

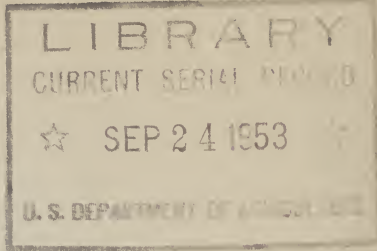
## Historic, archived document

Do not assume content reflects current scientific knowledge, policies, or practices



Received  
1, 972  
A 2 A n 72

U. S. Department of Agriculture  
Bureau of Animal Industry



Annual Report on Management Improvement

August 22, 1951

Part I. Management Improvement

During the fiscal year ending June 30, 1951, a number of management improvements were undertaken by the Bureau of Animal Industry. The most significant of these undertakings, and results obtained, are identified below.

Cooperative field trials and experiments have been expanded in several States to determine more definitely the usefulness of the ABR or Milk Ring Test in locating herds of cattle infected with brucellosis. This test, previously tried on a limited basis in one State, consists of testing a composite sample of milk from each herd. If current efforts result in perfecting and standardizing the test, it will prove of great value to our brucellosis control and eradication program by modifying, and in the case of dairy herds probably eliminating, the current requirement that agglutination tests be made of the blood of each individual animal and thereby increasing substantially the volume of brucellosis testing done without a proportionate increase in personnel.

An agreement has been made with one cooperating State whereby practicing veterinarians are employed part-time to perform official brucellosis tests and are compensated on a fee or per head basis. This action has resulted in a worthwhile increase in the volume of testing done in this State and at a lesser unit cost than has been possible previously.

For quite a number of years the Bureau has been unsuccessful in continuing efforts to recruit and maintain a sufficient number of veterinarians to meet more than the very minimum needs of its veterinary-using programs. This situation is principally due to the materially increased and yet unsatisfied nationwide demand for veterinarians, together with our inability to offer salaries comparable with those available on the outside and with earnings available from the private practice of veterinary medicine. The most productive of efforts taken to alleviate this situation was continuation in fiscal year 1951 of the veterinary trainee program under which undergraduate students of veterinary institutions are employed during the summer months. During the period of its operation, this program has made it possible to increase substantially



## 2-BAI-Part I

the volume of work done during the normal peak season and has brought more of each year's graduating veterinarians to accept Bureau employment than had been experienced in many years previously.

During the year we undertook a supervisor development program designed to provide, through systematic, specialized training, the best possible replacements available for an unusually large number of officials in charge and other key personnel who will be lost to our service by retirement and otherwise within the next few years. This will be done primarily through the assignment of carefully selected employees to serve as trainee understudies of officials in charge for periods of from ten months to two years.

In March 1950, action which had been initiated approximately 18 months earlier to improve the effectiveness of the patrol along the Mexican-United States border, which has as its purpose prevention of the entrance of prohibited animals and other products which might be the means of introducing foot-and-mouth disease into this country, was completed, resulting in a reduction of the force by 92 employees. When instituted in early 1947, this patrol was carried on by horsemen riding distances of from seven to ten miles from and to their camps. Such patrol required a large number of employees and the upkeep of their horses. A study of the entire border was made to determine the feasibility in open country of carrying on the patrol with the use of jeeps. Operation of jeep patrols in comparison with the maintenance of adequate horse patrols permitted realignment of camps in many areas, extension of the length of the patrol for individual riders, and an annual saving of a considerable sum of money through the reduction in the number of riders and the elimination of horse hire in instances where horses were replaced by jeeps.

Due to the progress made in operation of the foot-and-mouth disease eradication program in Mexico, we undertook in late 1950 to make a gradual reduction in the number of border patrol employees. This has been accomplished principally by extending and alternating patrols, particularly in areas where adequate fences had been constructed along the border, and in other areas where the livestock population on each side of the border was relatively small. During the period from July 1950 to June 30, 1951, the border patrol personnel have been reduced from a total of 541 to 440 employees, a reduction of 101, without marked lowering of the efficiency of patrol operations.



### 3-BAI-Part I

The Federal meat inspection program consists of a large, far-flung field organization which services more than 1,000 meat packing plants located in nearly 400 cities and towns. The field organization consists of 150 stations, each headed by an inspector in charge. The effectiveness of the program depends on each inspector in charge functioning in his full range of responsibility which is to apply established policies at his station. He must operate with a high degree of autonomy because the inspection is integrated so intimately into the production of each packing plant that problems must be resolved promptly so that the inspection may function effectively with a minimum of interference with the production of meat. To the extent that management by these inspectors in charge of the meat inspection program in their area is efficient, effective, and with full regard for established meat inspection policies, the public will receive the protection it is entitled to under the law and the industry will keep in compliance with a minimum of interference with production. For several years an important part of our management improvement program has been focused on accomplishment of this objective. Each inspector in charge has been furnished with complete instructions concerning policies and procedures and these are kept current by amendments and memorandums of instructions which are issued from time to time. They receive assistance and review from area directors who work out of the central office in Washington and are, therefore, in the best possible position to inform the inspector in charge concerning the national policy and review his performance. Courses of training are conducted with groups of from 12 to 15 inspectors in charge which not only expose them to instruction but give them an opportunity to discuss their problems with each other.

Considerable progress has been made as evidenced in reports made by area directors of their on-the-spot review of the functioning of each inspector in charge under their supervision, and expressions received from the industry concerning the application of the program in the meat packing plants. Inspectors in charge have a full realization of their responsibilities and have acquired techniques through courses of instruction and area director contact that permit them to fully discharge their responsibilities. A gratifying example of progress in this connection is our recent experience in the handling of emergency conditions by our Kansas City and Topeka meat inspection stations arising out of recent floods in that area. The inspectors in charge of both stations immediately accepted their responsibilities to meet the problems arising out of the flood emergency and promptly reorganized their stations to give the public the maximum amount of protection. In both cases they made a very commendable record for themselves and



#### 4-BAI-Part I

the Meat Inspection Service, and this was made possible only because they accepted responsibility to act decisively and made full use of their authority to adapt their organization to radically new and difficult conditions.

Considerable attention has been given to improving the techniques of supervisors with reference, particularly, to employee relations. The organization of each supervisor or inspector in charge is scattered out at locations in meat packing plants frequently widely separated from each other. Since the effective functioning of each employee under such circumstances depends considerably on his loyalty and morale, the importance of the employee relations aspect of supervisory techniques assumes considerable significance. Advances in this field are difficult to evaluate. There are indications, however difficult of evaluation, that progress is being made in this direction.

During the past year the materials furnished inspectors to guide them in recognizing and applying meat inspection requirements at meat packing plants have been enlarged by the inclusion of an inspectors' manual. We have already received many expressions of the usefulness of this manual and it is believed that it will not only improve the inspector's functioning but aid in the management of each local program by enabling the inspector in charge to identify responsibilities of inspectors in connection with their assignments.

A changeover from manual tabulating to mechanical tabulating of production reports has now been completed and is meeting all of our expectations. Additional progress has been made in substituting IBM forms for reporting forms in the field. A notable accomplishment in this connection is the substitution of one IBM form for 13 previously used in connection with the exporting of meats. An extension of the use of the IBM system to filing of approved labels is well under way and shows considerable promise. In fact, members of the industry who have heard of this development are watching it with considerable interest as it may be adapted to some of their work.

Our brucellosis eradication program represents one of the major areas in which improvements are greatly needed in order that the Bureau may more nearly meet the increasing demands of herd owners and cooperating States for assistance in combating this disease, which causes serious economic losses annually, and is conservatively estimated as affecting 3.1% of the total cattle population of this country. If the results promised by the actions described



## 5-BAI-Part I

in this report are obtained, the likelihood of ultimate eradication of brucellosis will be greatly increased.

It has been recognized that a close integration of each field office and station with the Washington office is essential to accomplish the objective of an effective job of management at the field level. In certain of our activities this has been, or is being accomplished more rapidly and satisfactorily than in others, but it still represents one of the areas in which improvements are needed. The problem is one of major importance, it being essential that the closest possible relationship be maintained between the field and Washington offices so that our organization as a whole may be kept constantly and properly informed concerning national policy and requirements and that the maximum of desirable uniformity be achieved in the conduct of our various programs.

Conduct of the Bureau's various programs requires the use of a fleet of approximately 800 automobiles. With replacements being greatly limited, it becomes more important than ever that we give increased attention to the matter of maintaining these automobiles in satisfactory operating condition so as to extend their useful life to the maximum that is practicable. Inasmuch as the automobiles are widely scattered throughout the country and in the large majority of cases are used almost exclusively in rural areas, the problem of assuring their proper and yet economical maintenance is made more complicated than would otherwise be the case. It is believed, however, that minimum requirements can be met during the current fiscal year by providing for the periodic inspection and testing of the automobiles and by requiring regular lubrication, oil changes and proper repairs.

The Bureau owns real property and buildings having an estimated value of 8 million dollars. We have not heretofore had an adequate maintenance program with result that much of this property is in need of repair and rehabilitation. In order to prevent the situation from becoming more acute, to prevent the making of unnecessary and/or uneconomical repairs and to maintain the properties in accordance with good business practices, we contemplate the establishment of an effective program of real estate and property management. Under this program we plan to survey representative properties, establish standards for maintenance and repairs, and to make periodic inspections to assure that a satisfactory maintenance program is carried out.



## Part II. Conservation and Utilization of Manpower

1. Almost without exception, programs administered by the Bureau of Animal Industry are long-established and in general are of such nature as to be subject to only infrequent and essentially minor changes in scope and substance. The Bureau thus has the advantages accruing from experience and relative stability of functions and organization on which to draw in administering its activities. These two factors in combination with the demonstrated ability of operating officials at all levels to apply their program and organizational knowledges in a practical way to the job to be done, which is assured through regular inspection and evaluation, from the national office of program requirements at the work locations in light of over-all needs, constitute the principal criteria on which the Bureau bases its program plans, including estimates of its budgetary and staffing requirements. Inasmuch as these programs are quite varied in nature and requirements and are carried on at many locations throughout the United States and possessions, and in some foreign countries, they do not, from the standpoint of economy and practicality, lend themselves to evaluation by such formal systems of work measurement as are applicable in mass or assembly-line and routine operations. In its service and housekeeping units, appropriate staffing guides and ratios are used to limit staff to that number of employees required to accomplish work to be done.

2. For quite a number of years the Bureau has been unsuccessful in continuing efforts to recruit and maintain a sufficient number of veterinarians to meet more than the very minimum needs of its veterinary-using programs. This situation is principally attributable to the materially increased and yet unsatisfied nationwide demand for veterinarians, together with our inability to offer salaries comparable with those available on the outside and with earnings available from the private practice of veterinary medicine. In this situation the necessity for so organizing our force of veterinarians, which comprises roughly one-fourth of our regular personnel, as to assure the fullest and most effective utilization of the professional knowledges and abilities of each man is readily apparent. Wherever possible, veterinary assignments are combined and extended to provide for necessary coverage of this work. Furthermore, the practice of using trained lay personnel in assignments in which the service of veterinarians would be highly desirable but not absolutely essential is used extensively. Finally, with demands upon our veterinary programs increasing, continuing and close scrutiny is given to the relative need for these employees at each location in order that needs may be met according to priority.



## 2-BAI-Part II

Throughout the Bureau continuing attention is given to the conservation and effective utilization of manpower through improved organization, procedures and methods. Illustrative of this is the project system through which research plans and objectives are controlled and coordinated, responsibilities assigned, and project requirements established. The system provides considerable assurance of proper and effective use of manpower assigned in research projects since the over-all requirements of each such project are determined prior to its inauguration. In these as well as other activities, reviews carried on as a part of program direction serve to emphasize the need for proper utilization of the personnel. As result of these reviews, details, reassignments, and transfers of personnel are regularly brought about to achieve maximum production from available manpower.

Within the past two years or so, we have undertaken the simplification of our recording and reporting systems. In one area alone this action, consisting of a changeover from manual to mechanical tabulating of production reports, eliminated a staff of lower-grade clerical employees, add the problems inherent in attempting to maintain adequate staff and production in a routine monotonous operation, at annual savings of \$15,000, and made currently needed information more readily available than had been possible previously. Additional progress has been made in substituting IBM forms for reporting forms heretofore used in the field. A notable accomplishment in this connection is the substitution of one IBM form for 13 previously used in connection with the exporting of meats. An extension of the use of the IBM system to filing of approved labels used in establishments operating under Federal meat inspection supervision is well under way and shows considerable promise.

During the year continuing attention was given to strengthening supervision at all levels in the organization, this being done principally through continuation of a formal supervisory training and operations program which stresses work planning and organization, supervisory techniques, employee-supervisor relations, the use of performance requirements as a basis of evaluating employee performance and technical program requirements. Several on-the-job training guides designed to bring about more systematic training of employees in general and specific requirements of their work, and thus to bring them into earlier and more effective production, have been provided field offices. Reports concerning their use indicate them to be serving their purposes most satisfactorily. These materials have been supplemented in the Meat



### 3-BAI-Part II

Inspection Service by an Inspector's Manual, which should not only improve each inspector's functioning but also aid in management of the local program at each station by enabling the inspector in charge more clearly to identify responsibilities and requirements of his inspection force.

Incentive awards programs, including the employee suggestion system, efficiency awards program, honor awards, etc., are actively carried on and participated in with material benefits being obtained in the form of simplified procedures and methods, monetary savings and improved morale.

The nature of supervisory reviews and inspections of work progress varies between programs of the Bureau. In research activities, these need not be made with the same frequency as in the so-called action programs, and necessary coordination and supervision are achieved through review and evaluation of reports, research papers, etc., and occasional on-the-spot visits. In other activities, review and inspection must be and are carried out almost entirely by personal visits of supervisors to the work locations.

In July of this year a thorough-going review was made of authorities and responsibilities delegated and charged to officials in charge of Divisions, field offices, stations and laboratories, with the purposes of assuring that each such official has (1) that authority consistent with sound management to permit effective conduct of his work under normal conditions, and (2) such additional authority as is necessary to enable him to function independently if required to do so by an emergency of national consequence. This review brought about delegation to officials in charge of authorities previously not made and action to delegate additional authorities is currently pending.

Under our Management Improvement Plan each Division of the Bureau is required to make a semi-annual review of its operations, and on the basis of this review, to identify improvement needs, schedule and undertake action to meet its needs, and to report results obtained.

Officials in charge in all activities have been informed of the necessity for conserving the Bureau's manpower and are required to report any situation arising in which a surplus or temporary lack of need for employees is anticipated. If the situation creates a surplus, the number and grades of employees affected is reported by air mail or telegram and immediate action taken to eliminate the surplus by reassignment, transfer to other



#### 4-DAI-Part II

agencies, or separation. An example of this functioning is found in recent experience in the handling by our Kansas City and Topeka meat inspection stations of emergency conditions arising out of recent floods in that area. The inspectors in charge of both stations immediately accepted their responsibilities to meet the problems arising out of the flood emergency and promptly reorganized their stations to give the public the maximum amount of protection. In both cases they made a very commendable record for themselves and the Bureau, and this was made possible only because they accepted responsibility to act decisively and made full use of their authority to adapt their organization to radically new and difficult conditions.

The Bureau's position-classification policy requires officials in charge to report promptly any substantial non-temporary change in duties of any employee(s), thus enabling prompt classification review and adjustments to be made. While full responsibility for compliance with this policy rests with officials in charge, such compliance is insured through systematic and regular audits of positions, on-the-spot, and by correspondence.

Personnel records, etc., of the Bureau have been adapted to conform to the "Personnel Records Package System" prescribed by the U. S. Civil Service Commission and, in addition, procedures concerned with all phases of our personnel activities have been and are being simplified as rapidly as staff and time permit. More specifically, information and instructions pertaining to those personnel functions with which they are concerned have been issued to field offices.

Reference has been made earlier to measures employed to assure conservation and maximum utilization of our veterinary and research personnel. With our programs centering around the work of these two groups and with them being the categories of personnel for which we consistently have the greatest need, the necessity of economizing in and making the fullest use of other classes of employees is evident. As an illustration of the operation of this policy, the work at many field locations has been so organized as to enable the use under a single supervision of the same force of employees to carry out the work of two or more projects differing materially in the nature and performance requirements. Further, in the conduct of organization surveys and position audits, and as well as in our personnel placement work, emphasis is given to identifying the experience and skills requirements of positions to assure the most effective possible placement and utilization of personnel.