

THE ROLE OF FARMER-ELECTED COMMITTEES
IN THE ADMINISTRATION OF
THE UNITED STATES DEPARTMENT OF AGRICULTURE PROGRAMS

by

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Submitted to
Dr. Russell W. Maddox Jr.
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Unique in the hierarchy of bureaucratic organizations is the role of the farmer-elected committees of the Agricultural Stabilization and Conservation Service of the United States Department of Agriculture.

The federal farm programs are formalized by the Congress. The Secretary of Agriculture is charged with the responsibility of administering these programs. However, Congress has also enacted legislation that gives the ultimate administrative authority on a county level to a committee elected by farmers themselves.

This committee of three, known currently as the Agricultural Stabilization and Conservation County Committee, plays an important role in the process of:

- 1) Supervision of County Office operations
- 2) Adjudication of cases under the Committee jurisdiction
- 3) Advice to State and National offices
- 4) Popularization of specialized information.

The supervision of County Office operation includes hiring the Office Manager and approving the selection of other staff members. None of these are Civil Service positions.

The following simplified graph explains this peculiar organization:

President	Congress
Secretary of Agriculture	
Administrator ASCS	Office of Inspector General
USDA Divisions	Audit functions all levels
Area Offices (5)	
Area Director	
State ASCS Committee	
Executive Director	
Farmer Fieldman (5 in Oregon)	
	County Farmers
	Community Committee
	County ASC Committee
	Office Manager
	Staff (1)

To understand this deviation from accepted administrative practices, we need to look briefly at the conditions that spawned both the programs and the policies.

The farmer committee system developed as a unique variant of the democratic processes in a critical period of American history. Depression in the agricultural sector

(1) See Appendix, Page 1-2, for formal structural chart.

contributed to the Great Depression of the late 1920's and early 1930's. As a result of agricultural depression at home and abroad, depression in the other segments of the economy was accelerated and intensified. This period of national crisis wrought a profound and far-reaching political and economic impact on American agriculture and farmers.

Murray Thompson, writing of the period said: "As prices declined, farmers increased their production even more in an attempt to maintain their income. They succeeded only in lowering farm prices further. Farmers produced surpluses to sell at whatever prices were offered. By 1932, cotton had dropped to about six cents a pound, hogs to four cents a pound, wheat to thirty-eight cents a bushel, and corn to thirty-two cents a bushel. Gross farm income dropped from nearly 18 billion dollars in 1919 to little more than 6 billion dollars in 1932. Net farm income also dropped --- from 9 billion dollars in 1920 to 2.5 billion dollars in 1932." (2)

Perhaps the tenor of the times is even more graphically portrayed by the actions of farmers in conservative Iowa. Armed farmers prevented courts from foreclosing mortgages and conducting sales. In LaMar over five hundred

(2) Murray Thompson, "The Search for Parity", Yearbook of Agriculture, U.S. Department of Agriculture, 1962, p.544

were involved in pulling the judge from the bench and physically abusing him. Governor Clyde L. Herring placed a half dozen counties under martial law. The Iowa countryside was the scene of army trucks loaded with soldiers pushing through the spring mud to seek out and arrest farmers. (3)

A crisis did not exist in agriculture alone. Banks failed, factories closed, and bread lines formed. With this background it was essential that farm legislation be formulated and enacted with the greatest possible speed.

The assembling by Secretary of Agriculture Henry A. Wallace of staff and advisors, both orthodox and unorthodox, the power struggles, the formulating of programs is a fascinating chapter in our history. From this period emerged many famous names: Abe Fortas, Adlai Stevenson, Rex Tugwell, George Peek, Jerome N. Frank, M. L. Wilson, Harold Ware, Alger Hiss, Nathaniel Weyl, Paul Appleby and many others.

Of all these men, M. L. Wilson, an Agriculture Economist, is probably the most germane to our discussion.

(3) Schlesinger, Arthur M. Jr., The Coming of the New Deal, Houghtan Mifflan Co., Boston, 1959, pgs. 42-43

He had homesteaded in Montana, and was the first County agent and the first County Agent Leader in the State. He then headed the Department of Agricultural Economics at Montana State. He also held staff positions on the Federal Bureau of Agriculture Economics and served in an advisory capacity during both the Hoover and Roosevelt administrations. (4)

The farm bill, known as the Agricultural Adjustment Act, was passed on May 12, 1933. It was truly an omnibus bill, providing many approaches intended to improve conditions. In fact, the act was so broad that little change was made for over twenty-five years and most parts are operative today. Included in the bill was authority for the Secretary of Agriculture to provide production controls on specified commodities and authorizing payments to cooperating farmers including price support loans on commodities, land retirement and other features.

Although many considered these provisions revolutionary they were by no means new. Government loans on storable grains to prevent price collapse had been advocated for over 50 years. M. L. Wilson and others had advocated production controls by means of allotments since at least

(4) M. L. Wilson - "Economist, Philosopher and Man of Action," by Edward J. Bell, Jr.
Unpublished paper presented at the annual meeting
AAEA - Bozoman, Montana, August 20, 1968

1925 and had presented formalized programs in 1929.

"The Act authorized the Secretary of Agriculture to establish for the more effective administration of these functions 'State and local committees, or associations of producers and to permit cooperative associations of producers, when in his judgement, they are qualified to do so, to act as agents of their members and patrons in connection with the distribution of rental or benefit Payments.'" (5)

There are several reasons the Secretary was authorized to use local groups in the administration of these programs. Of great importance was M. L. Wilson, who is credited with conceiving the idea. Mr. Wilson insisted at every turn the need for local control and grass roots democracy.

The time element was of great importance. By the time the bill was enacted and program decisions made, forty million acres of cotton had already been planted. The carry over from previous years was such that not even a single stalk was needed. The price was down to five cents a pound and prospects for a bumper crop boded even further depression.

(5) Review of the Farmer Committee System, Report of the Study Committee: U.S. Government, Wash. D.C., Nov. 28, 1962: part II, pg.3

The AAA Department in Washington, a confusion of desks, phones, and people, was in no position to undertake the administration, nor could people be found and trained in time.

To be successful, the programs, being voluntary, had to be accepted. To achieve the goals, living crops (and later, pigs) had to be destroyed. To not plant is repugnant enough to people tied to the soil, but to destroy that which is growing or living is extremely difficult. To apply the programs at the individual farm level involved determinations of acres planted and average yields. From this information would come individual farm allotments.

Mr. Wilson continued to advocate the necessity for local control. He stated that a nucleus of trained leadership existed. Virtually every county was served by a County Agent. Give these agents the authority to organize local group, he pleaded. Who was more knowledgeable about these things than local farm leaders? Who could generate more enthusiasm and trust than a man's own neighbors? What could be more democratic than this grass roots administration? (6)

(6) Schlesinger, Arthur M. Jr: The Coming of the New Deal:
Houghton Mifflin Co., Boston, 1959:

Despite opposition and because there was no feasible alternative, the plan of M. L. Wilson was adopted.

The production associations were organized by commodities. Thus, there were several in each county. Benton County had one for wheat and one for Corn-Hogs. (7) Since the majority of corn was marketed through hogs, these two products functioned together. Later associations were for tobacco, cotton, and peanuts.

A farmer became a member of the association upon signing to participate in the program. The association members in each locale or community elected a committee to represent them. These committees then met to elect a Board of Directors to function for the county as a whole. The County Agent was secretary for the association.

The County Committees were given guidance and supervision by State Committees. In the early stages of the program these State Committees were organized by the State Extension Director. Later they were appointed by the Secretary of Agriculture and an attempt was made to have them representative of the various phases of agriculture.

(7) Annual Reports of the County Agents - 1933-1934
Available at Benton County Extension Office

The departmental staff in Washington computed from official records the allotments for each state and county, and thus fixed the amount of the commodity for which adjustment payments would be made. It was the job of the County Committees to divide the fixed county allotments and payments fairly among the individual producers in proportion to their past production.

Communication between Washington, State Committees, and County Committees was good. Procedures and regulations issued were often based on proposals from the County Committees. Public meetings were common with benefits to departmental personnel and the producers.

The Agriculture Adjustment Act of 1933 was the basis for the start of the committee system, but other acts were of historic importance. The Soil Conservation and Domestic Allotment Act of 1936 and the Agricultural Adjustment Act of 1938.

The former act authorized the Secretary of Agriculture to utilize the county and community committees of agricultural producers and the Agricultural Extension Service or other approved agencies in carrying out pertinent sections of the act. This act also added soil conservation as a function. This action was prompted by the severe dust bowl conditions of the previous years. The act also provided for a single committee to serve all production groups in the county.

In the Agricultural Adjustment Act of 1938, Congress for the first time, required the use of elected farmer committees. It directed the Secretary to use local and State committees in handling of the agricultural conservation, acreage allotment and marketing quota programs. The Act required the Secretary to designate local administrative areas as units for administration of the authorized programs, and provided that no local area should include more than one county or parts of different counties. It prescribed such things as the general method of electing local and county committees, the number of committeeman to serve, and the composition and method of appointment of State farmer committees. (8)

The provisions of this act still govern the election of and the duties of the committee. There have been refinements in election procedures, limitations on the terms served, and age limitation. Now, there are methods to insure representation of minority groups, but essentially the system has been unchanged for thirty-five years.

In operation each county is divided into communities. Benton County has five. These follow geographic divisions. In many states a community is a township. The farmers in

(8) For pertinent parts of Act - see Appendix, pg.3

each community elect a committee of three and two alternates. These community committees then meet as delegates to the county convention and elect the County Committee.

The County Committee is charged with the responsibility of maintaining the county office, employing an office manager, establishing policies, making the many decisions needed to administer the various programs, and disseminating information about the programs.

The role of the committee has changed with changing conditions. During World War II, the name of the committee was changed from Agricultural Adjustment to Production and Marketing Committee. The role changed from that of production curtailment to production increases. The committees functioned as defense boards to assist in rationing farm machinery and supplies, leading scrap metal drives, supplying information to Selective Service Boards, and in many other wartime activities. This type of activity was apparent also during the Korean conflict.

Today there are important functions assigned to the committees and office staff in emergency planning for both natural and man-caused disasters.

In 1953, there was a reorganization of the Department of Agriculture. As a result, the name was again changed, this time to Agricultural Stabilization and Conservation Service.

The magnitude of the operations under the committee system may be pictured by the facts that the programs cost more than those of any other civilian agency, that most of the nation's 3.2 million farmers will have some contact with the office, and that the annual expenditures, including commodity loans, total more than two billion dollars. (9)

Some specific duties of the committees are:

Production Adjustment - Determination of the size of individual farm allotments each year. Much of this process, once established, is routine, however, there are requests from new growers, changes in operations and other factors that call for individual determinations each year.

Establishment of farm normal yields. This calls for establishing yields for each farm with an allotment. These yields established must weigh back to a designated county average. Many individual determinations and adjustments must be made, and appeals heard in order to set each farm at its proper relationship to all others. Benton County has 360 wheat farms, 44 corn farms and 246 barley farms.

Conservation Programs - The county and community committees, with assistance from agency representatives,

(9) See appendix, pg. 4,5

select practices and establish cost share rates to help meet the conservation needs of the county. The county committee approves or disapproves requests for assistance under this program. At times there have been emergency practices as a result of floods or other disasters that are administered by the committee. Benton County averages about \$50,000 in cost share payments each year.

Price Support - The price support activities call for determination of the eligibility of individual producers, establishing specifications for eligible storage structures, determining the volume percentage for which loans can be made, and the disposition of the grain when the commodity is turned over in lieu of payment.

There are also programs for loans for construction of storage bins, and in some areas, operation of government owned bins. In our area these activities are quite limited. However, in strictly grain producing areas this is a sizable responsibility.

The committees of some counties also have duties in administering the sugar program. Included are duties concerning fair labor practices as well as technical acreage determination.

Land Retirement Programs - Both annual and long term programs are important office functions. Included are

determinations of eligibility, establishing productivity indexes, and useage of the land during retirement. At its peak Benton County had 186 Conservation Reserve Contracts covering nearly 12,000 acres for an annual payment of nearly \$200,000.

Under the Wool Incentive Program virtually every sales document for wool and unshorn lambs is turned in to the county offices for processing.

The determination of whether or not the individual farmers have complied with the program has been a major responsibility. Until recent years the acreages of all concerned commodities had to be measured. Now, in most cases, the farmer certifies his acreage, and actual measurements are done on only a percentage basis for control purposes.

The county offices have also conducted referendums to determine if allotments should be in force. The feed grain and wheat programs are voluntary at the present time, but referendums are still held for cotton, tobacco, peanuts, and rice.

The administrative policies of this bureau have evolved in much the same manner as other public institutions. At first, there was a strong legislative type of administration. The county committees actually functioned as administrators, too. They spent much time in the

office and, with clerical help, did the day by day work. The community committeemen actually contacted each farmer in the county. They explained programs, conducted sign-ups, and verified compliance.

Later, a system of neutral competency arose. Head clerks were employed for routine daily operations and the committee functions tended to move to those of policy and decision making.

During the fifties emerged a strong executive-type system. Office managers, classification systems, fringe benefits, and other items associated with career or civil service emerged. Now we can fairly equate the office manager and the committee relationship to that of the school superintendent and the school board, or the city manager-council type of administration.

A system of internal controls has developed within the Department of Agriculture. The Office of Inspector General is charged with the auditing of all levels, including the county offices. The audit not only reviews moneyed items, but also checks to see if proper procedures have been followed. The judgement decisions of the county committees are reviewed to determine if they follow the intent of Congress and the guidelines established by procedure. The auditors may also check the farmers to determine the validity of items submitted by them.

Much has been written about the conditions in the economy that begat this system of administration. Congressmen have placed pages of glowing accounts of the committee system's accomplishments in the Congressional Record, but the only published analysis of the system is the Review of the Committee System, a Report of the Study Committee, published in 1962.

This special study committee was appointed by Secretary Freeman and charged with the responsibility of reviewing the farmer committee system in depth and presenting their findings and recommendations. The committee consisted of two former Secretaries of Agriculture, three professors of Political Science, representatives of the National Grange and the Farm Bureau, an official of the Staple Cotton Cooperative Association, The Editor of Hoard's Dairyman, and the chairman of the National Agricultural Advisory Commission. (10)

This committee was provided with a staff and was given free rein to pursue its objectives. Through means of both personal interviews and mailed questionnaires, they contacted individuals at all levels. They also contacted State Agricultural Directors and other key agricultural leaders who are involved with farm problems.

(10) See Appendix , pg. 6

After completing the study their conclusions were:

"The farmer committee method of administering farm programs is sound... It is the opinion of this Study Committee that community, county, and State committees should be continued, and that their competence for administration should be more firmly secured...Notwithstanding this general conclusion, the Committee believes that there are weaknesses in the present system and that several constructive changes should be made in the Agricultural Stabilization and Conservation Service (ASCS) to strengthen the administration of farm programs."

The recommendations of the study group dealt with the election procedures and terms of office of the committeemen. They expressed concern about the low number of votes in many areas, recommended rotation system with one county committeeman elected each year for a three year term instead of all three being elected each year, and recommended age limits and limits to the number of terms a farmer may serve in order to help insure a young active committee.

The Committee expressed concern about the political partisanship appointments in some areas. They expressed the opinion that office managers, farmer fieldmen, and State Executive Directors be considered as career service.

The Committee also expressed the opinion that the volume and detail of instructions from Washington was too great and that the committees should have more discretionary authority.

Many of these recommendations to correct weaknesses in the system have been carried out.

However, the report was not unanimous; there were also minority reports included.

Charles F. Brannon, former Secretary of Agriculture, objected to lack of normal employee-employer relationships between the Secretary of Agriculture and the county committees and office managers. This objection was based on the study committee's survey finding that twenty-seven percent of the committeemen were not in sympathy with part or all of the programs they administered. (11)

Morton Grodzins, Professor of Political Science at the University of Chicago, also objected to the continuation of this system. Included in his objections was an observation that this system was less than an ideal example of grass roots democracy because of the extremely low percentage of the eligible farmers who voted for the committeemen. In fact, fewer than twenty-three percent

(11) Review of the Farmer Committee System, Report of the Study Committee: U.S. Government, Wash. D.C., Nov. 28, 1962: part II, pg. 46,46A,46B,46C.

voted in 1961. Mr. Grodzins also referred to the survey which indicated that twentyseven percent of the committeemen were not in sympathy with administrative approaches, believing that the office managers should be directly responsible to the Secretary of Agriculture. Mr. Grodzins minimized the role of the committees as salemen for the programs. He stated that the four billion dollars involved in 1962 spoke louder than the committees.

Mr. Grodzins suggested an alternate administrative agent. He noted that rural local governments, with few exceptions, are by common consent the nation's most deficient governments. The ASCS offices in many counties overshadow the county government and compete for skilled personnel.

Mr. Grodzins suggests that a system be worked out whereby local governmental units administer the farm programs. He suggests that in this way one strong rural administration would develop instead of two weak ones. (12)

In answer to these minority views, we could point to the percentages of people who vote in school and other local elections. This is a valid criticism that seems to apply to most areas of the democratic process.

(12) Review of the Farmer Committee System, Report of the Study Committee: U.S. Government, Wash. D.C., Nov. 28, 1962: part II, pg. 46D,E,F,G,H,I

Recently at a state conference of ASCS County Committees and Office Managers a panel discussion was presented by three county committee chairmen. The topic was the role of the county committees. Each presented beliefs and philosophies in an individual manner.

Some of their statements were:

It is the job of the office manager and state office staff to know the regulations and guidelines and to inform us. It is our job to hear the unusual cases that don't quite fit and to make judgement decisions. We must also listen carefully to those who think they have been discriminated against. It is the committee's job to inform each one of both the advantages and the disadvantages of program participation. It is the committee's responsibility to inform the state committee of ways to improve and simplify the programs. In problem cases the committee must assume the farmer innocent until evidence indicates otherwise. The biggest worry is that we treat each person the same.

Other thoughts were in regard to conservation and our duty to those in the future. They believed that the ASCS was founded on the basis of cooperation and that by cooperating the welfare of all could be bettered both now and in the future. Mention was made of the committees' need for harmony and of their delicate role in discharging their responsibilities to individuals and

to the public.

During a question and answer period, I pointed out the survey figures that indicated twenty-seven percent were not in favor of the programs and asked the question: "What effect does personal beliefs have on program administration?"

The immediate response from the three panelists was that their responsibility was to administer the programs as written. Their own beliefs were not a factor. One panelist stated that a few years ago he would have opposed the programs as he had preferred "rugged individualism." Now, in our complicated society we must work together to solve our problems. He felt that the ASCS is a democratic way to achieve necessary ends.

In my personal experiences, I have worked with committeemen with less than total enthusiasm. In fact, one member who served for eight years, advocates complete elimination of these activities. However this person stated that "since we have them, let's achieve the most possible with the greatest efficiency that we can." I have nothing but respect for the fairness and wisdom he displayed as a committeeman.

Developing rural leadership is a major goal of the education programs of the Cooperative Extension Service. The role of the ASCS committeeman has both brought out

and developed leaders who benefit not only this activity but other aspects of our rural society. In fact, in Oregon, from a start in the committee system, people have become not only locally, but state and nationally prominent.

We have only alluded to the quasi-judicial functions of the county committee. As in any other contract, when the farmer signs to participate in a program, both he and the Department of Agriculture have contracted to do defined acts. As in other walks of life, it is inevitable that a small minority fail to abide by the agreement, or, in some manner, the formalized procedure will not be followed. It is the responsibility of the committee to listen to the facts and to determine if the regulations were willfully violated or if failure to conform was for reasons beyond the individual's control, to determine if his action impairs the intent of Congress, or if the intent is carried out even though procedures have not been followed.

Under the land retirement programs, the area designated may not be harvested or grazed. In Benton County, during the past twelve years, eight cases of livestock being grazed on the area have been found. The committee must decide, as in one case, if the statement that the hunter left the gate open is true or if the farmer were

negligent. Sometimes there is failure to meet a deadline on specified action. There are many factors that can result in the necessity for a quasi-judicial ruling. Often considerable sums of money are involved. The farmer is not at the mercy of the committee, as he has recourse to an appeal to the State Committee and the Deputy Administrator in Washington. He may also appeal a case through the regular court system.

These quasi-judicial determinations frequently help to prevent justice being thwarted as a result of formalized procedures.

The Secretary of Agriculture has the authority to remove a committee and administer the program through the State Office if the committee fails to perform its duties. There are no readily available statistics concerning either malfeasance in office or the failure of a committee to discharge its duties. From many conversations with long-time employees of the department at both the state and national levels, I could only find five remembered instances of county committee breakdown of serious nature. One incident occurred in Montana when the committee didn't agree with barley acreages and yields allotted them and refused to act. In one county in South Dakota there was an incident concerning the

moving of the county office that wound up being reminiscent of some of our early day courthouse location struggles. The other cases involved actual misuse of funds. The study committee examined the reports of these incidences and concluded. "After making these examinations and investigations, and after reviewing the record of the elected farmer committee system for the last thirty years, the Study Committee concluded that this system had a record which was singularly free from fraudulent and unethical practices." (13)

In this review of the Agricultural Stabilization and Conservation Service, we can see that it is a bureaucracy as defined by our classwork and reading. Its rationale is to provide a means to promote stabilization of production and prices and to assist in conserving and improving our resources.

There is hierarchy of command. There is present in this hierarchy a unique variation by the insertion of the committee system. However, there are definitions of authority and lines of command. A manageable span of control is maintained by the division of the Department of Agriculture into sections, the United States into areas,

(13) Review of the Farmer Committee System, Report of the Study Committee: U.S. Government, Wash. D.C., Nov 28, 1962: part III, pg. 5.

State Committees and offices, farmer fieldmen districts, and the county offices.

The legal framework is defined by laws enacted by Congress.

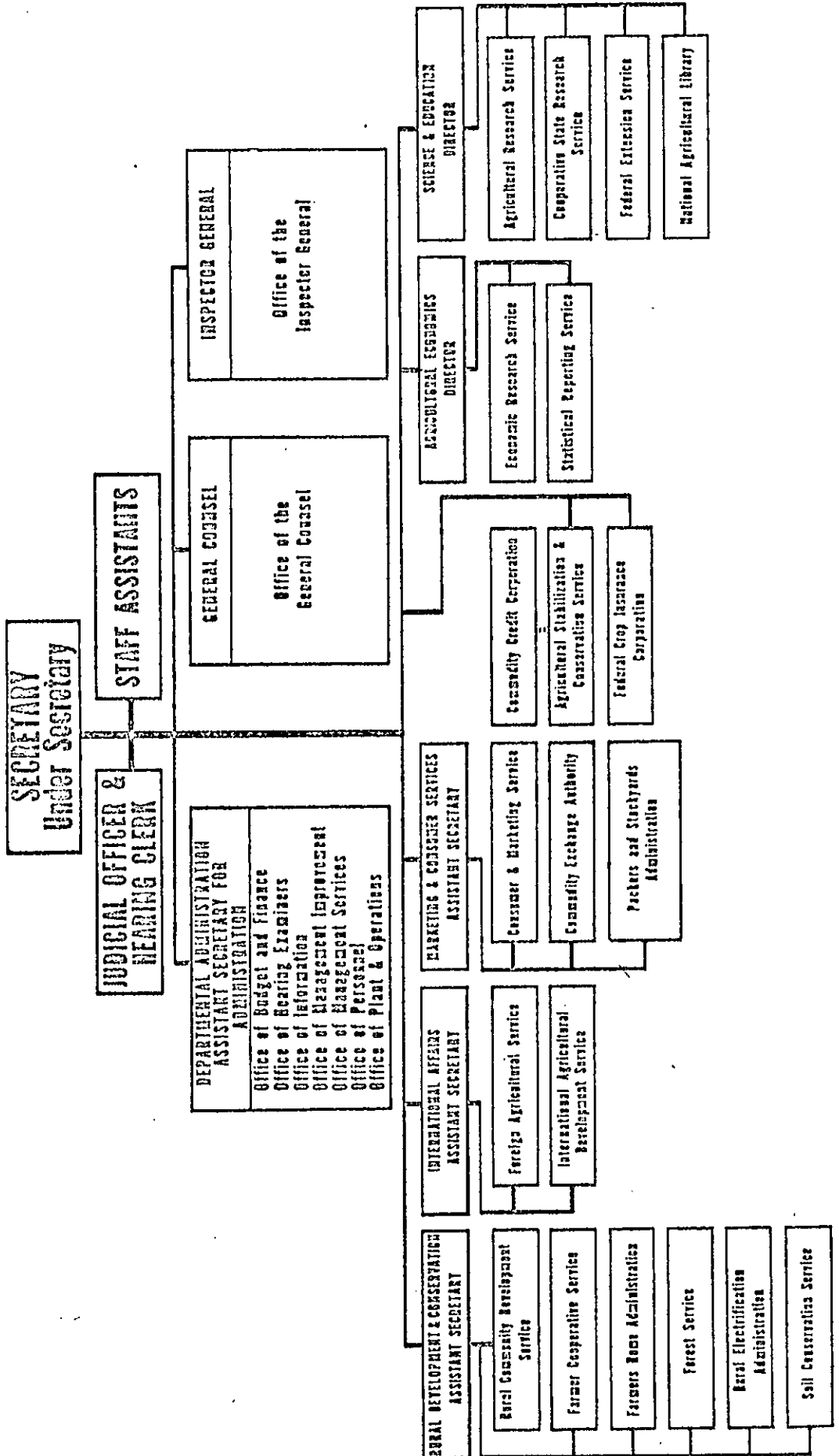
There is a role of specialization. This is found at every level. The functions of line and staff are clearly defined.

The value system consists of the daily pay of a moderate sum, currently twentythree dollars, to committeemen when actually employed. The county office staff has a classification system and fringe benefits comparable to Civil Service employees. The majority of state, area, and Washington staffs are classified Civil Service employees. The key Washington personnel, the state committees, State Executive Director, and farmer fieldmen are unclassified and are appointed by the Secretary of Agriculture. There is an ever-increasing tendency to regard the State Executive Director and farmer fieldmen as career specialists.

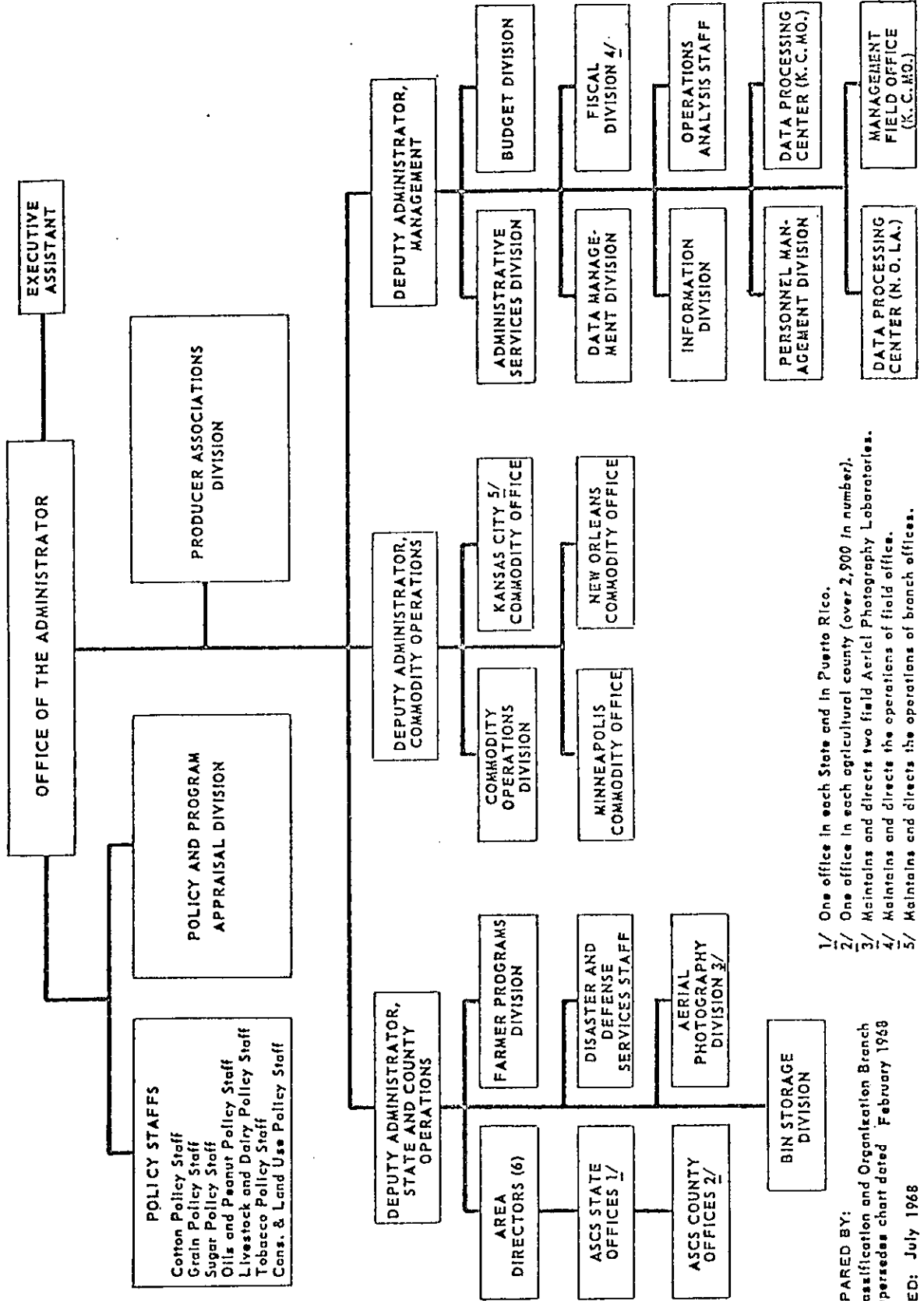
We have defined public administration as the coordination of individual and group effort to carry out public policy. It includes the study, shaping, and carrying out of public policy. The farmer-elected committees perform a unique role in the administration of public agricultural policies.

July 1, 1967

UNITED STATES DEPARTMENT OF AGRICULTURE



U. S. Department of Agriculture
AGRICULTURAL STABILIZATION AND CONSERVATION SERVICE



- 1/ One office in each State and in Puerto Rico.
- 2/ One office in each agricultural county (over 2,900 in number).
- 3/ Maintains and directs two field Aerial Photography Laboratories.
- 4/ Maintains and directs the operations of field office.
- 5/ Maintains and directs the operations of branch offices.

PREPARED BY:
Classification and Organization Branch
Supersedes chart dated February 1968
DATED: July 1968

2

The pertinent passage from the Act is printed below:

In carrying out the provisions of this section. . . the Secretary is directed to utilize the services of local and State committees selected as hereinafter provided. The Secretary shall designate local administrative areas as units for administration of programs under this section. No such local area shall include more than one county or parts of different counties. Farmers within any such local administrative area, and participating or cooperating in programs administered within such area, shall elect annually from among their number a local committee of not more than three members for such area and shall also elect annually from among their number a delegate to a county convention for the election of a county committee. The delegates from the various local areas in the county shall, in a county convention, elect, annually, the county committee for the county which shall consist of three members who are farmers in the county. The local committee shall elect a secretary and may utilize the county agricultural extension agent for such purpose. The county committee shall select a secretary who may be the county agricultural extension agent. If such county agricultural extension agent shall not have been elected secretary of such committee, he shall be ex officio a member of the county committee. The county agricultural extension agent shall not have the power to vote. In any county in which there is only one local committee the local committee shall also be the county committee. In each State there shall be a State committee for the State composed of not less than three or more than five farmers who are legal residents of the State and who are appointed by the Secretary. The State director of the Agricultural Extension Service shall be ex officio a member of such State committee. The ex officio members of the county and State committees shall be in addition to the number of members of such committees hereinbefore specified. The Secretary shall make such regulations as are necessary relating to the selection and exercise of the functions of the respective committees, and to the administration, through such committees, of such programs.

NOV 5 1968

USDA BUDGET OUTLAYS: F.Y. 1967, 1968 & 1969 ESTIMATES

0.1

Programs which clearly provide benefits to consumers, businessmen and the general public:

1967	1968 Estimated	1969 Estimated
- - - - -millions - - - - -		

Programs having foreign relations and defense aspects:

Sales of agricultural commodities for foreign currencies and for dollars on credit terms (Title I, P.L. 480)	\$1,070	\$ 890	\$1,002
Commodities and other costs in connection with donations abroad (Title II, P.L. 480)	381	425	442
Transfer of bartered materials to supplemental stockpile (net)	24	24	---
Donations of dairy products to armed services and others	---	1	1
Other	-2	-1	-2
Total	1,473	1,339	1,443

Food distribution programs (domestic):

Commodities distributed to the needy and others	282	424	448
Food stamp program	114	178	238
School lunch program	208	220	246
Special milk program	96	102	102
Total	700	924	1,034

(Continued--Below)

PIP/REV. F-131/10-68
DISCARD REV. F-131/3-

REA and FHA repayable loans:

REA loans	412	471	550
Repayments of principal and interest	-274	-296	-301
FHA loans	-15	-103	-7
Salaries and expenses for loan programs	69	78	77
Total	192	150	319

Long-range programs for the improvement of agricultural and natural resources:

Forestry	198	217	185
Agricultural and forestry research	247	263	281
Plant and animal disease and pest control	77	87	89
Soil and water resource protection and development:			
Agricultural conservation program	257	257	244
All other	255	277	275
Cooperative agricultural extension work	92	90	97
Inspection of commodities and other mktg. services	85	100	111
Other	81	97	99
Total	1,292	1,388	1,381
Total	3,657	3,801	4,177

(OVER for Farm Program)

4

Other Programs which are predominantly for
stabilization of farm income, but which
also benefit others:

	1967	1968 Estimated	1969 Estimated
	- - - - - millions - - - - -		
CCC price-support and related programs:			
CCC loan, purchase, export, related programs	\$-1,317	\$ -240	\$ -485
Storage, handling, transportation expenses	261	121	139
Interest expense (net)	302	304	276
Feed grains, acreage diversion payments	542	634	790
Wheat, acreage diversion payments	27	-----	-----
Cotton, acreage diversion payments	303	254	115
Feed grains, price-support payments	799	326	625
Cotton, price-support payments	489	611	640
Wheat certificate program	276	346	360
Cotton equalization payments	20	-----	-----
National Wool Act program	33	61	60
Total	<u>1,735</u>	<u>2,417</u>	<u>2,520</u>
Cropland adjustment program - payments	44	80	82
Conservation reserve program	141	123	110
Federal Crop Insurance program (net)	-6	15	1
Sugar Act program	82	86	87
Salaries and expenses for above programs	175	183	190
Total	<u>2,171</u>	<u>2,904</u>	<u>2,990</u>
(Percentage of Grand Total below)	(37.25%)	(43.31%)	(41.71%)
<u>GRAND TOTAL</u>	<u>5,828</u>	<u>6,705</u>	<u>7,167</u>

includes trust funds and reflects receipts in accordance with Budget concepts used in the 1969 Budget.) B&FR-2788

UNITED STATES DEPARTMENT OF AGRICULTURE

Washington, June 27, 1962

Farm, Public Administration Experts to Evaluate Farmer Committee System:

Secretary of Agriculture Orville L. Freeman today announced appointment of an eight-man committee of farm and public administration experts to study and evaluate the farmer committee system which administers farm programs at State and local levels.

Six of the appointees are members of the National Agricultural Advisory Commission and two are political scientists. Two members are former Secretaries of Agriculture.

The Secretary designated A. Lars Nelson, Master of the Washington State Grange, as chairman of the study committee.

Other members include:

Claude R. Wickard, Secretary of Agriculture from 1940 to 1945, who now farms near Camden, Ind.

Charles F. Brannan, Secretary of Agriculture from 1948 to 1953, an attorney who lives in Denver, Colo., and is General Counsel to the National Farmers Union.

Charles Hyneman, Professor of Government at Indiana University and President of the American Political Science Association.

Morton Grodzins, Professor of Political Science at the University of Chicago. He has served as a consultant to the Hoover Commission in 1948 and President's Commission on National Goals in 1960.

William D. Knox, Editor of Hoard's Dairyman and operator of a dairy farm near Fort Atkinson, Wis.

Charles R. Sayre, Greenwood, Miss., President and General Manager of the Staple Cotton Cooperative Association.

Douglas R. Stanfield, Executive Vice President of the Ohio Farm Bureau.

The study committee has appointed Joseph Hajda, Professor of Political Science at Kansas State University, as the full-time staff assistant to the committee.

Harry B. Caldwell, Chairman of the NAAC and former Master of the North Carolina State Grange, will serve as an ex-officio member of the committee.

The Secretary said he had appointed the committee to evaluate the effectiveness of farm program administration through the farmer committee system.

He noted that since the farmer committees were first established during the early 1930's that many changes had been made in their organization and administrative responsibilities as farm programs and policies developed.

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