriculture to declare a national emergency to facilitate completion of the eradication program.

Funding and staff levels

APHIS fiscal year 1973¹ estimated funding and permanent positions by major program category are:

¹ APHIS was established effective Apr. 2, 1972. Its programs were formerly carried out by the Animal and Plant Health Service and the Consumer and Marketing Service.

<u>Program</u>	<u>Funding</u> (millions)	<u>Positions</u>
Meat and poultry inspection	\$160.9	8,833
Veterinary services	^a 80.4	2,594
Plant protection and quarantine	45.6	1,832
Other	<u>2.4</u>	<u>-</u>
Total	<u>\$289.3</u>	<u>13,259</u>

^aIncludes \$19 million for repayment to CCC of advances plus interest.

Legislative authority

Federal Plant Pest Act, as amended (7 U.S.C. 150)

Plant Quarantine Act of 1912 (7 U.S.C. 154)

Act of May 29, 1884, as amended (7 U.S.C. 391) (21 U.S.C. 119)

Act of August 30, 1890 (21 U.S.C. 104)

Act of February 2, 1903, as amended (21 U.S.C. 120)

Act of June 29, 1906, as amended (45 U.S.C. 71)

Section 306 of the Tariff Act of 1930 (19 U.S.C. 1306)

Public Law 87-763 (21 U.S.C. 115)

Act of July 2, 1962 (21 U.S.C. 134)

Virus-Serum-Toxin Act (21 U.S.C. 151)

Federal Meat Inspection Act, as amended (21 U.S.C. 601)

Poultry Products Inspection Act, as amended (21 U.S.C. 451)

USDA - APHIS

Humane Slaughter Act (7 U.S.C. 1901)

Talmadge-Aiken Act (7 U.S.C. 450)

Headquarters and field offices

Headquarters: Animal and Plant Health Inspection Service
 Department of Agriculture
 Washington, D.C. 20250

Field offices: Most of APHIS' work is conducted at
 numerous field locations and points of
 entry in the 50 States, the District of
 Columbia, Puerto Rico, and the Virgin
 Islands. Much of the work is conducted in
 cooperation with State and local agencies,
 private groups, and foreign governments.

COMMODITY EXCHANGE AUTHORITY (CEA)

CEA promotes fair and honest trading practices and competitive pricing within the commodity futures markets and helps to prevent price manipulation, market corners, and the dissemination of false and misleading crop and market information affecting commodity prices. A futures market is a commodity exchange designated by the Secretary of Agriculture as a contract market where certain regulated commodities, including livestock, are bought and sold for future delivery. The futures market is used as a means of protection against price fluctuations, and futures prices are used as a basis for pricing commodity transactions.

An estimated 50,000 traders who participate in the futures market each day depend on CEA for protection against fraud and other unlawful practices. As of September 1973, 10 of the 18 designated commodity exchanges were actively engaged in futures trading.

Programs affecting the system

Compliance with regulations

Registration and audit

Supervision of trading

Responsibilities under these programs

1. Designate contract markets and register futures commission merchants and floor brokers. Insure the benefits of membership on contract markets to producers cooperative associations.

2. Regulate trading in contracts for future delivery of certain specified agricultural commodities, including livestock, by guarding against such practices as price manipulation, excessive speculation, and various trading abuses. Regulate commodity brokerage activities to safeguard the handling of traders' accounts and funds by brokers.

3. Maintain continuous surveillance of trading on exchanges; conduct market analyses; establish, review, and enforce speculative limits; register and audit brokerage firms; administer a financial requirements program; make investigations; provide evidence to prosecute violations of the act; and publish statistics and reports on commodity trading and market conditions.

Selected example of impact

Futures trading in the 21 agricultural commodities regulated under the Commodity Exchange Act continued its upward trend in fiscal year 1973. The volume of trading reached a record 17.8 million contracts, up about 41 percent from the 12.6 million contracts in fiscal year 1972, and the value of futures trading, estimated at \$268 billion, was more than 81 percent greater than the \$148 billion a year earlier.

Funding and staff levels

CEA funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$2.7	180
1972	2.8	173
1973	2.9	171

Legislative authority

Commodity Exchange Act of 1922, as amended (7 U.S.C. 1)

Headquarters and field offices

Headquarters: Commodity Exchange Authority
Department of Agriculture
Washington, D.C. 20250

Field offices:
Chicago, Illinois
Kansas City, Missouri
New York, New York

COOPERATIVE STATE RESEARCH SERVICE (CSRS)

CSRS promotes grain, forage, animal, and economic research at the national, regional, State, and local levels. Its plant and livestock research services can benefit the livestock marketing system through increased yields, improved quality, and more efficient production.

Programs affecting the system

Agricultural research

Agricultural marketing and rural life research

Responsibilities under these programs

1. Administer Federal funds for agriculture, agricultural marketing, rural life, and forestry research; and research facilities at State agricultural experiment stations. The programs enable land-grant universities to (1) apply their professional and physical resources to the problems and opportunities of rural America and of the consumer and (2) bring the research closer to the problems and in cooperation with educational activities.

2. Administer a competitive grant program for basic and applied research. Funds are made available to State agricultural experiment stations and other research institutions and individuals in the 50 States, Puerto Rico, Guam, and the Virgin Islands.

Selected example of impact

Research is being conducted to crossbreed sheep imported from Europe with domestic breeds. The imported sheep have multiple births, whereas domestic sheep have one lamb per ewe each year.

Funding and staff levels

CSRS funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

Funding and staff levels

ERS funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$19.7	924
1972	16.5	786
1973	20.4	906

Legislative authority

Reorganization Act of 1949 (5 U.S.C. 901)

Headquarters and field offices

Headquarters: Economic Research Service
 Department of Agriculture
 Washington, D.C. 20250

Field offices: ERS has small field staffs at 64 locations throughout the United States, principally land-grant colleges and universities.

EXPORT MARKETING SERVICE (EMS)

EMS has the primary responsibility for USDA's export activities. Its commercial export programs are designed to promote and expand agricultural exports to meet the competition of other exporting nations and expand the level of U.S. exports.

Programs affecting the system

Commodity export payments

Commodity export sales from CCC inventory

CCC export credit sales

Barter transactions

Commodity export sales for foreign currencies and for dollars on credit terms

CCC commodities supplied to meet urgent needs abroad

Responsibilities under these programs

1. Maintain competitive position in world market by making payments to U.S. exporters whenever domestic prices of commodities are higher than foreign prices.
2. Sell Government-owned surplus commodities when private domestic stocks for export are not adequate to meet foreign demand.
3. Finance agricultural commodities for export for a maximum credit period of 3 years.
4. Conduct barter transactions to increase exports of U.S. agricultural commodities and improve the balance of payments by financing Government purchases abroad with these exports.
5. Administer long-term credit arrangements extended to foreign nations for the purchase of U.S. exports.

6. Supply commodities without cost to friendly nations in time of famine or other emergencies.

selected examples of impact

1. Exports of feed grains under the CCC credit and charter programs:

<u>Commodity</u>	<u>Fiscal year</u>		
	<u>1971</u>	<u>1972</u>	<u>1973</u> <u>(estimated)</u>
	(millions of bushels)		
Corn	66.3	96.1	218.6
Grain sorghum	16.3	11.4	14.5
Barley	28.1	14.0	28.3
Oats	0.1	-	6.7

2. Exports of feed grains for foreign currencies and for dollars on credit terms:

<u>Commodity</u>	<u>Fiscal year</u>		
	<u>1971</u>	<u>1972</u>	<u>1973</u> <u>(estimated)</u>
	(millions of bushels)		
Corn	13.6	27.2	34.4
Grain sorghum	17.9	20.5	22.0
Barley	2.8	-	2.6

Funding and staff levels

EMS funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$3.7	215
1972	4.0	217
1973	3.6	197

Legislative authority

Commodity Credit Corporation Charter Act (15 U.S.C. 714)

Agricultural Act of 1949, as amended (7 U.S.C. 1421)

Agricultural Trade Development and Assistance Act of 1954,
as amended (7 U.S.C. 1691)

Headquarters and field office

Headquarters: Export Marketing Service
Department of Agriculture
Washington, D.C. 20250

Field office: EMS has a field representative in New
York, New York.

FARMER COOPERATIVE SERVICE (FCS)

FCS helps farmers increase marketing returns and reduce the cost of farm supplies and services and brings about a better understanding of what agricultural cooperatives are and what they can accomplish. It provides such services as determining the feasibility of farmers' and ranchers' entering new off-the-farm enterprises through cooperatives, merging cooperatives, and helping cooperatives operate more efficiently.

Program affecting the system

Research and technical assistance for agricultural cooperatives

Responsibilities under this program

Assist farmer cooperatives by conducting agricultural research, giving technical and advisory assistance, and providing general information.

Selected example of impact

FCS helps strengthen the economic position of farmers by improving the organization, development, management, and operation of

--about 500 livestock cooperatives, most of which are small and serve farmers in a limited area, and

--about 1,900 cooperatives which handle grain, soybeans, and soybean meal and oil.

Funding and staff levels

FCS funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$2.1	90
1972	2.1	95
1973	2.1	93

Legislative authority

Cooperative Marketing Act of 1926 (7 U.S.C. 451)

Agricultural Marketing Act of 1946, as amended (7 U.S.C. 1621)

Headquarters and field offices

Headquarters: Farmer Cooperative Service
 Department of Agriculture
 Washington, D.C. 20250

Field offices: FCS does not have field offices.

FOOD AND NUTRITION SERVICE (FNS)

FNS administers Federal food programs designed to help needy persons feed their families properly and improve the nutrition of children, with specific emphasis on children from low-income families.

Programs affecting the system

Food distribution

Food stamp

Child nutrition

Responsibilities under these programs

1. Make food commodities available to needy persons or low-income families, school food service programs, and various other groups (institutions).

2. Provide a means for low-income households to purchase nutritionally adequate diets through normal channels of trade.

3. Provide cash reimbursements, at established rates, for meals served under child nutrition programs.

Selected examples of impact

1. Value of food distributed by type of recipient in fiscal year 1972

Special feeding program and needy families	\$279.3 million
Schools	309.5 million
Other institutions	<u>20.9 million</u>
Total	<u>\$609.7 million</u>

2. Value of food distributed by type of product in fiscal year 1972

Meat items	\$146.8 million
All other food items	<u>462.9</u> million
Total	<u>\$609.7</u> million

3. Food stamp program in fiscal year 1972

Average participation	11.1 million persons
Value of bonus coupons (Federal contribution)	\$1.8 billion
Total value of coupons	\$3.3 billion

4. School lunch program in fiscal year 1972
(preliminary)

Children participating (peak month)	25.4 million
Number of lunches served	4.0 billion
Cash reimbursements to States	\$734.0 million

Funding and staff levels

FNS funding and the related number of permanent positions for all food and food-related programs for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$2,944.7	1,799
1972	3,831.9	1,901
1973	4,101.2	1,937

Legislative authority

National School Lunch Act of 1946, as amended (42 U.S.C. 1751)

Child Nutrition Act of 1966, as amended (42 U.S.C. 1771)

Section 32 of the Act of August 24, 1935, as amended (7 U.S.C. 612c)

USDA - FNS

Section 416 of the Agricultural Act of 1949, as amended
(7 U.S.C. 1431)

Section 709 of the Food and Agriculture Act of 1965 (7 U.S.C.
1446a-1)

Food Stamp Act of 1964, as amended (7 U.S.C. 2011)

Headquarters and field offices

Headquarters: Food and Nutrition Service
Department of Agriculture
Washington, D.C. 20250

Field offices: FNS has numerous field offices located
throughout the United States, which are
administered by its five regional offices.
The regional offices are in:

Atlanta, Georgia	Princeton, New Jersey
Chicago, Illinois	San Francisco,
Dallas, Texas	California

FOREIGN AGRICULTURAL SERVICE (FAS)

FAS assists the U.S. agricultural industry in its export and domestic operations through worldwide agricultural analysis and reporting and helps develop foreign markets for U.S. farm products. FAS also administers USDA's import control functions. Under the meat import program, the Secretary of Agriculture issues quarterly estimates of the quantities of certain types of meat to be imported into this country during each calendar year. Annual quota quantities, related to changes in domestic production, are established from these estimates.

Programs affecting the system

Worldwide market intelligence

Export market development

Trade negotiations

Meat import

Responsibilities under these programs

1. Maintain agricultural analysis and reporting systems to keep the livestock industry informed of major developments in the livestock markets and industries around the world.

2. Carry out promotional activities to maintain and expand exports of breeding cattle, leathersgoods, tallow, and, to a very limited extent, beef in foreign markets.

3. Help develop, maintain, and expand export markets for U.S. agricultural products generally and especially for bulk agricultural commodities, such as grains and soybeans and their products.

4. Participate in trade negotiations to reduce foreign tariffs and other trade barriers. Successful negotiations may increase exports of U.S. livestock products, such as variety meats, hides and skins, tallow, and other products.

5. Participate in administering the meat import program for chilled and frozen beef, veal, mutton, and goat meat.

Selected examples of impact

1. As a result of tariff negotiations, the European community reduced its taxes on imported beef or pork variety meats (except tongues) from 20 percent of their value to 14 percent and on imported tallow from 2 percent of its value to zero.

2. In the area of nontariff barriers, continual discussions of meat inspection regulations between U.S. and European representatives have enabled U.S. variety meats to be exported to markets in the United Kingdom and European community.

Funding and staff levels

FAS funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$28.2	769
1972	29.3	686
1973	28.9	684

Legislative authority

Agricultural Adjustment Act of 1933, as amended (7 U.S.C. 601)

Meat Import Act of 1964 (19 U.S.C. 1202)

Trade Expansion Act of 1962 (19 U.S.C. 1801)

Headquarters and field offices

Headquarters: Foreign Agricultural Service
Department of Agriculture
Washington, D.C. 20250

Field offices: FAS has 60 agricultural attache posts in various countries and a regional field service director in Chicago, Illinois.

FOREST SERVICE (FS)

FS administers and manages the national forest system land, including forest-related rangeland; carries out cooperative forestry programs for public benefit through programs initiated by State, county, and other Federal agencies; and conducts research on problems involving protection, development, management, renewal, and continuous use of all resources, products, values, and services of forests and forest-related rangeland.

FS programs serve the production function of the live-stock marketing system by providing grazing land for domestic livestock. Grazing is an important use in more than 100 of the 155 national forests and on 19 national grasslands.

Programs affecting the system

Range management
Range improvements and revegetation
Research

Responsibilities under these programs

1. Manage, protect, and develop the national forests and national grasslands to meet multiple-use and sustained-yield objectives. Grazing is managed to obtain proper range conservation and use of the annual forage growth.

2. Use ecosystem management techniques in various combinations to accomplish the range program's mission. These techniques include grazing treatments specifically designed to act favorably on desirable species and communities of vegetation, vegetative cover manipulation by artificial means, and various other cultural treatments to promote regeneration of desirable plants.

3. Conduct research in the entire field of forestry and the management of forest and related land, including the growth and harvesting of range forage; its protection from fire, insects, and diseases; the protection and management of watersheds; and improved methods for maintaining

environmental values. Protection is provided to Federal land and, in cooperation with the States, to non-Federal forest land.

Selected examples of impact

1. National forest system rangeland annually provides forage and habitat during part of the year for some 1.5 million cattle and 1.7 million sheep, and their offspring. The 17,000 ranch units which own this livestock are mostly family-type operations upon which many rural communities depend for their economic life.

2. A FS study predicts that a 50-percent increase in the use of range resources for livestock grazing will be needed in the United States by the year 2000. This rangeland could be producing some 20 million animal unit months of grazing by the year 2000 to meet a significant share of the Nation's projected need.

Funding and staff levels

FS funding and the related number of positions for range management and research activities for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding</u>		<u>Positions</u>	
	<u>Range management</u>	<u>Range management research</u>	<u>Range management</u>	<u>Range management research</u>
	(millions)			
1971	\$15.1	\$1.5	880	98
1972	15.3	1.6	877	90
1973	15.3	1.5	822	89

Legislative authority

Organic Administration Act of June 4, 1897 (16 U.S.C. 473)

Weeks Act of March 1, 1911 (16 U.S.C. 480)

Clarke-McNary Act of June 7, 1924 (16 U.S.C. 564)

USDA - FS

McSweeney-McNary Forest Research Act of May 22, 1928
(16 U.S.C. 581)

Bankhead-Jones Farm Tenant Act of July 22, 1937 (7 U.S.C.
1010)

Granger-Thye Act of April 24, 1950 (16 U.S.C. 571c)

Cooperative Forest Management Act (16 U.S.C. 568c)

Multiple Use-Sustained Yield Act of June 12, 1960
(16 U.S.C. 528)

Headquarters and field offices

Headquarters: Forest Service
Department of Agriculture
Washington, D.C. 20250

Field offices: FS has numerous regional, research, and
State and private forestry offices.
Regional offices are in:

Albuquerque, New Mexico	Missoula, Montana
Atlanta, Georgia	Ogden, Utah
Denver, Colorado	Portland, Oregon
Juneau, Alaska	San Francisco,
Milwaukee, Wisconsin	California

PACKERS AND STOCKYARDS ADMINISTRATION (PSA)

PSA helps to maintain effective competition within the livestock marketing system to bring farmers and ranchers the true market value of their products. PSA regulates stockyards, auction markets, packers, market agencies, and dealers engaged in interstate or foreign commerce.

Programs affecting the system

Registration of dealers, market agencies, and stockyards
Investigation of livestock procurement methods and meat merchandising and chainstore buying practices
Review of public markets' rates, services, and facilities
Investigation and settlement of complaints for money damages

Responsibilities under these programs

1. Maintain financial stability of the livestock marketing industry by investigating the financial condition of registrants and requiring (1) prompt payment for livestock, (2) market agencies and dealers to be solvent and bonded, and (3) market agencies to maintain trust accounts for shippers' funds.

2. Conduct investigations to insure that unfair trade practices are not used and that prices are established by fair and competitive marketing practices.

3. Supervise markets and market agencies to insure reasonable services and facilities at reasonable rates and carry out investigations to eliminate false and careless weighing.

4. Provide producers with reparation procedures for losses resulting from unfair practices by markets, marketing agencies, or dealers.

Selected examples of impact

1. PSA initiates actions against meat packers for engaging in such unfair trade practices as

- price discrimination or price cutting, usually for the purpose of driving competitor packers out of business,
- "bait and switch selling of meat," which involves "baiting" customers with extensive advertising of meat items at low prices and then downgrading the items or making them appear inferior while making a concerted effort to "switch" the customer to purchase other meat items which yield higher profits, and
- commercial bribery, which involves making secret monetary payments to meat buyers to influence their purchasing decisions. The payments are usually based on the volume of the product purchased.

2. PSA requires market agencies to pay consignors by the close of business following the day of sale and to establish trust accounts to safeguard shippers' funds. In fiscal year 1972, 63 administrative cases were brought against market agencies and buyers for failure to pay promptly in livestock transactions. An additional 43 administrative cases were initiated against market agencies for handling trust funds improperly and thereby jeopardizing prompt payment to producers.

Funding and staff levels

PSA funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$3.4	211
1972	4.0	212
1973	4.1	223

Legislative authority

Packers and Stockyards Act, 1921, as amended (7 U.S.C. 181)

Headquarters and field offices

Headquarters: Packers and Stockyards Administration
Department of Agriculture
Washington, D.C. 20250

Field offices: Arlington, Virginia Memphis, Tennessee
 Atlanta, Georgia Newark, New Jersey
 Denver, Colorado Omaha, Nebraska
 Fort Worth, Texas Sioux City, Iowa
 Huntington Park, (suboffice)
 California Portland, Oregon
 Indianapolis, Indiana St. Paul, Minnesota
 Kansas City, Missouri Springfield, Illinois

SOIL CONSERVATION SERVICE (SCS)

SCS provides technical assistance and guidance, primarily through conservation districts organized under State laws, for the management, conservation, protection, and improvement of about 98 percent of the nonfederally owned agricultural land in the United States. This includes almost all the cropland which produces feed grains, fodder, and forage fed to livestock in feedlots; and a large percentage of the rangelands, native pastures, and grazable woodlands. An estimated 97 percent of the total livestock feed units produced in the United States comes from this non-Federal land.

Programs affecting the system

Conservation operations

Snow surveys to determine potential water supply

Watershed protection and flood prevention

Water resources planning and river basin investigations

Great Plains conservation

Resource conservation and development projects

Responsibilities under these programs

1. Provide technical assistance to farmers, ranchers, and others through locally organized soil conservation districts, to determine land-use capabilities and conservation needs.
2. Prepare water supply forecasts from snow surveys.
3. Provide financial aid and technical guidance for improvement and treatment measures to protect watersheds and prevent floods.
4. Make river basin and regional surveys and investigations of the watersheds of rivers and other waterways as a

basis for developing coordinated water and land resource programs.

5. Provide technical and cost-sharing assistance to help farmers and ranchers in the Great Plains make land-use adjustments and plan and install soil and water conservation measures to achieve a more stable agriculture.

6. Cooperate with other Federal agencies, States, local units of government, groups, and individuals in developing and carrying out programs and plans for resource conservation and development projects designed to expand economic opportunities for rural communities; and share in the cost of installing planned project measures when justified as a public need.

Selected examples of impact

1. Soil surveys and their interpretation enable conservationists and land users to select and apply combinations of crops, harvesting systems, and management practices for optimum productivity consistent with soil and water conservation needs.

2. Grazing management systems, tailored to individual farms and resources, can increase the efficiency of forage use and improve the ecological condition of rangelands, native pastures, and grazable woodlands. Per acre meat yields increase under properly planned and applied systems.

3. Animal production can be increased and labor reduced with the development of year-round pasture programs for areas of relatively mild winters. Programs may include stockpiling hay.

Funding and staff levels

SCS funding and staffing estimates for fiscal years 1971, 1972, and 1973 used directly or indirectly in programs which result in meat production on farms, ranches, and feedlots are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Man-years</u>
1971	\$157.4	10,896
1972	169.0	11,149
1973	176.6	10,962

Legislative authority

Act of April 27, 1935 (16 U.S.C. 590a)

Bankhead-Jones Farm Tenant Act, as amended (7 U.S.C. 1011)

Watershed Protection and Flood Prevention Act, as amended
(16 U.S.C. 1001)

Flood Control Act, as amended (33 U.S.C. 701 and 16 U.S.C.
1006a)

Soil Conservation and Domestic Allotment Act, as amended
(16 U.S.C. 590p)

Headquarters and field offices

Headquarters: Soil Conservation Service
Department of Agriculture
Washington, D.C. 20250

Field offices: SCS activities are carried out in all 50 States and Puerto Rico. Four technical service centers provide professional services, program coordination, and technical support. Personnel in approximately 3,100 area and field unit headquarters provide onsite assistance to land users and carry out technical programs in cooperation with conservation districts and other local sponsoring organizations.

STATISTICAL REPORTING SERVICE (SRS)

SRS is USDA's primary data collection, processing, and reporting agency. It provides a channel for the orderly flow of statistical information on the agricultural economy of this country. SRS' published data generally relates to the supply of various agricultural commodities.

Programs affecting the system

Crop and livestock estimates

Statistical research and service

Statistical and tabulating services

Responsibilities under these programs

1. Prepare nationwide crop and livestock estimates; coordinate and improve USDA's statistical program requirements; and conduct special surveys of the market potential for agricultural products.

2. Prepare and issue reports on production, supply, price, and other aspects of the agricultural economy and provide for coordinating statistics within USDA and with other agencies.

Selected examples of impact

1. Reports issued by SRS, such as "Cattle and Calves on Feed," provide the market with an indication of the immediate and long-range supply of beef, permitting some adjustment in production plans and thus providing for a more orderly marketing system.

2. SRS has implemented statistical methods to improve the accuracy of crop, livestock, and farm employment estimates. This program centers on such activities as:

--Enumerative survey and objective yield programs for improving crop and livestock estimates.

--Farm operator expenditure and family living surveys.

Funding and staff levels

SRS funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$23.5	1,145
1972	26.0	1,233
1973	26.4	1,088

Legislative authority

Agricultural Marketing Act of 1946, as amended (7 U.S.C. 1621)

Headquarters and field offices

Headquarters: Statistical Reporting Service
Department of Agriculture
Washington, D.C. 20250

Field offices: SRS obtains a large part of the information used to develop crop and livestock estimates through its 44 State statistical offices.

CHAPTER 3

OTHER DEPARTMENTS AND AGENCIES

AFFECTING SYSTEM

This chapter presents information on, and comments of, the following Federal agencies that have an impact on the livestock marketing system.

- Department of Commerce
 - Bureau of the Census
- Department of Defense
 - Defense Supply Agency
- Department of Health, Education, and Welfare
 - Food and Drug Administration
- Department of the Interior
 - Bureau of Land Management
- Department of Justice
 - Antitrust Division
 - Civil Division
 - Criminal Division
- Department of Labor
 - Bureau of Labor Statistics
 - Employment Standards Administration
 - Occupational Safety and Health Administration
- Department of State
 - Agency for International Development
 - Bureau of Economic and Business Affairs
- Environmental Protection Agency
- Federal Mediation and Conciliation Service
- Federal Trade Commission
- Interstate Commerce Commission

Some of these agencies have regulatory jurisdiction over the system, some provide significant information concerning the system, and others work within the system upon referral from other agencies.

The information and comments are presented in the same format used in chapter 2.

COMMERCE - CENSUS

DEPARTMENT OF COMMERCE

BUREAU OF THE CENSUS

The Bureau of the Census provides basic and general-purpose statistics about the people and the economy of the Nation to the Congress, the executive branch, and the public.

Data from the various censuses can be used within the livestock marketing system for planning, making policy and marketing decisions, determining production and marketing sites, establishing quotas, and for many other purposes.

Programs affecting the system

<u>Program</u>	<u>Frequency</u>	<u>Latest</u>
Census of agriculture	Every 5 years	1969
Census of business	Every 5 years	1972
Census of manufactures	Every 5 years	1972
Census of population	Every 10 years	1970
Census of transportation	Every 5 years	1972
Foreign trade	Monthly and annually	

Responsibilities under these programs

Collect, tabulate, and publish the following statistics on the livestock marketing system:

1. Where livestock is produced.
2. Where livestock feed is produced.
3. Where livestock is slaughtered.
4. How and where meats are transported.
5. Wholesale and retail sales of meat by location.
6. Amount of meat imported and livestock and livestock products exported.

Selected examples of impact

1. The agriculture census is the only source of uniform agricultural data at the county level on the numbers and kinds of animals produced. This census provides benchmark data for USDA's annual series of State and national crop and livestock estimates.

2. The business census provides information on whole-sale and retail trade in meat and meat products.

3. The manufactures census provides data on employment; cost of materials; quantity and value of shipments; capital expenditures; and inventories for establishments engaged in slaughtering cattle, calves, hogs, sheep, and lambs.

4. The population census provides data on the number and location of consumers.

5. The commodity transportation survey provides data on the transportation of meat and meat-related products.

6. Monthly data are available on both imported meat and exported livestock and livestock products.

Funding and staff levels

Fiscal year 1972 expenditures for the approximately 1,000 positions related to these programs amounted to \$13.7 million, but only a small percentage of funds was attributable to livestock and meat products data.

Legislative authority

Act of August 31, 1954, as amended (13 U.S.C. 131, 141, 142, and 181)

COMMERCE - CENSUS

Headquarters and field offices

Headquarters: Bureau of the Census
Department of Commerce
Suitland, Maryland 20233

Field offices:

Data collection centers:

Atlanta, Georgia	Detroit, Michigan
Boston, Massachusetts	Los Angeles, California
Charlotte, North Carolina	New York, New York
Chicago, Illinois	Philadelphia, Pennsylvania
Dallas, Texas	St. Paul, Minnesota
Denver, Colorado	Seattle, Washington

Data Preparation Division:
Jeffersonville, Indiana

Personal Census Service Branch:
Pittsburg, Kansas

DEPARTMENT OF DEFENSE

DEFENSE SUPPLY AGENCY (DSA)

DSA provides the several military services and other defense activities with subsistence, including meat.

Programs affecting the system

Troop feeding support

Commissary support

Responsibilities under these programs

1. Buy, store, distribute, and inspect subsistence supplies for troop feeding programs.

2. Negotiate for brand-name contracts and buy, distribute, and inspect subsistence supplies for resale in the commissaries.

Selected example of impact

DSA purchased 396.4 million pounds of red meat (beef, pork, and mutton) for \$250.5 million in fiscal year 1971, 294 million pounds for \$239 million in fiscal year 1972, and an estimated 256.3 million pounds for \$204.1 million in fiscal year 1973. Solicitations for carlot and trucklot quantities of perishable meat are generally negotiated on a national basis. Award is based on the lowest, responsive, responsible offer.

Funding and staff levels

Funding for DSA operations related to procuring meat is minor compared to the total cost of meat procured. The Meat and Waterfoods Branch of DSA's Defense Personnel Support Center had a staff of 14 in fiscal year 1972. Each of the four Subsistence Regional Headquarters had up to 14 procurement personnel directly involved in purchasing meats.

Legislative authority

National Security Act of 1947, as amended (10 U.S.C. 133)

DEFENSE - DSA

Headquarters and field offices

Headquarters: Defense Supply Agency
Cameron Station
Alexandria, Virginia 22314

Field offices: Defense Personnel Support Center
Philadelphia, Pennsylvania

Subfield
offices: Subsistence regional headquarters

Alameda, California
Chicago, Illinois
New Orleans, Louisiana
New York, New York

In addition to the four subsistence regional headquarters, DSA has 21 supply offices throughout the country.

DEPARTMENT OF HEALTH, EDUCATION, AND
WELFARE (HEW)

FOOD AND DRUG ADMINISTRATION (FDA)

FDA, a regulatory agency of HEW's Public Health Service, protects the Nation's public health by helping to insure that foods are safe, pure, and wholesome; drugs are safe and effective; and products are honestly and informatively labeled and packaged.

FDA has a joint responsibility with USDA to help insure the wholesomeness of meat products that are distributed and sold and to exercise control over storage and handling of any food product shipped in interstate commerce.

Programs affecting the system

Animal drugs and medicated feed application processing

Inspection of domestic and imported meat and meat products without sufficient meat ingredients to require compulsory USDA inspection.

Responsibilities under these programs

1. Evaluate the safety and effectiveness of new drugs administered to animals and determine if the treated animals are safe for human consumption.
2. Review the accuracy of formulation and labeling of new drugs used in animal feeds.
3. Regulate pesticide and additive use in animal feeds to help insure that permissible tolerances of residues are not exceeded in the foods purchased by consumers.
4. Insure that ingredients in meat products conform with FDA regulations on food additives and levels of contaminants.
5. Cooperate with USDA to remove from the market filthy, diseased, decomposed, or otherwise unfit meat and meat products from establishments which are not federally

HEW - FDA

inspected. FDA also gives attention to misleading substitutions for meat or meat products.

6. Inspect food caterers supplying meat meals to interstate carriers to see that the meals are produced under sanitary conditions.

Selected examples of impact

1. Under certain conditions, nitrites added to meats for curing and preserving combine with amines produced by natural protein breakdown to produce nitrosamines. Some nitrosamines have produced cancer in laboratory animals. Small amounts of these chemicals have been found in processed meat products. More testing is needed to determine if the low levels of nitrates and nitrites now permitted in foods combine in the stomach to form nitrosamines and the extent to which the nitrosamines are formed in cured meat. Further tests will attempt to determine the minimum amount of nitrites necessary to prevent botulism in meats and to answer other questions regarding the safety of these additives.

2. Although USDA regulates labeling of meat and meat products, recent FDA guidelines and regulations on nutrition and labeling are being applied to meat products.

3. In 1964, FDA established a total diet study program which obtains continuing information on the levels of pesticide residues, toxic industrial chemicals, heavy metals, and other contaminants in the dietary intake of U.S. consumers to target emerging problems and trends. This program is part of a comprehensive food surveillance system.

Funding and staff levels

FDA total funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$ 95.9	4,360
1972	112.4	5,431
1973	144.0	6,216

Of the \$144 million estimated for fiscal year 1973, about \$5.5 million was budgeted for activities related to the livestock marketing system.

Legislative authority

Federal Food, Drug, and Cosmetic Act, as amended (21 U.S.C. 301)

Public Health Service Act, as amended (42 U.S.C. 201)

Fair Packaging and Labeling Act (15 U.S.C. 1451)

Headquarters and field offices

Headquarters: Food and Drug Administration
Public Health Service
Department of Health, Education, and Welfare
Rockville, Maryland 20852

Field offices: FDA has 19 district offices, a number of resident inspection posts, and 10 regional offices in:

Atlanta, Georgia	New York, New York
Boston, Massachusetts	Philadelphia, Pennsylvania
Chicago, Illinois	San Francisco, California
Dallas, Texas	Seattle, Washington
Denver, Colorado	
Kansas City, Missouri	

INTERIOR - BLM

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT (BLM)

BLM helps to protect and enhance the environmental quality of 451 million acres, or about 60 percent of all federally owned land. About 140 million acres of this land is an important forage source for domestic livestock, mainly cattle and sheep.

Programs affecting the system

Rangeland management

Soil and watershed conservation

Fire protection

Responsibilities under these programs

Manage the public land resource and provide for conservation, fire control, and protection of realty, minerals, range land, forests, soil, watersheds, recreation areas, and wildlife.

Selected example of impact

During calendar year 1970 Western livestock ranchers held about 22,000 licenses, permits, or leases to graze 3.4 million cattle and 5.3 million sheep up to 12.7 million animal unit months on BLM-administered rangeland. Intensive rangeland management increases productivity per ranch operation.

Funding and staff levels

BLM funding and staffing levels, in total and for the major program related to livestock grazing activities, for fiscal years 1971, 1972, and 1973 (estimated) are:

Fiscal year	Funding		Positions	
	BLM total	Rangeland improvement and management	BLM total	Rangeland improvement and management
	(millions)			
1971	\$83.3	\$8.5	3,155	441
1972	88.2	9.4	3,271	421
1973	77.7	9.5	3,379	423

Legislative authority

The General Mining Law of May 10, 1872 (30 U.S.C. 22)

Taylor Grazing Act of June 28, 1934 (43 U.S.C. 315)

Act of August 28, 1937 (43 U.S.C. 1181a)

National Environmental Policy Act of 1969 (42 U.S.C. 4321)

Soil Conservation and Domestic Allotment Act (16 U.S.C. 590a)

Bankhead-Jones Farm Tenant Act of July 22, 1937 (7 U.S.C. 1010)

Headquarters and field offices

Headquarters: Bureau of Land Management
Department of the Interior
Washington, D.C. 20240

Field offices: BLM's field organization consists of (1) three offices having assigned bureauwide responsibilities, (2) a basic field organization in 10 western States, and (3) a few other field offices which perform limited administrative or technical functions.

JUSTICE - ANTITRUST

DEPARTMENT OF JUSTICE

ANTITRUST DIVISION

The Antitrust Division helps to protect the American economy, including the livestock marketing system, from price fixing and other business practices which deny the benefits of competition and preserves a competitive market structure by challenging mergers which would reduce competition.

Program affecting the system

Investigation and litigation of price fixing and other restrictive business practices or mergers

Responsibilities under this program

Investigate and, where appropriate, file civil or criminal charges against persons and firms violating the antitrust laws.

Selected example of impact

In fiscal year 1973 an indictment and a companion civil complaint were filed against five wholesale meat companies charging that the defendants conspired to submit collusive and rigged bids and quotations for the sale of ground beef and frankfurters to their customers and to raise and maintain prices of ground beef. According to the indictment and the complaint, the conspiracy suppressed and restrained competition; deprived customers of the opportunity to purchase ground beef and frankfurters in an open, competitive market; and raised the price of ground beef sold by the defendants to artificial and noncompetitive levels.

Funding and staff levels

Antitrust Division funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 are:

JUSTICE - ANTITRUST

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$11.1	610
1972	12.3	630
1973	12.8	629

It is not possible to allocate a specific percentage of the total funding and staff to activities affecting the livestock marketing system.

Legislative authority

Sherman Act, 1890, as amended (15 U.S.C. 1)

Clayton Act, 1914, as amended (15 U.S.C. 12)

Headquarters and field offices

Headquarters: Antitrust Division
 Department of Justice
 Washington, D.C. 20530

Field offices:	Atlanta, Georgia	New York, New York
	Chicago, Illinois	Philadelphia, Pennsylvania
	Cleveland, Ohio	San Francisco, California
	Los Angeles, California	

JUSTICE - CIVIL

DEPARTMENT OF JUSTICE

CIVIL DIVISION

The Civil Division supports USDA's enforcement of the Packers and Stockyards Act and the Cost of Living Council's price controls. It is virtually impossible to quantify litigative efforts' impact on the livestock marketing system; but, in the stabilization area, active litigation and the threat of such litigation act as a deterrent to price control violation.

Programs affecting the system

Civil suits under the Packers and Stockyards Act

Civil suits and criminal prosecutions involving price controls

Responsibilities under these programs

Institute civil suits at agency request to enjoin prohibited practices under the Packers and Stockyards Act and recover civil penalties. Suits may also be brought to recover forfeitures or on the bond posted pursuant to the act. Price control litigation is initiated at the request of the Cost of Living Council under its enabling legislation and regulations.

Selected examples of impact

In fiscal year 1972, the Civil Division won 55 cases under provisions of the Packers and Stockyards Act. At the close of fiscal year 1973, 392 price control cases were pending, 165 of which were in active litigation in the courts.

Funding and staff levels

A small but unspecified percentage of the Civil Division's total funds and staff are applicable to programs affecting the livestock marketing system.

Legislative authority

28 U.S.C. 516

Packers and Stockyards Act, as amended (7 U.S.C. 181)

Headquarters and field offices

Headquarters: Civil Division
Department of Justice
Washington, D.C. 20530

Field offices: There are 94 U.S. attorneys' offices in the
judicial districts in the 50 States, the Canal
Zone, Puerto Rico, and the Virgin Islands.

JUSTICE - CRIMINAL

DEPARTMENT OF JUSTICE

CRIMINAL DIVISION

The Criminal Division enforces Federal regulatory statutes affecting the livestock marketing system. All stages of the system are affected by regulatory statutes providing criminal sanctions and, in some instances, civil sanctions for conduct violating such statutes.

Program affecting the system

Legal services to enforce criminal and some civil sanctions under Federal regulatory statutes

Responsibilities under this program

1. Supervise and conduct litigation on violations referred by the administering departments and agencies.
2. Provide legal advice on enforcing statutes, such as those directed at bribery and conflicts of interest, which protect the integrity of Government operations.

Selected examples of impact

1. Enforcement statistics for fiscal year 1972 under some of the Federal statutes affecting aspects of the meat production and marketing system follow:

<u>Statute</u>	<u>Cases won</u>			<u>Fines and penalties</u>
	<u>Criminal</u>	<u>Civil penalty</u>	<u>Civil libel</u>	
Federal Seed Act		26		\$17,182
Animal Quarantine Laws Packers and Stockyards Act	28			4,950
Federal Meat Inspec- tion Act	7	^a 55		83,700
	3		5	1,600

^aWon by Civil Division.

2. Cases have been prosecuted involving meat inspectors, company officials, and companies that violate Federal bribery and conspiracy laws. The Organized Crime and Racketeering Section has been giving attention and scrutiny to the possible involvement of organized crime in meat pricing.

Funding and staff levels

No meaningful breakdown is available. However, a relatively small percentage of the total funding and manpower of the Criminal Division and the 94 U.S. attorneys' offices would be allocable to the livestock marketing system.

Legislative authority

28 U.S.C. 516, 519, 547

Federal Seed Act (7 U.S.C. 1551)

Federal Meat Inspection Act, as amended (21 U.S.C. 601)

Packers and Stockyards Act, as amended (7 U.S.C. 181)

Animal Quarantine Laws (Major penalty provisions are 21 U.S.C. 122 and 21 U.S.C. 134e)

Headquarters and field offices

Headquarters: Criminal Division
 Department of Justice
 Washington, D.C. 20530

Field offices: There are 94 U.S. attorneys' offices in the judicial districts in the 50 States, the Canal Zone, Puerto Rico, and the Virgin Islands.

LABOR - BLS

DEPARTMENT OF LABOR

BUREAU OF LABOR STATISTICS (BLS)

As the major research arm of the Labor Department, BLS produces a variety of essential statistics on the welfare of the Nation's work force and the behavior of prices, including those in the livestock marketing system. This data and BLS analytical reports provide basic economic intelligence for making policy decisions; provide a foundation for strategy for attacking impending problems with respect to employment, prices, wages, productivity, economic research, and occupational safety; and measure the success or failure of program results.

Programs affecting the system

BLS does not administer any programs directly affecting the system; however, it is involved in diverse programs of statistical surveys, economic research, labor and social analyses, and publication and dissemination of survey and research findings concerning matters related to the meat industry.

Responsibilities under these programs

Maintain and provide analyses of reliable, comprehensive, and timely statistics on employment, hours, earnings, prices, wages, productivity, economic research, and occupational safety.

Selected examples of impact

1. Consumer and wholesale price indexes are used to measure price changes of meat and various meat products.
2. Employment hours and earnings data are provided for the use of the meat industry to measure its employment status and potential labor supply, to help in wage negotiations and plant location planning, and to adjust labor costs in escalator clauses of long-term contracts.
3. Productivity data are made available to assess such important economic issues as the effect of wage changes on

costs and prices, the pace and impact of technological change, and the economy's potential for growth.

Funding and staff levels

BLS total funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$28.2	1,350
1972	37.3	1,340
1973	45.7	1,501

No breakdown is available for the pro rata shares devoted to BLS activities affecting meat production, marketing, and consumption.

Legislative authority

29 U.S.C. 1

Headquarters and field offices

Headquarters: Bureau of Labor Statistics
Department of Labor
441 G Street, NW.
Washington, D.C. 20212

Field offices: Atlanta, Georgia New York, New York
Boston, Massachusetts Philadelphia, Pennsyl-
Chicago, Illinois vania
Dallas, Texas San Francisco, Cali-
Kansas City, Missouri fornia

LABOR - ESA

DEPARTMENT OF LABOR

EMPLOYMENT STANDARDS ADMINISTRATION (ESA)

ESA enforces Federal minimum wage and overtime pay standards as they apply to employees engaged in interstate transportation or shipment of feed grain, livestock, and meat products; to employees engaged in the production of goods for interstate commerce; and to employees of a retail establishment--such as a grocery store, supermarket, and hotel or restaurant--with annual gross sales of \$250,000 or more, exclusive of certain excise taxes. The standards currently cover 3 percent of all farms and 48 percent of all farm employment.

Program affecting the system

Enforcement of Federal wage, hour, and employment discrimination laws

Responsibilities under this program

1. Insure that employers, including those in the livestock marketing system, meet minimum wage and overtime requirements.
2. Prevent unfair competition among employers based on wages and hours of employment.
3. Carry out informational and educational activities to help insure voluntary compliance and to inform employers of their responsibilities and employees of their rights.
4. Investigate establishments, discover violations, insure future compliance, and determine if employees are due back wages because of violations discovered. In recovering unpaid back wages, court proceedings may be instituted as needed.

Selected example of impact

Over the years, ESA has initiated court proceedings to obtain unpaid back wages from employers operating in the

livestock marketing system, including firms engaged in meat packing and wholesale and retail sale of meat.

Funding and staff levels

ESA total funding for enforcement of Federal wage, hour, and employment discrimination laws and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$26.1	1,445
1972	26.9	1,375
1973	27.3	1,341

The amount related to the livestock marketing system is estimated at less than 1 percent annually.

Legislative authority

Fair Labor Standards Act of 1938, as amended (29 U.S.C. 201)

Headquarters and field offices

Headquarters: Employment Standards Administration
Department of Labor
Washington, D.C. 20210

Field offices: Atlanta, Georgia New York, New York
Boston, Massachusetts Philadelphia, Pennsyl-
Chicago, Illinois vania
Dallas, Texas San Francisco, Cali-
Denver, Colorado fornia
Kansas City, Missouri Seattle, Washington

LABOR - OSHA

DEPARTMENT OF LABOR

OCCUPATIONAL SAFETY AND HEALTH
ADMINISTRATION (OSHA)

OSHA helps to insure safe and healthful working conditions for the Nation's work force, including those in the livestock marketing system.

Program affecting the system

Safety and health protection

Responsibilities under this program

Develop and enforce safety and health standards; encourage the States to play active parts in maintaining safe working conditions; and provide research, information, education, and training whenever requested or needed.

Selected examples of impact

1. In analyzing its programs to determine the possible effect upon meat prices, OSHA found that its programs did not significantly influence the costs incurred by cattlemen, feedlot operators, processors and packers, distributors, or retailers. Some minor cost influence may occur within the next several years in the meatpacking industry to improve safety standards for employees. OSHA's experience indicates that such costs are generally offset by reduction of lost time and workmen's compensation premiums.

2. OSHA developed a target industry program to concentrate on five industries with records of high incidence of occupational injuries. The five industries selected during the first year had injury frequency rates in 1970 above 33 per million man-hours worked. One of the industries selected was meat and meat products and covered establishments engaged in slaughtering, dressing, packing, freezing, and canning of meat to be sold or used in making other meat products. The injury frequency rate for this industry was 43.1 (1970) per million man hours worked. During fiscal year 1972, OSHA conducted 1,570 inspections in the meat and meat products category. In the first quarter

of fiscal year 1973, 869 inspections resulted in citations of 6 serious violations of standards and 932 nonserious violations. OSHA believes that its safety and health enforcement effort will not result in major changes in production methods and will not create cost or price changes in this industry.

Funding and staff levels

OSHA funding and the number of inspectors, in total and for its compliance activities, for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding</u>		<u>Positions</u>	
	<u>Total</u>	<u>Compliance activities</u>	<u>Total</u>	<u>Compliance activities</u>
	(millions)			
1971	\$15.2	\$ 6.1	970	633
1972	33.8	13.9	1,696	983
1973	68.7	23.7	1,693	1,183

No breakdown is available for the pro rata share devoted to activities affecting the livestock marketing system.

Legislative authority

Occupational Safety and Health Act of 1970 (29 U.S.C. 651)

Headquarters and field offices

Headquarters: Occupational Safety and Health Administration
 Department of Labor
 Washington, D.C. 20210

Field offices: OSHA's 49 area offices, 2 district offices, and 12 field stations are administered through 10 regional offices in:

Atlanta, Georgia Chicago, Illinois
 Boston, Massachusetts Dallas, Texas

LABOR - OSHA

Denver, Colorado

Kansas City, Missouri

New York, New York

Philadelphia, Pennsylvania

San Francisco, California

Seattle, Washington

DEPARTMENT OF STATEAGENCY FOR INTERNATIONAL DEVELOPMENT (AID)

AID funds research and technical assistance projects directed toward less developed countries' agricultural needs. The projects assist in developing and providing the technology required to meet livestock production goals. Assistance is designed to enable these countries to develop their own research and production capabilities. Training is an important component.

Disease and parasites limit U.S. livestock production by an estimated 11 percent; but lesser developed countries, faced with exotic diseases and less veterinary services, frequently lose 30 to 50 percent of potential livestock production. In countries where cattle have lived for centuries in relatively unfavorable environments, they have become adapted for survival, not productivity. These animals are relatively resistant to diseases, malnutrition, and drought but are slow maturing, have a low rate of reproduction (40 to 50 percent), and yield about one-sixth the amount of meat of U.S. animals.

Program affecting the system

Research and technical assistance projects

Responsibilities under this program

1. Find effective control systems against blood diseases that affect livestock; protect countries in proximity to the United States from encroachment by carriers of these diseases; and insure adequate protection of U.S. breeding stock destined for export. Sales of breeding animals from Texas alone could amount to \$10 million annually if animals could be effectively protected.

2. Research control of the tsetse fly, a carrier of a blood parasite disease, to reduce control costs over a fly-infested area of 4.5 million square miles in middle Africa and enable fly-infested areas to be reclaimed for livestock and other agriculture enterprise.

STATE - AID

3. Control and reduce vertebrate pest damage to crops rather than destroy pests on a wholesale basis, assess damages to determine levels of losses that merit intensive control procedures, and study the ecological and environmental factors related to pest damage in order to direct pest control systems at vulnerable points.

4. Expand and compare composition and analysis of tropical feeds and forages, insure balanced nutritional food intakes of indigenous materials in the tropics, enable eligible foreign meat exporters to take advantage of U.S. import quotas for better quality meat, and expand the availability of animal protein in deficit areas in less-developed countries.

Selected examples of impact

1. Babesiosis and theileriasis are related diseases, carried by ticks, which have a substantial adverse effect on livestock production. Although babesiosis was eradicated in the United States during the 1920s, tick-infested cattle have crossed the border from Mexico, and the ticks are found in 21 U.S. counties in the Gulf area. Control costs are substantial. Research on this group of diseases is making substantial progress.

2. Vampire bats, which transmit rabies to man and livestock, have been a serious problem in Latin America from northern Argentina to Mexico for years; and occasional rabid vampire bats have been observed in the southwestern United States. Vampire bats may transmit rabies to insectivorous bats which have an extensive range in the United States. Recent research under an agreement with the Department of the Interior resulted in a breakthrough in control of the vampire bat. A new chemical applied either directly to bats or through injection into cattle on which bats feed poisons the bats and has resulted in as much as 100-percent reduction in bat bites or nearly 100-percent reduction in bat populations. This control system may save cattlemen millions of dollars and may provide leads for controlling other vertebrate pests, such as rodents and birds.

Funding and staff levels

AID funding in the livestock area and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$1.0	28
1972	1.2	38
1973	1.5	33

Legislative authority

Foreign Assistance Act of 1961 (22 U.S.C. 2151)

Headquarters and field offices

Headquarters: Agency for International Development
 Department of State
 Washington, D.C. 20523

Field offices: All research activities performed for AID by U.S. universities or by participating agencies in less developed countries are linked to or channeled through AID missions or Embassies for collaboration in the research effort. Primary projects are located in:

Colombia	Philippines
Kenya	Tanzania
Mexico	

STATE - EB

DEPARTMENT OF STATE

BUREAU OF ECONOMIC AND BUSINESS AFFAIRS (EB)

EB negotiates agreements concerning trade in certain meats. This authority is exercised with the concurrence of the Secretary of Agriculture and the Special Representative for Trade Negotiations. It has been used in implementing U.S. policy relating to the Meat Import Act of 1964. EB activities affect the marketing function of the system insofar as it makes recommendations concerning U.S. meat import policy and assists USDA in carrying out its responsibilities under the Wholesome Meat Act of 1967.

Programs affecting the system

EB does not have specific programs relating to the system but it assists other agencies which administer meat import and foreign meat inspection programs.

Responsibilities under these programs

1. Participate with other agencies in determining U.S. policy and, at the President's request, negotiate international agreements concerning U.S. meat imports. Its role in foreign meat inspection is primarily that of improving communications between foreign and U.S. meat inspection officials.

2. Assist USDA in administering the provisions of the Wholesome Meat Act of 1967 relating to foreign meat inspection.

3. Support the work of other agencies interested in the world meat market by providing information on foreign market conditions and supply capabilities and on economic policies of foreign governments. Much of this is accomplished by U.S. overseas diplomatic missions staffed by U.S. Foreign Service officers and officials of other Government agencies.

Selected example of impact

When the President decided on June 26, 1972, to suspend all quantitative restrictions on meat imports, he asked the

Secretary of State to indicate to foreign suppliers his hope that imports entering the United States would be increased. EB convened a conference of representatives of all countries exporting meat to the United States and urged increased shipments. All countries responded favorably.

Funding and staff levels

The Food Policy Division of EB's Office of Food Policy and Programs has five positions whose salaries and estimated pro rata share of EB's miscellaneous expenses are about \$76,000 per year. An estimated 10 to 20 percent of the Division's man-hours are devoted to meat import and foreign meat inspection.

Legislative authority

Section 204 of the Agricultural Act of 1956, as amended
(7 U.S.C. 1854)

Headquarters and field offices

Headquarters: Bureau of Economic and Business Affairs
Department of State
Washington, D.C. 20520

Field offices: The Department does not have U.S. field offices but maintains diplomatic missions in countries around the world.

EPA

ENVIRONMENTAL PROTECTION AGENCY (EPA)

EPA helps to protect the environment by the systematic abatement and control of pollution through proper integration of a variety of research, monitoring, standard setting, and enforcement activities.

Most large grain elevators and animal feed mills are well controlled. A performance standard for air contaminant emissions is likely to have little, if any, impact on new large plants, but new small plants may experience some adverse economic impact in installing control equipment. Most control systems are moderately inexpensive, costing about 2 cents per bushel of grain for new elevators and about 90 cents per ton of feed processed in new feed mills.

The pesticide manufacturer's costs of collecting data to support registration of pesticides and petitions for tolerances could affect the ultimate cost of meat because some pesticides are used on meat-producing animals and forage products. Pesticides are also used in maintaining sanitation in meat packing plants. EPA believes that the pesticide-related costs do not represent a significant portion of the total cost of meat.

Programs affecting the system

Livestock feed

Grain elevator and feed mill performance standards for new plants

Responsibilities under these programs

1. Register pesticides and set tolerances for residues in food or feed products.
2. Compile information on grain elevators and feed mills.
3. Identify combinations of grain types and air pollution control equipment which affect emissions of air contaminants, tabulate costs for installing and maintaining

emission control equipment, and determine best systems for air emission control.

4. Develop standards of performance for atmospheric emission for new plants in the grain and feed industry.

Selected examples of impact

1. A sewage/sludge utilization pilot project in Chicago provides for recycling plant nutrients for the production of animal feeds. However, its location limits its impact to a small area and impact on U.S. meat production cost is not significant. There may be a potential to expand this project to other cities; if so, an impact on total soil fertility, and hence lower feed production cost, may be realized.

2. The University of California is studying improved use of dairy manures. Findings may be translatable to animal feedlots and may reduce meat production cost.

Funding and staff levels

Funding for fiscal year 1972 for EPA's Industrial Studies Branch of the Office of Air Quality Planning and Standards, which has several programs affecting the livestock marketing system, was \$1.7 million. The branch's budget request for fiscal year 1973 was \$1.8 million. The branch had 26 permanent positions in fiscal year 1972 and 29 positions were requested for fiscal year 1973.

Legislative authority

Clean Air Act, 1970, as amended (42 U.S.C. 1857)

Federal Environmental Pesticide Control Act, 1972 (7 U.S.C. 136)

Solid Waste Disposal Act, 1970, as amended (42 U.S.C. 3251)

EPA

Headquarters and field offices

Headquarters: Environmental Protection Agency
401 M Street SW.
Washington, D.C. 20460

Office of Air Quality Planning and
Standards
Research Triangle Park
Durham, North Carolina 27711

Field offices:	Atlanta, Georgia	Kansas City, Missouri
	Boston, Massachusetts	New York, New York
	Chicago, Illinois	Philadelphia, Penn-
	Dallas, Texas	sylvania
	Denver, Colorado	San Francisco,
	Seattle, Washington	California

FEDERAL MEDIATION AND CONCILIATION SERVICE (FMCS)

FMCS helps to prevent or minimize interruptions of the free flow of commerce, including the livestock marketing system, by assisting in settling labor disputes through conciliation and mediation.

Program affecting the system

Mediation and conciliation assistance

Responsibility under this program

Help employers and unions resolve contract negotiation disputes.

Selected example of impact

In 1969 a strike resulted from a dispute over attempts to negotiate a contract between packers and a union of meat cutters. FMCS was extensively involved in settlement both prior to and during the strike.

Funding and staff levels

FMCS funding and the related number of positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$ 9.7	436
1972	10.4	439
1973	10.7	441

Only a minor portion of the above funds and staff apply to livestock marketing system programs and activities.

Legislative authority

Labor Management Relations Act, 1947 (29 U.S.C. 141)

FMCS

Headquarters and field offices

Headquarters: Federal Mediation and Conciliation Service
Department of Labor Building
Washington, D.C. 20427

Field offices: FMCS has 78 field offices throughout the
United States and 7 regional offices in:

Atlanta, Georgia	Philadelphia, Penn-
Chicago, Illinois	sylvania
Cleveland, Ohio	San Francisco,
New York, New York,	California
St. Louis, Missouri	

FEDERAL TRADE COMMISSION (FTC)

FTC is charged with (1) preserving free competitive enterprise by helping to prevent and eliminate monopolistic practices and unfair methods of competition and (2) detecting and prescribing acts and practices which are unfair or deceptive to the consuming public.

Programs affecting the system

FTC does not administer any program concerned specifically with the system; however, its general programs of preventing unfair methods of competition and unfair or deceptive acts or practices in commerce can affect meat production, marketing, and consumption to the extent FTC focuses on that particular industry.

Responsibilities under these programs

1. Prevent (a) price discrimination, exclusive dealing, and corporate mergers when such practices or arrangements may substantially lessen competition or tend toward monopoly, (b) interlocking directorates under certain circumstances, (c) the payment or receipt of illegal brokerage fees, and (d) discrimination among competing customers in furnishing or paying for advertising or promotional services or facilities.

2. Regulate packaging and labeling of certain commodities to prevent consumer deception and facilitate value comparisons.

3. Supervise the registration and operation of associations of American exporters engaged solely in export trade.

4. Gather and make available to the Congress, the President, and the public factual data concerning economic and business conditions.

Selected example of impact

FTC's activities might affect meat production and marketing in a number of ways. For example, it might take

FTC

action to prevent the merger of companies in order not to allow diminution of existing competition or it might take action to prevent such unfair methods of competition as price fixing, boycotts, and other exclusionary tactics.

Funding and staff levels

FTC funding and the related number of permanent positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$22.5	1,325
1972	24.5	1,390
1973	27.1	1,482

Legislative authority

Federal Trade Commission Act (15 U.S.C. 41)

Clayton Act, 1914, as amended (15 U.S.C. 12)

Packers and Stockyards Act, 1921, as amended (7 U.S.C. 181)

Fair Packaging and Labeling Act (15 U.S.C. 1451)

Headquarters and field offices

Headquarters: Federal Trade Commission
6th and Pennsylvania Avenue, NW.
Washington, D.C. 20580

Field offices: FTC has 12 field stations and 12 regional offices. The regional offices are in:

Atlanta, Georgia	Los Angeles, California
Boston, Massachusetts	New Orleans, Louisiana
Chicago, Illinois	New York, New York
Cleveland, Ohio	San Francisco, California
Dallas, Texas	Seattle, Washington
Kansas City, Missouri	Washington, D.C.

INTERSTATE COMMERCE COMMISSION (ICC)

ICC regulates, in the public interest, transportation related to interstate and foreign commerce within the United States. Its jurisdiction over the transportation rates and services necessary for moving grains, meat, and packing house products directly affects the marketing of these products.

Programs affecting the system

ICC does not administer any program concerned specifically with the system; however, it has full jurisdiction over the rail transportation of livestock, livestock feeds, and livestock products and limited jurisdiction over the highway transportation of these products.

Responsibilities under these programs

1. Rule upon (1) controversies concerning rates charged by carriers and their effect upon shippers and receivers of freight, (2) applications for mergers, consolidations, and acquisitions of control, and (3) the sale of carriers and the related issuance of securities. Prescribe accounting principles, award reparations when improper rates have been charged, and administer laws relating to railroad reorganizations under the bankruptcy laws.

2. Prevent unlawful discrimination, destructive competition, and rebating.

3. Grant the rights to operate to trucking companies, bus lines, freight forwarders, water carriers, and transportation brokers. Approve applications to construct and abandon lines of railroads.

4. Require the equitable use, control, supply, movement, distribution, exchange, and return of railroad equipment as it is shifted among the various carriers making up the Nation's railroad system.

ICC

Selected examples of impact

1. Meat production, distribution, and consumption patterns are a direct outgrowth of supportive transportation. A change of a fraction of a cent per bushel in the cost for transporting livestock feed grain can effectively influence the location and competitive posture of livestock production regions. Similar minute changes in the transportation charges on meat and packing house products influence the competitive domestic and foreign markets these commodities will serve. Consumption, the end result of the entire process, thus becomes inherently tied to transportation availability, and the heart of this transportation is regulated by the ICC.

2. Over the past few years, there has been a shift in the transportation of livestock from railroad to highway carriers to the extent that large stockyard facilities, such as those in Chicago, have been phased out in favor of a dispersal system that is more closely keyed to the Nation's highway network. Because of transportation availability, packinghouse operations, which had been concentrated, have evolved into a nationwide system in which the sites are now closer to their markets. At the same time, technological advances, which have permitted low-cost shipments of grain to new regions, have resulted in the evolution of new livestock production regions that did not exist a few years ago.

Funding and staff levels

ICC total funding and the related number of positions for fiscal years 1971, 1972, and 1973 (estimated) are:

<u>Fiscal year</u>	<u>Funding (millions)</u>	<u>Positions</u>
1971	\$28.4	1,730
1972	30.6	1,676
1973	33.1	1,750

Although a precise breakdown was not available for the proportion of ICC activities affecting meat production and marketing, ICC estimated that the resources devoted to this

area ranged from about 1 to 5 percent annually, depending upon the contested issues.

Legislative authority

Interstate Commerce Act, as amended (49 U.S.C. 1)

Agricultural Adjustment Act of 1938, as amended (7 U.S.C. 1281)

Agricultural Marketing Act of 1946, as amended (7 U.S.C. 1621)

Packers and Stockyards Act, 1921, as amended (7 U.S.C. 181)

Headquarters and field offices

Headquarters: Interstate Commerce Commission
12th and Constitution Avenue, NW.
Washington, D.C. 20423

Field offices: ICC's 78 field offices are administered through 6 regional offices in:

Atlanta, Georgia	Fort Worth, Texas
Boston, Massachusetts	Philadelphia, Pennsylvania
Chicago, Illinois	San Francisco, California

APPENDIX I

MAJOR PUBLIC SERVICE ACTIVITIES OF THE FEDERAL AGENCIES WHICH AFFECT THE LIVESTOCK MARKETING SYSTEM

Agency	Public services providing								
	Research	Land management	Market news and data	Grading	Farm stabilization Price support and surplus removal	Export promotion	Commodity distribution	Negotiations of services, wages, trade agreements	Legal assistance and enforcement (note a)
Department of Agriculture:									
Agricultural Marketing Service	AMS		AMS	AMS	AMS	AMS		AMS	AMS
Agricultural Research Service	ARS								
Agricultural Stabilization and Conservation Service/Commodity Credit Corporation					ASCS/CCC	CCC			
Cooperative State Research Service	CSRS								
Economic Research Service	ERS		ERS						
Export Marketing Service						EMS			
Farmer Cooperative Service	FCS		FCS						
Food and Nutrition Service							FNS		
Foreign Agricultural Service			FAS			FAS		FAS	
Forest Service	FS	FS							
Packers and Stockyards Administration									PSA
Soil Conservation Service	SCS	SCS							
Statistical Reporting Service			SRS						
Department of Commerce:									
Bureau of the Census			Census						
Department of Defense:									
Defense Supply Agency							DSA		
Department of Health, Education, and Welfare:									
Food and Drug Administration	FDA								
Department of the Interior:									
Bureau of Land Management	BLM	BLM							
Department of Justice:									
Antitrust Division									Antitrust Division
Civil Division									Civil Division
Criminal Division									Criminal Division
Department of Labor:									
Bureau of Labor Statistics			BLS						
Employment Standards Administration			ESA						ESA
Occupational Safety and Health Administration	OSHA		OSHA						
Department of State:									
Agency for International Development	AID								
Bureau of Economic and Business Affairs			EB			EB		EB	
Environmental Protection Agency	EPA		EPA						
Federal Mediation and Conciliation Service								FMCS	
Federal Trade Commission			FTC						
Interstate Commerce Commission									LCC

^a Includes participation in regulatory hearings, investigation of activities, and initiation of legal actions.

APPENDIX II

MAJOR REGULATORY ACTIVITIES OF FEDERAL AGENCIES WHICH AFFECT THE LIVESTOCK MARKETING SYSTEM

<u>Agency</u>	<u>Regulations regarding</u>				
	<u>Disease and pest control</u>	<u>Pesticides and additives</u>	<u>Meat inspection</u>	<u>Labeling and other standards</u>	<u>Trade practices</u>
Department of Agriculture:					
Agricultural Marketing Service				AMS	AMS
Animal and Plant Health Inspection Service	APHIS	APHIS	APHIS	APHIS	
Commodity Exchange Authority					CEA
Packers and Stockyards Administration					PSA
Department of Health, Education, and Welfare:					
Food and Drug Administration		FDA	FDA	FDA	
Department of Labor:					
Employment Standards Administration				ESA	
Occupational Safety and Health Administration				OSHA	
Environmental Protection Agency		EPA		EPA	
Federal Trade Commission				FTC	FTC
Interstate Commerce Commission					ICC

APPENDIX III

LIST OF SELECTED FEDERAL AGENCY
PUBLICATIONS RELATED TO THE LIVESTOCK
MARKETING SYSTEM

DEPARTMENT OF AGRICULTURE

USDA Meat Acceptance Service Guide to Grading,
Stamping, Marketing and Packaging. MB-47, Agricultural
Marketing Service, 1970.

The Market News Service on Livestock, Meat, and Wool.
MB-50, Agricultural Marketing Service, 1971.

Trading in Live Beef Cattle Futures, Commodity Exchange
Authority, May 1970.

Annual Summary of Commodity Futures Statistics on
Futures Trading in Commodities Regulated Under the
Commodity Exchange Act, 1970-71, Commodity Exchange
Authority, Statistical Bulletin No. 516, March 1972.

Farm-Retail Spreads for Food Products. Misc. Pub. No.
741, Economic Research Service, Revised January 1972.

Recent Trends in Price Spreads for Beef and Pork. ERS-
491, Economic Research Service, August 1971.

Changes in Food Wholesaling. ERS-482, Economic
Research Service, May 1971.

The Barter Export Program. Export Marketing Service,
May 1970.

CCC Export Credit Sales Program. Export Marketing
Service, October 1971.

The Nation's Range Resources--A Forest-Range
Environmental Study. Forest Resource Report No. 19,
Forest Service, 1972.

Range Ecosystem Research - The Challenge of Change.
Agriculture Information Bulletin No. 346, Forest
Service, 1970.

Grazing Fees on National Forest Range - Past History
and Present Policy. Critical Issue Report No. 3,
Forest Service, 1969.

Forest-Range Environmental Production Analytical
System. Agricultural Handbook 430, Forest Service,
1972.

Veal-Calf Production and Marketing in the Northeast,
Service Report 131, Farmer Cooperative Service, 1973.

Livestock Industry Trends--Implications for
Cooperatives, Information No. 92, Farmer Cooperative
Service, 1973.

Cattle. Statistical Reporting Service, February 1973.
(Issued annually.)

Livestock Slaughter. Statistical Reporting Service.
(Issued monthly.)

Hogs and Pigs. Statistical Reporting Service. (Issued
quarterly for some States.)

Pork Marketing Report--A Team Study. USDA, 1972.

The Economics of Farm Products Transportation. MRR.
843, USDA, 1969.

OTHER DEPARTMENTS AND AGENCIES

Census of Agriculture. Volume I - Area Reports, 1969 .
Census of Agriculture, and Volume II - U.S. Summary,
1969 Census of Agriculture. Bureau of the Census,
Department of Commerce.

Economic Report on the Influence of Market Structure on
the Profit Performance of Food Manufacturing Companies.
Federal Trade Commission, 1969.

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Agricultural Employment Under the Fair Labor Standards Act. WH Publication No. 1288, Department of Labor, March 1972.

Exemptions Related to Agriculture Under the Fair Labor Standards Act. WH Publication No. 1315, Department of Labor, May 1972.

Retail and Service Establishments Under the Fair Labor Standards Act. WH Publication No. 1308, Department of Labor, January 1973.

Consumer Price Index. Bureau of Labor Statistics, Department of Labor. (Issued monthly.)

Industry Wage Survey: Meat Products. Bulletin No. 1677, Bureau of Labor Statistics, Department of Labor, January 1969.

Principles of Rest-Recreation, Grazing and Multiple-Use Land Management. Department of the Interior, 1970.