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**ANNUAL REPORT TO CONGRESS 1979**

### AUTHORITY:

The United States Grain Standards Act (USGSA), as amended, specifies in Section 17B(a) that the Administrator shall submit a report on December 1 of each year to the Committee on Agriculture of the House of Representatives and the Committee on Agriculture, Nutrition, and Forestry of the Senate regarding the effectiveness of the official inspection and weighing systems under this Act for the prior fiscal year.

Section 17B(c) of the Act requires the Administrator to submit a summary of complaints received (and the resolution thereof) by the Department of Agriculture during the prior fiscal year from foreign purchasers and prospective purchasers of United States grain and other foreign purchasers interested in the trade of grain.

The summary required by Section 17B(c) is submitted as a part of the report required by Section 17B(a).

### MISSION:

To promote, protect, and facilitate domestic and foreign commerce of U.S. grain and related commodities in the interests of producers, merchandisers, warehousemen, processors, consumers, and the nation by: (1) establishing official U.S. standards for quality and for weighing and equipment accuracy; (2) establishing the uniform procedures for application thereof by official inspection and weighing personnel; (3) establishing national official inspection and weighing systems; and (4) certifying and communicating the official quality and weights.



**UNITED STATES  
DEPARTMENT OF  
AGRICULTURE**

**FEDERAL GRAIN  
INSPECTION  
SERVICE**

**WASHINGTON,  
D.C.  
20250**

LETTER TO CONGRESS FROM THE ADMINISTRATOR

Copies Sent To:

Honorable Thomas S. Foley  
Chairman, Committee on Agriculture  
House of Representatives  
Washington, D.C. 20515

Honorable Herman E. Talmadge  
Chairman, Committee on Agriculture,  
Nutrition, and Forestry  
United States Senate  
Washington, D.C. 20510

Dear Mr. Chairman:

It is my privilege to present the Federal Grain Inspection Service's Annual Report to Congress 1979. The Agency made substantial progress during FY 1979 in the further development of its ongoing program, in overcoming the program constraints described in the two previous Annual Reports, and in overcoming the program constraints arising during FY 1979.

Our 1977 and 1978 Annual Reports to Congress described the activities developed and implemented, including the problems encountered in implementing these activities. This report describes the actions taken to improve the performance of the activities implemented during FY 1977 and 1978.

During FY 1979, the Agency directed its resources toward initiating management actions and placing into operation the fundamental systems needed by any organization to effectively and efficiently manage its resources. The following examples highlight the Agency's efforts to improve overall program performance:

1. An Operations Staff was developed and made operational to assist the Assistant Deputy Administrator for field operations, to coordinate field activities, and assure the uniform application of Agency directives and policies at the field level.
2. Management and coordination of Headquarters staff work (i.e., developing and writing Agency regulations, directives, and policies) were centralized under the Assistant Deputy Administrator for staff operations.
3. Responsibility for the coordination and revision of the Agency's directives system and public participation activities was centralized within an Issuance and Coordination Staff. A system for tracking the intra-Agency and public review of proposed directives and standards, and revisions thereof, was established. Updated sets of program directives are being established in each field office and official agency.
4. The Agency Safety Staff was assigned to the Office of the Administrator. This was done to emphasize the importance of the safety activities and to make them more responsive to meet Agency needs.
5. FGIS weighing and inspection fees were reduced as a result of the lower than anticipated costs of providing these services.
6. An industrial engineering activity was initiated to develop FGIS and official agency work measurement and performance standards. Through this activity, FGIS and official agency personnel performance standards and revised staffing requirements will be developed.
7. The Agency's first union contract was signed with the National Council of Federal Grain Inspection Locals, an affiliate of the Association of Federal Government Employees, in September 1979.
8. The Agency regional office system was strengthened by the delegation of selected personnel and budget functions to regional offices.
9. The Agency initiated an internal evaluation process. Each year, it is planned that three organizational units will be evaluated. This process began with the evaluation of Headquarters divisions and staffs. The evaluations focus on two areas -- performance evaluation and functional evaluation of each organizational unit.

10. A study of the performance of the interior market grain inspection and weighing systems was completed. This study was required by the Act and was reported to Congress and the Comptroller General's Office in two phases -- May and September 1979, respectively.

My visits to field inspection and weighing locations, particularly during the latter half of FY 1979, revealed a noticeable improvement in the confidence and technical and managerial competence exhibited by FGIS employees. Overall, the morale of our field staff has materially improved. I believe these improvements can be attributed, at least in part, to the following:

1. The regional office system has become more effective and timely in responding to the problems, concerns, and needs of FGIS employees, official agencies, and the grain industry;
2. The time required for Headquarters to respond to regional problems and requests for information has been shortened;
3. Communication channels between Headquarters and field operations have been clarified, resulting in consistent answers to operational problems;
4. Field personnel have been included routinely in the review of proposed directives;
5. Regional and field office personnel have increased their emphasis on effective communications with official agencies and grain industry personnel;
6. Periodic onsite visits by FGIS review teams to review FGIS field office and official agency operations have resulted in increased management awareness and closer adherence to technical directives;
7. Increased emphasis has been placed on the formal and on-the-job technical training of field personnel;
8. Special attention has been placed on the selection of outstanding and qualified field personnel for details and permanent positions within regional offices and Headquarters;
9. A system for utilizing field personnel on circuit review and international monitoring teams has been instituted to enhance overall program knowledge and uniformity; and

10. Improved communications linkages, in the form of management consultations, between regional directors and their respective field office supervisors and between regional directors and Headquarters managers, have increased overall program knowledge and promoted program uniformity and consistency among all regions and field offices.

FGIS did not make any legislative recommendations in this report. Future recommendations will be made through normal Departmental channels. At this time, we feel the potential of the present official grain inspection and weighing systems has not been sufficiently developed to adequately assess the need for major modifications. This does not imply that problems with design and operation do not exist. Also, I do not want to leave the impression that we have resolved all the problems described in our two previous Annual Reports. As we further develop our management and staff capabilities, problems being addressed include:

1. While the Agency has been able to reduce the overall attrition rate of new FGIS field personnel from about 30 to about 20 percent, the attrition rates for agricultural commodity aids and clerks remain unacceptably high.
2. The Agency has not been successful in reducing to acceptable levels the amount of FGIS employee overtime at certain export locations, despite an increased effort to utilize other than full-time employees.
3. The Agency has not been able to recruit and train enough personnel to meet requirements at both export and interior field offices.
4. The Agency has not yet developed and staffed its interior field offices sufficiently for the effective supervision of the official State and private agencies that provide official inspection and weighing services.
5. The Agency is well aware that the quality of its weighing services has not reached its full potential. This was a new function that had to be implemented within a limited timeframe with personnel having limited training. An insufficient number of qualified weighing personnel continues to be a constraint.
6. The rulemaking process for implementing the new regulations has involved extensive public review and comment. Consequently, the implementation of the regulations (and thus of FGIS activities like registration, recordkeeping, and inventory monitoring) has been delayed until FY 1980.

In addition to the problems cited above, FGIS continues to work with segments of the grain industry that voice dissatisfaction with the cost of official inspection and weighing, the need for official weighing of inbound grain at export elevators, the overregulation of the grain industry, and the rigid interpretation of official U.S. grain standards by FGIS.

I feel our Agency can overcome these and other problems with cooperation from the grain industry and with the dedication of the FGIS staff and of the State and private official agencies comprising the official grain inspection and weighing systems. The Agency will continue to work with the grain industry in an effort to resolve concerns without compromising Congressional intent when amending the Act in 1976 and 1977. Also, FGIS will continue to monitor and evaluate the performance of its own program and coordinate these efforts with those of the Department's Office of the Inspector General and the General Accounting Office.

We appreciate the interest Congress continues to show in our program. We will continue in our endeavor to meet the high standards of performance Congress set forth in the U.S. Grain Standards Act, as amended.

Sincerely,

A handwritten signature in cursive script that reads "L. E. Bartelt".

L. E. Bartelt  
Administrator

FEDERAL GRAIN INSPECTION SERVICE  
ANNUAL REPORT TO CONGRESS 1979

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## ORGANIZATIONAL OVERVIEW

The Federal Grain Inspection Service (FGIS) is a service and regulatory Agency that administers and enforces the U.S. Grain Standards Act (USGSA), as amended (hereafter referred to as the Act). The Act requires the establishment of U.S. grade standards and a national inspection and weighing system for grain, requires that certain grain be inspected and weighed under the Act, prohibits deceptive practices and criminal acts with respect to the inspection and weighing of grain, and provides penalties for violations.

In administering and enforcing the Act, as amended, FGIS:

- Establishes official grade standards, based on grading factors, and other official criteria for measuring and describing grain quality.
- Establishes methods and procedures and approves equipment for the official inspection and weighing of grain.<sup>1/</sup>
- Authorizes (delegates) qualified State agencies to inspect and weigh grain under the Act at certain export port locations<sup>2/</sup> and authorizes (designates) qualified State and private agencies to inspect and weigh grain under the Act at interior locations.<sup>3/</sup>

1/ Official Inspection. The determination and the certification by inspection personnel, of the kind, class, quality, and/or condition of the grain in the official U.S. standards for grain; or the condition of carriers for the transportation of grain insofar as it may affect the quality or condition of grain; or other facts relating to grain under other criteria approved by the Administrator of FGIS.

Official Weighing. The determination and certification by official inspection personnel of the quantity of a lot of grain under standards provided for in the USGSA.

2/ Export Port Location. A commonly recognized port of export in the United States, as determined by the Administrator of FGIS, from which grain produced in the United States is shipped to any place outside the United States.

3/ Interior Location. A point in the interior of the United States, other than at export port locations, where official inspection and/or weighing is provided for the interstate or intrastate marketing of grain or from which grain is exported directly to any place outside the United States.

- Approves qualified elevator employees to operate in approved weighing facilities under FGIS supervision.
- Provides official inspection and weighing services at certain export port locations in the Atlantic, Great Lakes, Gulf, and Pacific Coast States, and official inspection at certain port locations in Canada on U.S. grain being exported through Canada.
- Provides appeal inspection<sup>4/</sup> services in the United States, and at certain export port locations in Canada on U.S. grain being exported through Canada.
- Supervises and monitors the official inspection and weighing of grain by official State and private agencies under the Act.
- Investigates and recommends action to the U.S. Department of Agriculture's (USDA) Office of Inspector General (OIG), regarding apparent violations of the provisions of the Act.

FGIS also administers and enforces the Agricultural Marketing Act (AMA) of 1946 with respect to the establishment of grade standards and the providing of national inspection and weighing systems for rice, pulses, hops, hay, and straw and providing of national inspection and weighing systems for flour, salad oil, and other processed grain products.

The FGIS inspection and weighing program (field operations) is managed, directed, coordinated, and monitored by the Assistant Deputy Administrator for Program Operations (Field) and the Directors of the five regional offices--Atlanta, Chicago, Dallas, Kansas City, and Seattle.

Regional Directors supervise directly all FGIS field offices within their region. The FGIS field offices monitor the performance of official inspection and weighing operations of delegated/designated State and private agencies promoting and maintaining nationally uniform and consistently applied inspection and weighing systems. Regional offices are responsible for responding to and managing inspection and weighing related problems and maintaining and promoting a working relationship with the grain trade and other interested groups.

<sup>4/</sup> Appeal Inspection. A review inspection provided, upon request, by FGIS of the results of an original official inspection or an official reinspection.

FGIS personnel at 42 field offices and 3 sub-field offices are responsible for providing official inspection and/or weighing services in the United States. Personnel at some of these FGIS offices also are responsible for supervising and monitoring delegated States at export locations and designated States and private agencies at interior locations in the performance of official inspection and weighing operations. All field offices, upon request, provide appeal inspection and weighing services.

Direction and coordination of field operations is carried out through an Operations Staff located at Washington Headquarters, which serves as a link between field operations and Headquarters and between line and staff operations. Most written and verbal communications between field operations, official agencies, trade groups, and Headquarters flow through this centralized staff for the control, coordination, and follow-up on directives, assignments, and feed-back. This operations function allows for more consistency, uniformity, and accuracy in responding to written and verbal inquiries.

FGIS communications, such as instructions, notices, and directives, are centrally coordinated and reviewed by the Issuance and Coordination Staff (I&C Staff). The I&C Staff is responsible for monitoring the flow of directives from their initial drafting to their final issuance; establishing the organization and format for instructions, notices, and handbooks; and for reviewing and distributing all directives.

FGIS staff divisions are responsible for initiating directives, providing policies and procedures through these directives to field personnel, and monitoring directive adequacy and applicability. Staff divisions also present issues for policy decisions to the Office of the Administrator; provide step-by-step procedures for all processes of official inspection and weighing; provide training packages necessary to develop field force skills; monitor; supervise; and provide technical guidance to the field force. (See FGIS Organizational Chart and FGIS Regional Map, Appendix pages 29 and 30.)

## I. PAST, PRESENT, AND FUTURE DIRECTION

In February 1976, the Comptroller General reported to Congress that there were serious weaknesses in the national grain inspection system and that fundamental changes in the system would be required to restore its credibility, promote orderly grain marketing, protect buyers and sellers' interests, and to build confidence in the quality and consistency of U.S. grain at home and in world markets.<sup>5/</sup>

Congress amended the Act in 1976 and 1977, to strengthen the system and restore credibility.

Congress established FGIS as a separate Agency within the USDA and directed it to:

1. Develop and implement official U.S. grain standards that reflect end-use values;
2. Develop a uniform national system for the weighing of grain and the certification of weights;
3. Assume responsibility for original inspection and weighing services at export elevators at certain export port locations;
4. Register, with certain exceptions, all persons exporting grain;
5. Require, with certain exceptions, recordkeeping by owners and operators of commercial elevators, grain merchandisers, and other specified persons obtaining services under the Act;
6. Delegate/designate official agencies to perform official inspection and weighing services;
7. Monitor and investigate domestic and foreign complaints concerning official weighing and inspection of U.S. grain and any other complaints regarding the operation or administration of the Act;
8. Conduct investigations into and study grain inspection and weighing in the interior of the U.S.; and

<sup>5/</sup> Report of the Comptroller General of the United States, Assessment of National Grain Inspection System, February 12, 1976.

9. Conduct an investigation to determine the adequacy of the current grain standards established under the Act.

The Agency reported its first year's activities to Congress in its 1977 Annual Report. That report described the progress FGIS had made in implementing the 1976 amendments to the Act during the period of November 20, 1976 through September 30, 1977.

By the time FGIS had reported to Congress on its second year of operations (FY 1978) in December 1978, it had completed implementation of the provisions of the law that had been initiated in FY 1977.

Until the end of FY 1978, FGIS had little opportunity to effectively assess program performance, redefine goals and objectives, or to plan activities related to future needs, because managerial resources were directed toward developing and implementing the program. During 1979, the FGIS program progressed to the point where analysis of program performance and planning beyond an annual basis became feasible.

The Agency has incorporated in its organizational structure self-evaluation systems designed to appraise and measure the actual inputs, processes, outcomes, and operational settings of its program and policies in order to compare the findings with those anticipated or assumed. These systems are designed to explain the differences between actual and planned program performance and to recommend alternatives for improvement. Similarly, these evaluation systems are ongoing and are aimed at Agency policy, program effectiveness and efficiency, and strategies.

The total Agency effort has been and continues to be toward the realization of the following:

1. Expanding the usability of U.S. grain standards within the marketing system by developing standards that accurately describe the end-use value of grain;
2. Simplifying the inspection process by developing tests for quality that are statistically reliable, timely, inexpensive, and portable;
3. Reducing merchandising and ownership risks by providing accurate and uniform national systems of official quality and quantity certification that would be both cost-effective and equitable; and
4. Providing timely and cost-effective official inspection and weighing services in such a manner as to fulfill buyer and seller needs for such services throughout the grain marketing system.

## II. THE FEDERAL GRAIN INSPECTION SERVICE PROGRAM

The mission of the FGIS program is to promote, protect, and facilitate domestic and foreign commerce of U.S. grain and related commodities in the interests of producers, merchandisers, warehousemen, processors, consumers, and the nation. This is accomplished within the Agency through the functional work groups that collectively are responsible for the establishment of official U.S. standards and the uniform application of inspection procedures for grain quality and official standards for accuracy and weighing procedures as authorized and applicable under the Act, as amended, and the AMA of 1946. This charge involves not only the development of standards, but also the research necessary to support needed changes, the training of field personnel, and the monitoring of the application of standards for uniformity and effectiveness.

### Standardization Function

The standardization function includes the planning, developing, improving, and formulation of new, revised, or amended official grade standards for grain and other assigned commodities. Seeking improvements in the standards is a continuing objective because of the dynamic nature of the production and marketing systems. The development of new standards and improvements in the existing standards must keep pace with the changes in the marketing of grains and related commodities. Marketing practices undergo changes as buyers acquire greater ability to specify grain quality characteristics that are useful to them, and as transportation and handling systems change. New and improved testing equipment and procedures that can predict grain quality according to end use potential have been and continue to be developed. Technical improvement in the standards is directly dependent upon analytical capabilities and expertise within both FGIS and other organizations conducting research that is directly related to more accurately describing grain quality.

### Inspection Function

Official inspection policies and procedures are developed from these standards. Examples include examining containers for adequacy and condition, extracting representative samples, examining samples against grain quality standards, the supervision of official agency activities, and certifying quality information. These policies and procedures ensure the uniform and efficient Federal and State grain

inspection at export port locations; State and private grain inspections at other than export port locations; and Federal appeal inspection of original grain inspections and reinspections.

Currently, a comprehensive protein inspection system for all classes of wheat, except Mixed and Unclassed Wheat, is being developed with a proposed implementation date of May 1, 1980. In addition, manpower has been allocated to the development of a statistically sound, uniform shiploading procedure for grain called the cumulative sum (Cu-Sum) plan. This new plan is easy to apply and meets all export market requirements.

The ongoing project to develop a procedure for the safe and effective fumigation of grain loaded aboard oceangoing barges and tanker-type vessels has been temporarily interrupted because of a lack of vessels available for experimentation. However, the Science and Education Administration (SEA) is currently working on obtaining vessels for research proposed during FY 1980.

Comprehensive commodity inspection policies and procedures for training FGIS cooperators have been implemented and are currently being evaluated. On-the-job training for FGIS employees has been developed and implemented at the FGIS Beltsville chemical testing laboratory. This training will be evaluated and adjustments made on a continuing basis.

The future thrust of the standardization function and the inspection function will be to:

- Examine the use of the appeal system in order to evaluate how the U.S. grain standards are being utilized;
- Improve supervision and monitoring activities through new methods, procedures, guidance, and training;
- Promote the uniform application of existing standards, replace subjective grading procedures with objective ones, continue the development of marketing standards that are attuned to current marketing and production practices, and coordinate the training of all FGIS personnel;
- Develop the capability to evaluate the impact on grain markets of changes in the marketing standards. FGIS will provide clear, concise, and effective impact statements to accompany proposed changes in the grain standards.

## Weighing Function

FGIS is responsible for the development, implementation, and monitoring of a uniform and consistent national weighing system. The objective of the weighing function is to ensure the accuracy and integrity of the official grain weight certificate at the least cost to the users. At export port locations, FGIS enforces the truth-in-weighing provisions of the Act by monitoring the official inbound and outbound weighing of grain. At interior locations, the Agency provides mandatory weighing of export grain and a permissive grain weighing service upon request.

FGIS develops national weighing procedures used by field personnel to officially weigh grain; develops weighing policies that are standardized nationwide; assures that all scales and related equipment are tested on a regular basis; ensures that accurate weights are produced by all official scales; and studies, analyzes, and recommends improvements in the weighing services.

The primary thrust of the weighing function during FY 1979 was to create a uniform, national system of weighing out of the varied weighing practices that had developed in the field offices during the initial assumption of the weighing function at export port locations. Progress was slow because of the lack of experienced personnel and regulations clearly defining the scope of the weighing function. The lack of trained personnel was further aggravated by a high employee turnover rate. A major effort was made to provide training for new weighing personnel as early as possible to increase their knowledge and work proficiency. Training schools were held at various locations throughout the country and included employees of the delegated States who perform weighing activities at export port locations. Additional training is needed and this area will be emphasized throughout FY 1980.

FGIS has acquired technical expertise in weighing at Headquarters from the Bureau of Standards, scale manufacturers, and other agencies. This expertise is particularly strong in the scale testing area. FGIS now believes it has more scale expertise than any other single Federal or State agency. A weighing handbook that focuses on uniform procedures for weighing, weight certification, and scale-testing was developed to assist field personnel and the grain trade in implementing and understanding the weighing function.

FGIS collaborated with weighing organizations and the grain industry in the United States on the formulation of the weighing regulations. A major conference was held to provide a forum for discussion of the proposed scale specifications, tolerances, and other technical

requirements that will become an important part of the final regulations. The conference was attended by representatives of the grain industry, delegated States, various Weighing and Inspection Bureaus, the railroads, and the National Bureau of Standards Office of Weights and Measures. It is expected that the regulations will be put into effect in FY 1980.

FGIS is continuing to develop management controls and feedback mechanisms for the weighing function. Trend analysis and other statistical techniques are used to detect recurring problems and any systematic deceptive practices. A national monitoring system was developed to analyze the results of the scale-tests conducted on the scales used to weigh grain at official locations. Scale-testing will be performed by FGIS or approved scale testing organizations under the supervision of FGIS and will enable FGIS to continually analyze each scale test result for trends or chronic malfunctions.

Another management control being developed is the Inventory Monitoring Program (IMP). The IMP provides for the annual physical inventorying of grain stocks and the monitoring of recordkeeping to detect weighing problems or the deceptive handling or weighing of grain. Procedures for implementing the IMP have been field tested and the program is ready for implementation when the regulations are put into effect. The system is presently operational at those Great Lakes facilities that request waivers of official weighing during the winter non-navigational season.

The weighing function also includes staff review teams that visit field operations to ascertain the quality and uniformity in the delivery of the weighing services. These teams, along with improved communications between staff and field operations, have enhanced FGIS' ability to quickly identify, solve, and follow-up on problems.

FGIS continued in FY 1979 to study and promote ways of reducing manpower and other costs while maintaining the integrity of the system. A 20 percent reduction in the hourly fee for weighing services took effect during FY 1979. The use of customized weight certificates to combine elevator accounting needs and Federal weight certificate requirements was introduced to the industry and is being adopted at some elevators.

Closed circuit television (CCTV) monitoring systems that allow FGIS personnel to monitor, on a continuing basis, sensitive areas of elevators while reducing manpower and costs charged to the elevator are promoted, where applicable, to reduce manpower. They are presently in use at two facilities and about half the remaining export elevators have expressed interest in these systems.

During FY 1979, FGIS offered permissive weighing services at interior locations. Elevators with scales that meet required scale tolerances and grain flow integrity are able to request official weighing or supervision of weighing services.

To reduce response time on requests to provide scale-testing expertise, FGIS has stationed scale specialists at key export field office locations around the country. This reduced scale down-time awaiting FGIS testing personnel to certify repaired scales as acceptable for grain weighing. FGIS plans to augment this service in FY 1980.

The scale-testing activity provides new services in two areas. A special portable weigh beam has been acquired and is being tested for accuracy. This weigh beam will be used in the "In Elevator Test Weight Reverification Program" to check the accuracy of the test weights used to test official scales and will allow reverification of test weights that cannot be easily removed from the elevator.

Negotiations with the U.S. Bureau of Standards have led to plans for FGIS to assume responsibility for the railroad master scale-testing activity in FY 1980. This activity, partially funded by the railroads, tests the master track scales used by the railroads to calibrate the railcars used to test other rail scales throughout the country. It also gives FGIS the required capability to test rail scales at official grain weighing locations. This joint effort with the railroads has reduced to a reasonable level the prohibitively high cost of an FGIS only testing service.

The thrust of the weighing function for FY 1980 will be to refine the existing activities. FGIS will continue to offer third-party weighing and encourage this as a possible cost saving means especially for new facilities where elevator employees will not be displaced from their jobs. FGIS will explore with elevator management the potential manpower savings through automated weighing processes. Lower fee rates will be offered to users who contract for weighing services for a 1 year period.

FGIS will seek to establish working relationships with overseas countries and purchasers to supply destination weights on a routine basis for monitoring purposes. Surveys of overseas elevators and unloading equipment will be used to develop facility profiles to aid in evaluating foreign weight complaints.

Due to the regulatory aspect of the official weighing at export port locations, FGIS expects continued opposition from the grain trade to inbound weighing as well as criticism of FGIS costs. In spite of

these constraints, FGIS will continue to improve its independent third-party weighing and will ensure that official weight certification maintains a high degree of integrity nationwide.

#### Compliance Function

In the initial stages of developing the compliance function, FGIS was given the authority and responsibility to design and initiate activities to delegate/designate a qualified agency, license a qualified individual, and register a qualified applicant. Under the Act, as amended, or as established by FGIS, an official agency (1) operates within a pre-established geographical boundary; (2) provides impartial services at reasonable costs; (3) submits fee schedules to FGIS for approval prior to implementation; (4) makes staffing, financial, and other required records available for investigative and audit purposes; (5) has adequate facilities, equipment, and qualified, licensed personnel prior to delegation/designation; and (6) resolves or waives conflicts of interest prior to delegation/designation. Also, conflicts of interest have to be waived or resolved prior to licensing; official inspection and weighing personnel have to be trained and licensed for inspection and weighing work as well as for specialized duties; and special recordkeeping requirements have to be met for specified official activities.

Line operations (regional and field offices) are being used in the prevention and correction stages of the compliance function. Violations are reported to Headquarters for possible prosecution. First-hand information is gathered for inclusion in case files and fee schedules and financial reports are gathered. Other records are reviewed for inconsistencies and inaccuracies.

Headquarters review teams examine official agency operations and FGIS field offices for the application of procedures in a uniform, consistent, and accurate manner. Onsite compliance reviews, prior to delegation/designation and renewals, thereof, were continued in FY 1979 and have been developed and expanded to encourage and promote compliance with rules and regulations. Grain inspection and weighing waivers and exemptions are constantly being monitored. FGIS coordinates with USDA's Office of Inspector General (OIG) and the Office of General Counsel (OGC), and others for legal sufficiency during the preparation of cases. FGIS is continuing its efforts to encourage the providers of official inspection and weighing services to maintain compliance by emphasizing prevention, correction, and prosecution for noncompliance.

The registration and recordkeeping provisions of the Act will be implemented once the final regulations are published.

### III. RELATED PROGRAM ACTIVITIES

#### A. Safety

The safety of FGIS employees performing official inspection and weighing services in grain elevators is paramount to Agency employee morale, the Agency's ability to recruit qualified personnel, and the maintenance of acceptable employee working conditions.

In an effort to focus greater attention on its importance, the Administrator's Office assumed direct supervision of the safety activity during FY 1979. This new reporting relationship will also afford more effective coordination with the Occupational Safety and Health Administration (OSHA) and Departmental safety programs. In addition, changes were made in the composition of the Safety Staff in FY 1979 and more comprehensive activities are being developed for implementation during FY 1980.

The Safety Director and his staff were moved from Washington, D.C. to Kansas City, Missouri. This enhances the effectiveness and responsiveness of the safety function at the field level.

During FY 1980, the regionalization of the Safety Staff will be completed with the placement of a full-time safety officer in each of three regions: Atlanta, Chicago, and Dallas. Currently, part-time safety officers are planned for the Seattle and Kansas City regions. This will allow each region's safety activities to operate as part of a unified, national safety program capable of responding quicker, and with a greater degree of control, supported by the authority of the regional director.

During FY 1980, the safety activities will be strengthened:

1. Safety officers will be in place in the regions;
2. Appropriate directives will be completed and distributed;
3. A training activity to carry out directives will be developed, with particular emphasis on the supervisors' responsibilities for training;
4. The responsibility for the safety activities will be fully defined; and
5. FGIS will maintain its ongoing working relationship with the industry, the Department's Special Coordinator for Grain Elevator Safety and Security, and with the Department's safety program.

The Administrator has charged the Agency's Planning and Evaluation Staff with the responsibility for monitoring the development of the safety function and for conducting an evaluation of all safety activities during the summer of 1980.

#### B. International Monitoring

International monitoring teams periodically visit various U.S. grain importing countries in the Far East, the Mediterranean Basin, and in South and Central America to:

1. Respond to grain inspection and grain weights complaints;
2. Explain the technical aspects of FGIS policies and procedures, exchange information on current technology related to grain grading and marketing, examine and explain differences in U.S. official standards and other countries' standards, and explain FGIS' role in the overall grain marketing system;
3. Observe and keep abreast of inspection and weighing techniques and procedures; and
4. Assist in determining exporters' compliance with the Act.

The mandated provision of the Act that requires FGIS to implement the sampling at foreign ports of both random and specific vessels carrying U.S. grain has been delayed. The delay is due to the continued demands made on FGIS staff, the time required to educate foreign customers on the U.S. national inspection and weighing systems and the official U.S. standards for grain, and the difficulty of arranging random access to vessels in foreign ports.

The International Monitoring Staff briefs foreign visitors, special interest groups, agricultural attaches, and others on FGIS policies and procedures, training standards, equipment use and maintenance, grading techniques, and on other related subjects.

International monitoring will continue to emphasize the importance of educational processes and the sharing of information with interested groups. A further refined system for collecting quality and weight data will receive high priority. Cooperation with the Foreign Agricultural Service will continue and be expanded.

### C. Delegation, Designation, and Licensing

The implementation of FGIS' compliance system eliminated or minimized all previously existing conflict of interest situations between grain merchandisers and official agencies. This was established by the following. At export port inspection sites, private agencies were replaced with State agencies or Federal personnel. State and private agencies, at all inspection sites, were investigated for conflicts of interest before delegating or designating to them the authority to provide official services. FGIS, State, and private agency employees were required to certify that they had no conflicts of interest. Compliance's licensing activity identified and resolved 88 individual conflict of interest situations. Annually, one-third of the delegated/designated agencies are visited by FGIS Compliance Division personnel to determine their suitability to retain their delegation or designation.

The FGIS licensing activity shifted during FY 1979 from a reaction-to-problems posture to one of identifying, addressing, and monitoring potential problem areas. A procedure for examining and licensing State and private agency employees to weigh grain was developed and implemented. Types of licenses and their corresponding functions were standardized. A uniform licensing procedure and a licensing handbook incorporating the requirements of the amended USGSA and the AMA were developed and are being prepared for publication.

The designation process was completed for 85 official agencies. Additionally, eight of the States included in the 85 designated official agencies were also delegated to provide official services under FGIS supervision at export port locations. During 1979, Oregon requested that its delegation authority be cancelled.

### D. Exemptions and Waivers

To facilitate the timely merchandising of U.S. grain, the Administrator granted, on an interim basis (pending publication of the regulations), an exemption from the mandatory inspection and weighing requirements of Section 5 of the Act for exporters and elevator operators who do not export 15,000 or more metric tons of grain during the current calendar year and exported less than 15,000 metric tons in the previous year. This decision was based on the impact the mandatory inspection and weighing requirements have on exporters who ship only a nominal amount of export grain. In FY 1979, 51 interim exemptions were granted to 29 firms, and approximately 81,000 metric tons of grain were exported without official services.

FGIS may also grant waivers of weighing or certain inspection requirements in emergencies, or under other circumstances as long as the objectives of the Act are not impaired. Upon request, 50 mandatory inspection waivers were granted by field office supervisors in FY 1979 for 275,000 metric tons of grain. Although this volume represented less than 1 percent of the total grain exported during FY 1979, it provided a cost-effective service to fulfill some buyers' and handlers' needs. During the strike situation in the Duluth/Superior area, 41 weighing waivers were granted that made available over 5,800 railcars that were urgently needed.

#### E. Affirmative Action Plans

FGIS has continued to monitor for compliance and effectiveness the Affirmative Action Plans (AAP) that were initiated in 1975 with 11 private grain firms. They pledged and certified their intentions to comply with all of the provisions of the then-current Act as well as with certain additional provisions dealing with inspection, weighing, and business ethics. The USDA, through the Agricultural Marketing Service (AMS) and, subsequently, FGIS, was a party to this plan. The 1976 and 1977 amendments to the Act incorporated most of the requirements contained in the AAP's, except for the periodic submissions of compliance reports to the USDA. The last of the AAP's was terminated during FY 1979.

#### F. Monitoring of Domestic Services

FGIS created a review team concept as a means of determining if official inspection and weighing services were being provided in accordance with instructions, regulations, and procedures and if they are being applied uniformly and equitably among regions and firms. Reviews were conducted at 28 different field offices and 27 official agencies to observe inspection and weighing operations, interview officials, and to examine records to identify technical and administrative problems. Corrective action plans were instituted to correct identified FGIS program deficiencies. Appropriate follow-up actions were taken to determine progress toward the correction of such deficiencies.

Corrective procedures were expanded by developing criteria and procedures to be followed when reporting violations of the USGSA and the AMA. During FY 1979, 52 cases were opened and 82 were closed. Fifty-nine are still pending. Of those closed, punitive action was taken in 55. The remaining cases were dismissed because of

insufficient evidence. Of the 59 cases pending, four have been referred to the Justice Department, ten are awaiting Office of Investigation action, five are awaiting AMS Personnel Division action, and two were referred to OGC. The remaining 38 cases are in the fact-finding stage.

A data processing system was initiated that will:

1. Monitor the progress of open cases;
2. Answer requests for information regarding specific cases involving individuals or firms;
3. Provide background information for Domestic and Export Review Teams;
4. Serve to flag cases that need follow-up; and
5. Retrieve information in varying formats for evaluation by FGIS personnel.

The amount and type of monitoring required to find serious grading problems expeditiously has been studied, and proposed changes to current monitoring rates and procedures are being tested at three field offices. Based on this information, a complete revision of the monitoring rates and procedures will be done during FY 1980. The Grain Inspection Monitoring System (GIMS) which provides grading results, is being tapped and used increasingly more to identify grading fluctuations by FGIS and official agency personnel.

#### G. Program Evaluation and Planning

FGIS instituted an internal evaluation process during the last half of FY 1979 to assist the Administrator and managers in determining whether the current functional work units are implementing the legislation and intended policies communicated through regulations and directives, whether initiatives are addressing themselves to needs, and/or whether consequences of proposed actions have been adequately described.

The Agency's planning and evaluation effort is directed toward three major areas: inspection, weighing, and management. The thrust of this effort involves the use of economic analysis and industrial engineering techniques.

A structured planning system was initiated in FY 1979. A part of that system requires each Agency staff unit to develop work plans that are used at the Agency level to set priorities, evaluate current performance, evaluate the resources needed for staff activities, and create accountability for staff work.

This planning process will be extended to the regional office level during FY 1980. It is anticipated that the planning process will be expanded in FY 1981 to project activity requirements at least three fiscal years in advance.

To ensure that orderly and uniform activity development and implementation is accomplished, FGIS instituted a quarterly review of each unit's work plans. This process allows for the timely and orderly change of priorities and assures that management attention is systematically focused on the objectives approved in work plans.

The Agency completed the Interior Grain Marketing Study during FY 1979 and reported the results to Congress and the Comptroller General of the United States, as required by the Act.

A new group, industrial engineering and information systems, was introduced to the planning and evaluation effort in FY 1979. This group is involved with the development of a work measurement system to support planning for staffing Agency field and other activities, determining the labor required for certain program initiatives, conducting special engineering studies, and providing manpower inputs into Agency budgets. The development of work production standards for certain activities associated with Agency field activities, as mandated by the Act, will be started. The group will also initiate the coordination and development of management information systems for FGIS. During FY 1979, the industrial engineering and information systems group began an evaluation of work measurement and cost data requirements at the various levels of FGIS management. This evaluation will continue in FY 1980. The recruiting of engineering and technical personnel was begun in FY 1979 and should be completed in FY 1980.

FGIS currently receives personnel, procurement and space, ADP development, and budget support services from AMS management divisions. FGIS has analyzed this support structure, taking into account its regional office structure, its policy to decentralize certain administrative and managerial functions to the regional level, and the manpower and other resources currently utilized in providing FGIS with support services, and has proposed an alternative organizational plan. The Agency submitted a formal reorganization proposal to the Department on March 26, 1979. The Department did not approve or reject the reorganization proposal during FY 1979.

## H. Communications

### Regulations

The final regulations implementing the 1976 and 1977 amendments to the Act will be published and issued during the first quarter of FY 1980. Proposed regulations were published in the Federal Register on March 2, 1979. This resulted in numerous industry comments. Review of these responses has been completed and has resulted in the rewriting of several provisions of the regulations.

### Directives System

FGIS undertook the physical process of upgrading its directives system during FY 1979. Updating existing directives, preparing new directives, and writing these directives in clear and concise English are extremely important to the quality of the services provided under the Act. These directives describe how the FGIS inspection and weighing functions will be implemented by official State and private agencies as well as by FGIS itself.

During FY 1979, signature authorities for directives were determined, directives training was begun, and a draft of a proposed instruction on the directives system was distributed for comment. In addition, an FGIS directives tracking system was implemented for monitoring the progress and development of directives, an audit of mailing lists and distribution codes was initiated, semi-annual tables of contents are being issued that list all instructions and handbooks currently in effect, and semi-annual lists of notices currently in effect are also being issued. A draft of a Subject Index has been distributed for use and review for a 90-day comment period. A system has been developed for the issuance of monthly Checklists on all directives issued or cancelled in a given month and a system for coordination and control of extra copy stocks of FGIS directives has been established.

A major problem faced by FGIS has been the large number of Agency directives requiring revision or reissuance by a limited staff. Chief concerns will be following through on the implementation of the Agency directives system, determining how regional and field offices will maintain and use Agency directives, and reviewing and getting feedback on the adequacy and distribution of directives.

## Liaison

The primary objective of the liaison function is to assist the Administrator in coordinating and strengthening the FGIS relationships with the Congress, the Office of the Secretary, other government agencies, farm groups, and the grain industry. The relationship with the House and Senate Agriculture and Appropriations Committees and the related subcommittees has been strengthened through the FGIS liaison function. Congressional inquiries, both written and oral, are given high priority and responses are made promptly. Some members have asked for informal meetings in their districts to clarify the FGIS program for their constituents. FGIS has found these meetings to be mutually instructive.

The relationship with the Office of the Secretary has been expanded by frequent personal contacts with staff members of the Office of Governmental and Public Affairs, while the working relationship with farm and trade groups has been expanded through meetings with and visits to interested groups. The working relationships within the Agency have improved considerably as a result of the cooperation from the different organizational units within the USDA.

### Public Participation in the Decisionmaking System

In response to Executive Order 12044 and Department regulations on the decisionmaking system, the Agency has instituted a system to provide internal control and a monitoring system for the development and review of Agency regulations and directives. This involves a system for tracking the progress and development of all actions that impact on marketing system participants and the public. This assures, for example, that all regulations are scheduled for review within 5 years and that all possible avenues of soliciting public input (public participation) are considered in directives and regulations development.

A proposed Agency directive on the FGIS decisionmaking system is scheduled for issuance in draft form in December 1979. It will contain all of the requirements set forth in the Executive Order and Department regulations, guidelines, and memorandums, and provide Agency units with specific instructions on what information and procedures are required for compliance.

A major constraint faced by FGIS with respect to the Agency decisionmaking system is that public participation is a new area of responsibility (for all Government Departments). Sorting out all the various nuances of the program and establishing specific guidance for

individual staff and line units are time-consuming. When procedures are in place and fully adhered to, efforts will be directed toward language clarity, the adequacy of impact analyses, and assuring the adequate review of existing regulations.

## I. Personnel Development and Staffing

### Field Staff Development

During FY 1979, the Agency continued to experience a higher than anticipated rate of new employee resignations of the field staff. This problem was reported in prior annual reports. While the overall turnover rate has been reduced from over 30 to approximately 20 percent, turnover rates of 38 and 30 percent, respectively, for agricultural aids and clerical staff personnel stationed at field offices remains a concern to management. Although the FGIS overall turnover rate of approximately 20 percent is not excessive compared with other employers of personnel with similar educational background and work conditions, such a rate has been an impediment to achieving a cadre of technically competent and experienced field staff. This cadre is crucial to the process of effective supervision and the monitoring of the functions performed by State and other official agencies. The FGIS experience indicates that, unless Federal supervisors are highly proficient in the technical aspects of their analytical duties, it is impossible to effectively supervise and/or monitor the work of others. It requires an average of 3 years of formal and on-the-job training to develop this level of proficiency.

The AMS Personnel Division was requested to study this turnover problem. Respondents to the questionnaire used in this study indicated that one of the reasons they sought other employment was because the supervision received was inadequate. In an effort to deal with this, a revised supervisor training activity will be instituted in FY 1980.

### Weighing Career Ladder

Agency personnel continue to prefer a career involving grain inspection activities because of the career potential. FGIS management continued in FY 1979 to explore ways of improving the performance of the weighing function and of making a career in weighing more attractive.

The weighing function career ladder (grade, title, and duties of each position in field offices associated with the program) was evaluated against possible alternative career ladders. The purpose of this was to ascertain what could be done to increase the efficient use of the talents and time of FGIS employees engaged in weighing activities. This evaluation was carried out by a task force of FGIS and AMS personnel. The task force examined alternative career ladders featuring specialized duties and positions devoted exclusively to weighing activities.

After developing and studying various alternative career ladders, it was concluded by the task force that the existing career ladder for Agency field employees, featuring the cross-utilization of personnel between weighing and other functions, offers significant advantages. The task force also made a number of recommendations for correcting problems in weighing skill levels and activity uniformity that were identified during the course of its study. Among these recommendations were suggestions for completing implementation of the present career ladder, ways of emphasizing to Agency employees the importance of the weighing function, identifying the need for additional weighing training for FGIS field personnel and ways to improve the management monitoring and technical support activities of the weighing function.

A major additional recommendation of the task force was that a new position of scales and weighing specialist be established to provide a single field technical focus for weighing activities. This objective would be accomplished by combining existing scale-testing and certification duties of the current scales specialists in the new position with additional weighing duties. These duties would include providing onsite technical support, assisting in on-the-job training of FGIS employees, and monitoring the weighing activities at the field office level on behalf of higher-level Agency management.

The findings and recommendations of the task force are currently being evaluated by FGIS staff units and the Office of the Administrator.

#### Staffing Analysis

Senate Report No. 95-1058 directed FGIS to submit a detailed analysis of workload and staffing requirements. That analysis was submitted to the Chairman of the Appropriations Subcommittee on Agriculture, Rural Development, and Related Agencies in February 1979.

Highlights of that analysis are:

1. The Headquarters staffing level will be reduced from 321 (FY 1979 budget) to 262 (FY 1980 budget).
2. The staff at export port locations was still inadequate to perform without excessive overtime official weighing and inspection functions mandated by the 1976 and 1977 amendments.
3. The FGIS field office supervisory staff at both interior and export port locations where delegated/designated agencies provide the inspection and weighing services continues to be inadequate for the proper supervision and monitoring of the State and other official agencies.

#### Recruitment

During FY 1979, AMS coordinated an extensive recruiting campaign geared to the continuing staffing needs of FGIS. The greatest effort was directed to the need for agricultural commodity graders (ACG). Twelve ACG's received training in on-campus recruiting techniques and procedures. Together with personnel specialists, they scheduled and completed on-campus interviews at more than 65 colleges and universities throughout the country. Well over a thousand potential employees participated in face-to-face meetings with representatives of FGIS. In addition, FGIS advertised 60 ACG positions to be filled through the Upward Mobility Program.

Recruiting for agricultural commodity aids/technicians has been conducted via several media, such as paid newspaper advertisements, the distribution of vacancy announcements through State employment offices, Office of Personnel Management Job Information Centers, and schools throughout the country. In addition, field office personnel at some locations have been very active in their recruiting efforts. These have included presentations at high schools, 2-year colleges, vocational/technical schools, and community organizations. This recruitment effort will be expanded in FY 1980.

A major problem encountered in recruiting has been the time lag between contact with a potential employee and actual employment. Therefore, under authority granted by the Office of Personnel Management, action has already been taken by the Agency to handle directly all examining and certification responsibilities for agricultural commodity aids/technicians at the GS-4 and -5 levels. This authority will be extended to include all ACG's by early January and all GS-2 and -3 aids by July 1980.

## Labor-Management Relations

A first-time, nationwide collective bargaining agreement between FGIS and the National Council of Federal Grain Inspection Locals (American Federation of Government Employees) was negotiated covering all grain graders and other nonsupervisory personnel in the field. The 3-year contract became effective on September 21, 1979.

## Equal Employment Opportunity (EEO)

During FY 1979, several actions were implemented by FGIS to improve equal employment opportunities, including:

- An Upward Mobility Program to give employees in clerical and lower-level technical positions an opportunity to participate in formal and on-the-job training in professional positions that will lead to new, higher GS-grade professional development. To date, 34 employees have enrolled in this program, with two having been promoted to the grader series.
- A recruitment effort to assist the Agency in attracting candidates for the two major field position job series from a wider variety of educational backgrounds.
- The appointment and training of six new EEO counselors to assist employees in resolving personal employment concerns before they become major problems.

## J. Relocation

As a result of a lack of adequate, contiguous office and laboratory space for the FGIS Headquarters staff, a task force was established to explore the feasibility of relocating all but the oversight functions of the Agency outside Washington D.C.

The Standardization Division was relocated to Kansas City, Missouri, during FY 1979 to meet the major short-term office space and laboratory needs of that Division. Standardization Division employee morale is reported to have improved as a result of this move, primarily due to the ease of commuting in a less congested area and an overall improvement in the work environment. The relocation places this function closer to the major grain production and marketing areas and has reduced the travel time required to deliver division assigned services to FGIS field offices.

#### K. Study of the Interior Grain Inspection and Weighing Systems

The FGIS study required by the Act, of the performance of the interior grain inspection and weighing systems, was completed in FY 1979. A report entitled "Grain Inspection and Weighing Procedures and Management Practices at Interior Locations in the United States," was presented to Congress in two phases, in May and September 1979. The first phase was an evaluation of FGIS management practices, operating procedures, and performance with respect to its supervision of the official agencies designated to provide official services at interior locations.

The second phase presented the results of a survey of industry members who were using official grain inspection and weighing services in 1978. Data confirm that the grain industry members are generally satisfied with the services provided in the terminal market areas even though numerous problems in the system persist.

#### L. Fees

All FGIS non-supervision field positions at the GS-9 level and below are supported by fees charged the users of the inspection and weighing services. A number of these users have complained to Congress that FGIS fees are too high. Specifically cited in these complaints is the cost of inbound weighing at export port elevators. FGIS fee schedules were initially based on estimated service costs. As a result of operational experience, service costs were found to be lower than expected and FGIS fees were subsequently reduced. The FGIS fee schedule for weighing services has been on an hourly rate, whereas the fee schedule for inspection services has been based on a unit of volume or service. An analysis was made of the impact of these two methods of establishing fees. It was determined that the hourly rate basis possesses certain advantages over a unit rate basis in that it:

1. Reflects actual costs incurred by each elevator;
2. Permits the more efficient elevators to benefit by what, in effect, would be a lower unit cost;
3. Provides a better assessment and accountability of manpower needs to provide the service; and
4. Simplifies recordkeeping activities.

As a result of its analysis of fee schedules during FY 1979, FGIS plans to convert all of its fees to an hourly basis early in FY 1980.

An Agency work measurement activity was initiated during the last quarter of FY 1979. This activity includes: (1) defining and measuring FGIS field activities, (2) establishing work performance standards that will permit the development of workloads and the staffing requirements necessary to accomplish these workloads, and (3) gathering information that will make it possible to more accurately derive fee schedules. Information obtained under this activity will also be used to develop workload-based budgets for field activities, to evaluate FGIS functions and priorities, and to assess the impact on fee schedules of different funding levels and alternative actions.

M. Grain Standards Act Advisory Committee

The U.S. Grain Standards Act Advisory Committee that was scheduled to terminate in March 1979, was extended until March 29, 1980.

A report of the Committee's activities covering the period October 1977 through March 1979, was submitted to the Secretary and the Congress during FY 1979.

That report described the issues discussed and the recommendations made by the Committee during its first 18 months. The major issues undertaken for consideration by the committee were:

1. The process and problems associated with grain quality certification;
2. The issues associated with reporting protein analysis results;
3. The proposed expansion of protein analysis to all classes of wheat, except "Mixed Wheat" and "Unclassed Wheat";
4. Problems associated with the weighing, handling, and disposing of dust in grain elevators where official inspection and weighing services are provided;
5. Issues related to recording car seal numbers in the official weighing of grain;
6. Issues related to the granting of waivers to the mandatory weighing requirements at export locations on the Great Lakes during the closed-navigation season;

7. Data collection, analysis, and interpretation problems associated with the comparison of grain quality inspection results between points of origin and destination;
8. Development and implementation of tolerances in the supervision and appeal of original inspection results; and
9. The determination of a fee schedule for the implementation of the registration provision of the Act.

The Committee made 11 recommendations pertaining to changes in the proposed regulations. Three of the recommendations were adopted, all or in part, and incorporated in the proposed regulations published in the Federal Register on March 2, 1979.

APPENDIX

FEDERAL GRAIN INSPECTION SERVICE

Operations Information

## STANDARDS

During FY 1979, several projects that directly involve applied research, equipment testing, and standards development were initiated and/or completed by FGIS:

### Standards Revisions

- U.S. Standards for Milled Rice

The definition of "paddy kernels" is being amended to clarify the interpretation of the definition in relation to parboiled milled rice.

- U.S. Standards for Brown Rice for Processing

The definition of "paddy kernels" is being amended to clarify the interpretation of the definition in relation to parboiled brown rice.

- U.S. Standards for Beans

The definition of "foreign material" is being amended for the purposes of clarity and uniformity in the standards.

The dockets to the Federal Register to promulgate the changes described above were in the process of final clearance at the end of FY 1979.

### Advance Notices of Proposed Rulemaking

The following actions were prepared in FY 1979 and were in final review and clearance for publication in the Federal Register at the end of the fiscal year. These reviews will constitute a major portion of FGIS' standards development and review activities in FY 1980.

- Testing of Wheat for Alpha-Amylase

Alpha-amylase is an enzyme produced by the wheat kernel when sprouting occurs. High levels of sprouted wheat are unacceptable for making some wheat products and of particular concern in some foreign markets, like Japan. Techniques of objectively measuring the effect of sprouting in wheat are under investigation. Public comments are being solicited on the manner in which the wheat standards should be amended to provide for such testing.

- Review of the Special Grade "Weevily"

The special grade "weevily" is not uniformly applied to all grains for which standards have been established under the U.S. Grain Standards Act. A review is underway of the tolerances for live insects injurious to stored grain allowed in the various grains and of the sample size used for determining the special grade "weevily".

- Certification of Dockages in Wheat, Rye, and Triticale

The need for a revised procedure for certifying dockage in wheat, rye, and triticale is being investigated. The specific issue is the present practice of rounding down the dockage determination to the nearest 0.5 percent, which is less than the actual determination (i.e., 0.49 percent is reported as 0.0 percent; 0.99 percent as 0.5 percent, etc.). The alternative being considered is rounding to the nearest 0.1 percent.

- Review of the U.S. Standards for Beans

FGIS is currently conducting a review of the U.S. Standards for Beans and preparing a revised format for the grade tables. The objective of the review is to eliminate confusion by removing grading information currently contained in footnotes and incorporating it into the grade tables. The revision will result in eight new tables.

- Review of the U.S. Standards for Hay and Straw

The present standards depend on visual examination only, while producers and users may require more definitive guidelines, like nutrient value. The standards, last revised in 1949, are believed to be inadequate for meeting the needs of the market.

- Development of U.S. Standards for Sunflower

An increase in U.S. sunflower production has made it desirable to develop official U.S. standards to facilitate the orderly marketing of the crop. The FGIS will solicit from interested parties their views and comments on draft standards for sunflower.

- Development of U.S. Standards for Rapeseed

Production and utilization of rapeseed have increased in parts of the United States. FGIS is evaluating the need for standards and the specific grading factors important to the marketing of this commodity.

- Review of the Standards for Mixed Grain

The mixed grain standards are vague with respect to the role of whole and broken kernels that comprise a sample. A review is underway to determine if the mixed grain definition can be clarified to improve the inspection procedure.

- Development of U.S. Standards for Buckwheat

The production and utilization of buckwheat for human consumption have recently increased. FGIS is seeking information for evaluating the need for promulgation of official U.S. grade standards to aid in the marketing of the crop.

- Inspection of Organic Acid-Treated Grain

Treatment of high-moisture lots of grain, particularly corn, with certain organic acids is claimed to retard spoilage in storage. This storage practice has reportedly increased in the last few years. Treated grain is graded "Sample Grade" under the existing standards, since the treatment imparts a sour odor to the grain. Inspectors are unable to distinguish it from grain that is sour due to spoilage. FGIS is seeking information for determining if research and development activities to accurately identify treated grain are needed, or if the present standards are adequate.

"Commodity Profiles" were prepared during FY 1979 for a number of grains and oilseeds. These profiles include information on production, supply and demand, marketing practices and systems, the applicable inspection process, processing, and end use(s). These are used to set priorities on future work and as input for impact analysis.

### RESEARCH

The following investigations are in progress for evaluating the instrumentation, equipment, and procedures used in determining grain properties. Significant progress has been made or action has been initiated in the following areas.

#### Wheat Protein

The calibrations used for estimating the percent protein in Hard Red Winter and Hard Red Spring wheats were evaluated using samples from the 1978 crop. The calibrations remain acceptable, but data suggest that they can be combined into a single calibration.

Near infrared reflectance (NIR) calibrations were developed for White, Soft Red Winter, and Durum wheats in FY 1979. Following further testing, these will become available for use should the proposal to expand protein testing to include these wheats be adopted.

#### Sprout-Damaged Wheat

The evaluation and standardization of methods to measure alpha-amylase activity in Hard Red Spring and White wheats as a replacement for visual sprout determination was continued. A collaborative project was undertaken in cooperation with the Japanese Food Agency, North Dakota State University and the Science and Education Administration (Pullman, Washington) to determine critical levels of alpha-amylase activity in the production of Japanese wheat products. A pilot stage evaluation of performance under field conditions is being developed and will be conducted during the first half of FY 1980.

#### Wheat Classing

An evaluation of the feasibility of using the NIR technology to accurately determine wheat classes was continued. Distinguishing between hard and soft wheats may be possible.

#### Moisture

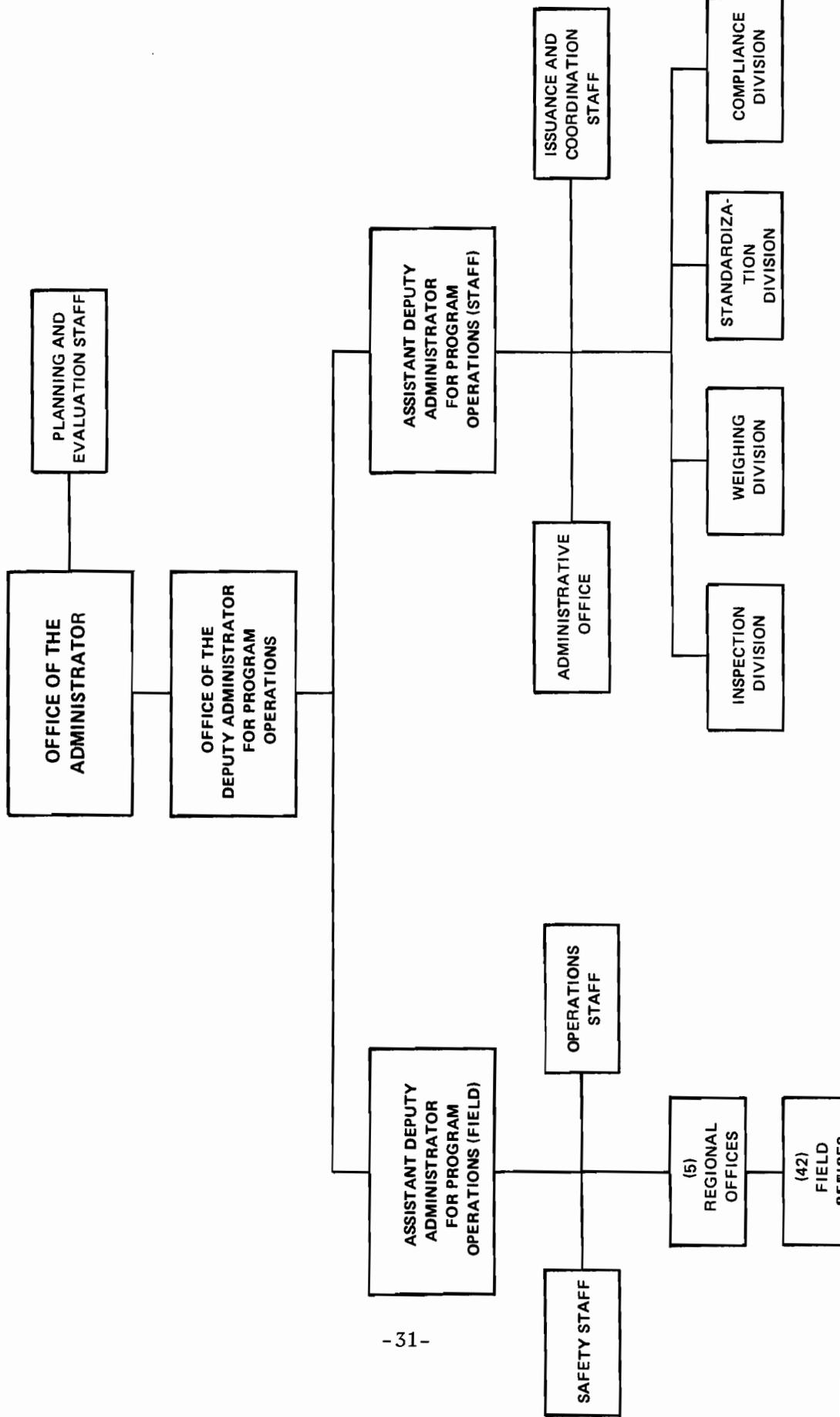
Grain and oilseed samples from selected production areas throughout the U.S. were obtained for the purpose of evaluating the accuracy of official electronic moisture meter charts. These charts are intended to convert electronic moisture meter readings so that the results reported are equivalent to the basic reference standards (air oven).

In FY 1980, basic primary reference methods for moisture determination will be compared. The issue to be resolved is the reliability of the air oven as the second reference standard. Available technology also will be evaluated to determine the potential for a more accurate and rapid determination of moisture in grain at higher levels, i.e., 20 to 40 percent.

#### Oil Content of Oilseeds

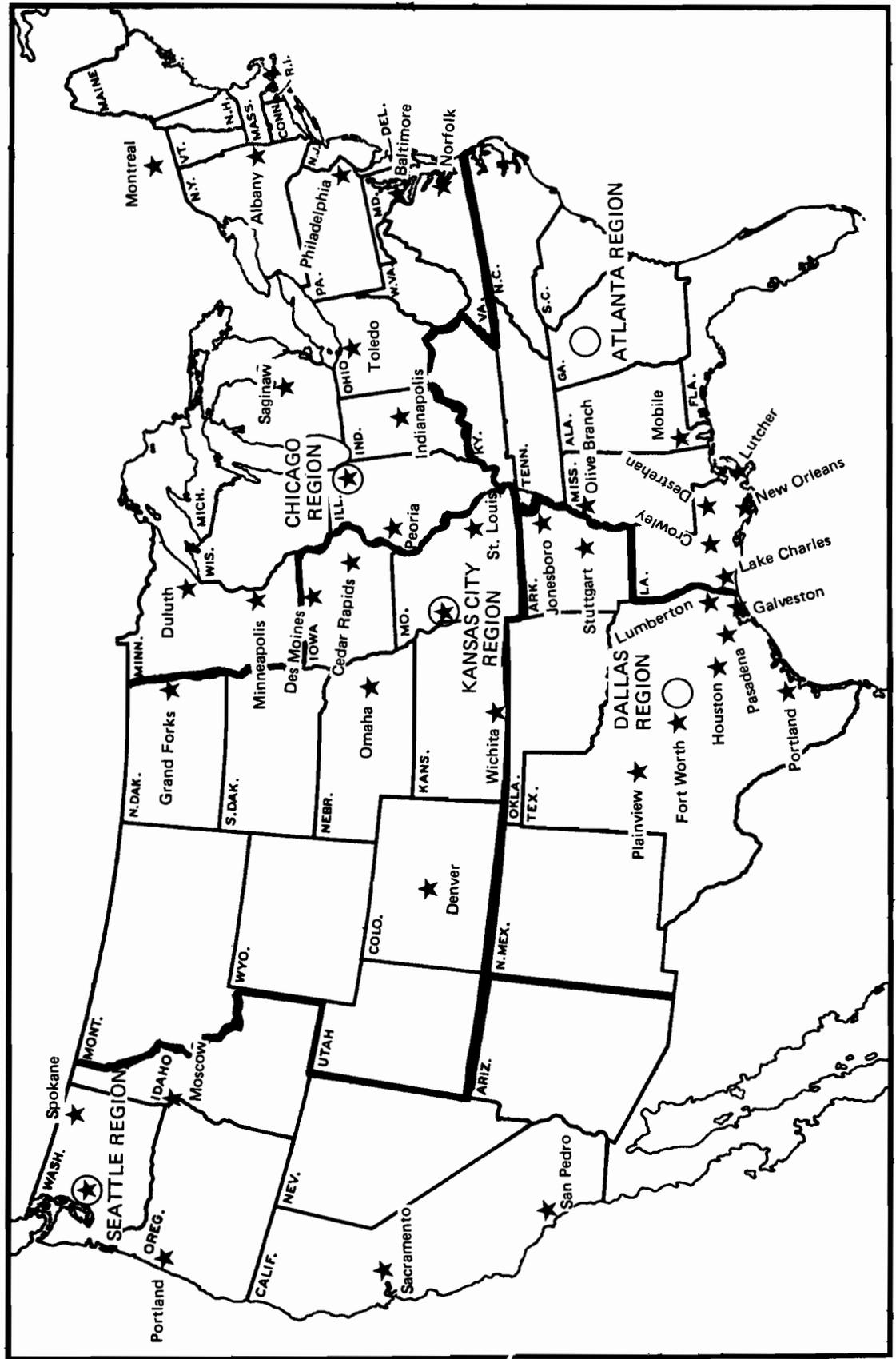
In FY 1980, the feasibility of using NIR technology for estimating the protein and oil content of soybeans and sunflower will be evaluated. Crucial problems to be overcome include (1) establishing primary reference methods for determining oil content and moisture and (2) identifying grinders acceptable for grinding soybeans and sunflower, especially at the higher moisture levels.

FEDERAL GRAIN INSPECTION SERVICE  
 ORGANIZATIONAL CHART  
 (AS OF SEPTEMBER 30, 1979)



UNITED STATES DEPARTMENT OF AGRICULTURE  
FEDERAL GRAIN INSPECTION SERVICE

REGIONAL BOUNDARY MAP



FEDERAL GRAIN INSPECTION SERVICE

Total FGIS Employment Statistics  
(As of September 30, 1979)

Type of program activity	Full-time permanent			Other than full-time permanent		
	Hdqtrs.	Field	Total	Hdqtrs.	Field	Total
Managerial & supervisory (Appropriated funds):	----- Number -----					
Inspection supervision		359	359		38	
Weighing supervision		115	115		12	
Standardization - AMA <sup>1/</sup>	2		2			
Hdqtrs. program management	221		221	9		
Subtotal	223	474	697	9	50	
Inspection & weighing services (Trust funds):						
Under the USGSA: <sup>2/</sup>						
Federal inspections		410	410		48	
Canadian operations		9	9		2	
Appeal inspections	1	21	22		2	
Federal weighing		448	448		55	
Under the AMA: <sup>1/</sup>						
Rice	9	107	116		6	
Misc. & processed commodities	6	56	62		8	
Misc. agreements	1	3	4		1	
Subtotal	17	1,054	1,071		122	
Total	240	1,528	1,768	9	172	

<sup>1/</sup> Agricultural Marketing Act.

<sup>2/</sup> U.S. Grain Standards Act, as amended.

NOTE: These are preliminary estimates pending receipt of the official employment report from the National Finance Center.

FEDERAL GRAIN INSPECTION SERVICE  
Inspection Function Data

Activities	FISCAL YEAR		
	1979 Preliminary	1980 Estimated	1981 Projected
Quantity of grain produced (Million bushels)	12,520	13,600	13,600
Quantity of all grain officially inspected (Million bushels)	10,600	11,460	13,025
(Million metric tons)	284.8	308.0	350.0
Number of official agencies	85	85	85
Number of official agency inspections and reinspections	3,903,000	4,030,000	4,030,000
Number of Federal inspections and reinspections	185,000	195,000	221,000
Number of Federal inspection supervisions	70,400	90,000	120,000
Number of Federal protein supervisions	42,000	60,000	70,000
Number of field appeal inspections	20,300	20,000	20,000
Number of board appeal inspections	442	450	450
Number of board supervision inspections	14,500	16,000	16,000
Number of foreign quality complaints	21	30	30
Protein:			
Number of official tests	542,000	580,000	680,000
Quantity of grain tested (1,000 bushels)	1,458,000	1,500,000	1,700,000
Aflatoxin:			
Certificates issued	4,300	5,000	5,000
Quantity of grain tested (1,000 bushels)	186,690	220,000	220,000

FEDERAL GRAIN INSPECTION SERVICE

Inspection Function Employment Statistics  
(As of September 30, 1979)

Type of program activity	Full-time permanent			Other than full-time permanent		
	Hdqtrs.	Field	Total	Hdqtrs.	Field	Total
----- Number -----						
Managerial & supervisory (Appropriated funds):						
Inspection supervision		359	359		38	38
Hdqtrs. program management	34		34			
Subtotal	34	359	393		38	38
Inspection services (Trust funds):						
Under the USGSA: <sup>1/</sup>						
Federal inspections		410	410		48	48
Canadian operations		9	9		2	2
Appeal inspections		21	21		2	2
Under the AMA: <sup>2/</sup>						
Rice	5	107	112		6	6
Misc. & processed commodities	6	56	62		8	8
Misc. agreements	1	3	4		1	1
Subtotal	12	606	618		67	67
Total	46	965	1,011		105	105

<sup>1/</sup> U.S. Grain Standards Act, as amended.

<sup>2/</sup> Agricultural Marketing Act.

NOTE: These are preliminary estimates pending receipt of the official employment report from the National Finance Center.

FEDERAL GRAIN INSPECTION SERVICE  
Weighing Function Data

Item	FISCAL YEAR		
	1979 Preliminary	1980 Estimated	1981 Projected
Official weight certificates issued by:			
FGIS (1,000)	806	937	993
Delegated States (1,000)	568	663	738
Official supervision weight certificates issued by:			
FGIS and delegated States (1,000)	7	141	277
Quantity of export grain weighed by: <sup>1/</sup>			
FGIS (million metric tons)	95.3	104.8	111.1
Delegated States (million metric tons)	15.4	16.8	18.7
Number of certified scales in service at grain elevators	513	513	563

<sup>1/</sup> All grain is weighed twice--when received by an export elevator and again when shipped out. The quantity shown must be doubled to estimate the total quantity of grain weighed.

FEDERAL GRAIN INSPECTION SERVICE

Weighing Function Employment Statistics  
(As of September 30, 1979)

Type of program activity	Full-time permanent			Other than full-time permanent	
	Hdqtrs.	Field	Total	Hdqtrs.	Field
Managerial & supervisory (Appropriated funds):	----- Number -----				
Weighing supervision Hdqtrs. program management	28	115	115	1	12
Subtotal	28	115	143	1	12
Weighing services (Trust funds):					
Under the USGSA: <sup>1/</sup> Federal weighing		448	448		55
Subtotal		448	448		55
Total	28	563	591	1	67

<sup>1/</sup> U.S. Grain Standards Act, as amended.

NOTE: These are preliminary estimates pending receipt of the official employment report from the National Finance Center.

FEDERAL GRAIN INSPECTION SERVICE  
Standardization Function Data

Item	FISCAL YEAR		
	1979 Preliminary	1980 Estimated	1981 Projected
U.S. grade standards in effect	19	20	21
Commodities covered by grade standards	16	17	18
New standards issued during fiscal year	0	1	1
New standards being developed	2	2	1
New standards requested (pending)	3	2	2
Revised standards issued during fiscal year	1	15	3
Revised standards being developed	15	4	5
Revised standards requested (pending)	3	2	1

FEDERAL GRAIN INSPECTION SERVICE

Standardization Function Employment Statistics  
(As of September 30, 1979)

Type of program activity	Full-time permanent			Other than full-time permanent		
	Hdqtrs <sup>1/</sup>	Field	Total	Hdqtrs <sup>1/</sup>	Field	Total
Managerial & supervisory (Appropriated funds):	----- Number -----					
Standardization - AMA <sup>2/</sup> Hdqtrs. program management	2		2	2		
Subtotal	41		41			
Inspection & weighing services (Trust funds):						
Under the USGSA; <sup>3/</sup> Appeal inspections	1		1			
Under the AMA; <sup>2/</sup> Rice	2		2			
Subtotal	3		3			
Total	46		46	2		

<sup>1/</sup> Headquarters for the Standardization Division of FGIS is Kansas City, Missouri

<sup>2/</sup> Agricultural Marketing Act.

<sup>3/</sup> U.S. Grain Standards Act, as amended.

NOTE: These are preliminary estimates pending receipt of the official employment report from the National Finance Center.

FEDERAL GRAIN INSPECTION SERVICE  
Compliance Function Data

Activity	FISCAL YEAR		
	1979 Preliminary	1980 Estimated	1981 Projected
Agency designations at inland locations at end of fiscal year	85	85	84
Designations issued	51	3	2
Extensions issued	0	25	30
Renewal of designations	0	0	0
Cancellations	7	3	3
Amendments	2	5	5
Revocations	0	0	0
Agency delegations at export locations at end of fiscal year	8	8	8
Licensing under the USGSA: <sup>1/</sup>			
Licenses issued	1,900	1,700	1,740
New licenses issued	825	750	730
Licensed renewed	675	620	615
Licensed amended	330	300	340
Licensed reinstated	40	20	30
Other (transfers, duplicates)	30	10	25
Licenses suspended	440	400	420
Licenses terminated (expired)	550	500	530
Licenses cancelled	440	400	400
Licenses revoked	1	0	0
Licensing under the AMA: <sup>2/</sup>			
Inspectors	122	120	120
Contract samplers	400	400	400
Compliance reviews conducted:			
Export review teams	17	18	17
Domestic review teams	14	16	17
Circuit review teams	2	2	2
Voucher review teams	4	4	4
Extension of designation reviews	8	32	15
Redesignation reviews	0	0	15
Delegation reviews	0	2	3
Licensing reviews	3	12	12
Recordkeeping reviews	7	60	60

<sup>1/</sup> U.S. Grain Standards Act, as amended.

<sup>2/</sup> Agricultural Marketing Act.

FEDERAL GRAIN INSPECTION SERVICE

Compliance Function Employment Statistics  
(As of September 30, 1979)

Type of program activity	Full-time permanent			Other than full- time permanent		
	Hdqtrs.	Field	Total	Hdqtrs.	Field	Total
----- Number -----						
Managerial & supervisory (Appropriated funds):						
Hdqtrs. program management	58	—	58	2	—	2
Subtotal	58	—	58	2	—	2
Total	58	—	58	2	—	2

NOTE: These are preliminary estimates pending receipt of the official employment report from the National Finance Center.

FEDERAL GRAIN INSPECTION SERVICE  
Summary of Inspection and Weighing Foreign Complaints  
(Fiscal Year 1979)

Country	Grain	Complaint	Formal Complaint (GFC/WFC) <sup>1</sup>	Informal Complaint (GFI/WFI)
Afghanistan	Wheat	Insect infestation and excessive foreign material		GFI
Chile	Wheat	Insect infestation and heat damage	GFC	
	Wheat	Excessive dockage	GFC	
Cyprus	Corn	Mold damage and excessive broken corn and foreign material (BCFM)		GFI
Denmark	Soybeans	Overweight		WFI
Egypt	Wheat	Insect infestation	GFC	
Germany	Soybeans (2)	Excessive foreign material		GFI
	Soybeans	Mold damage	GFC	
	Corn	Shortweight	WFC	
Greece	Corn	Excessive BCFM	GFC	
Haiti	Wheat	Excess broken wheat, other grains		GFI
Japan	Wheat	Low protein content		GFI
Korea	Corn	Excessive BCFM	GFC	
	Corn	Shortweight	WFC	
Malaysia	Wheat (2)	Low protein	GFC	
	Wheat	Low protein, dockage and foreign material	GFC	
	Wheat	Shortweight		WFI
Malta	Corn	Excessive BCFM		GFI
Portugal	Wheat (5)	Shortweights	WFC	
	Corn (3)	Shortweights	WFC	
	Sorghum	Shortweights	WFC	
	Corn (5)	Excessive BCFM	GFC	
Philippines	Wheat	Low alpha-amylase	GFC	
	Wheat	Sprouted kernels		GFI
Scotland	Corn	Excessive BCFM		GFI
Singapore	Wheat	Low protein content		GFI
Spain	Corn	Excessive BCFM		GFI
Taipai	Soybeans	Shortweight		WFI

Source: FY 1979 Quarterly Reports of Complaints and Inquiries from foreign buyers and others concerning grain inspected and weighed under the United States Grain Standards Act, as amended, have been submitted to the Chairman, Committee on Agriculture, House of Representatives, and to the Chairman, Committee on Agriculture, Nutrition, and Forestry, United States Senate, showing action taken on the above complaints and inquiries.

- <sup>1/</sup> A formal complaint is recorded when a Form FAS-802, "FAS Foreign Trade Discrepancy Inquiry (grain, oilseeds, and other commodities)" is received by FGIS. A formal quality complaint is denoted as GFC and a formal weights complaint is denoted as WFC.
- <sup>2/</sup> An informal complaint is recorded when an inquiry, verbal or written, is submitted to FGIS through the FAS Attache. An informal quality complaint is denoted as GFI and an informal weights complaint is denoted as WFI. If an informal quality or weights complaint is formalized in a subsequent reporting period, it will then appear as GFC or WFC, respectively.

FEDERAL GRAIN INSPECTION SERVICE  
Summary of Foreign Monitoring  
Team Activities by Country Visited  
(Fiscal Year 1979)

The Federal Grain Inspection Service (FGIS) has developed a monitoring system to be able to respond to specific foreign complaints concerning the quality and/or condition of U.S. grain at destination ports as provided under the authority of Section 16, (b) and (c), of the Act.

As a part of the monitoring process, FGIS monitoring teams:

- Explain the U.S. standards for grain.
- Identify and explain differences between U.S. and foreign grain standards.
- Observe the grain sampling techniques used by foreign buyers.
- Observe foreign inventory handling equipment and facilities.
- Observe practices that impact on the quality of U.S. grain delivered to foreign buyers.

Team(s)	Country or city visited	Date(s)
Advanced monitoring, Inspection and Weighing Divisions	Hong Kong, Thailand, Malaysia, Indonesia, The Philippines, Singapore, Taiwan, and Japan	10/9 - 11/14/78
GPW seminar, Inspection Division	England, Portugal, France, The Netherlands, W. Germany, Poland, Bulgaria, Italy, Switzerland, and Spain	11/3 - 12/1/78
Agricultural Attache Conference	Athens	1/13 - 1/18/79
Special investigative FGIS team, Inspection Division	Yemen	1/18 - 1/27/79
Advanced monitoring, Inspection and Weighing Divisions	Costa Rica, Guatemala, El Salvador, Honduras, and Panama	1/28 - 2/10/79
Agricultural Attache Conference	Hong Kong and China	3/9 - 3/15/79
Advanced monitoring, Inspection and Weighing Divisions	Morocco, Tunisia, Egypt, Cyprus, Yugoslavia, and Portugal	3/10 - 4/5/79
Wheat Millers/WWA	Singapore and China	3/26/79
Special investigative FGIS team, Inspection Division	Hamburg, W. Germany	4/5 - 4/7/79
Advanced monitoring, Inspection and Weighing Divisions	France, Italy, Romania, Greece, and Spain	4/21 - 5/25/79
Export monitoring, Inspection Division	Quebec, Canada	5/9 - 5/13/79
Advanced monitoring, Inspection and Weighing Divisions	Peru, Chile, and Ecuador	5/12 - 5/25/79
Special weights monitoring FGIS team, Weighing Division	Japan	5/29 - 6/11/79
Special FGIS team on DH&V, Inspection Division	Brazil	6/25 - 6/28/79
Special FGIS team on quality of yellow corn, Inspection Division	Portugal	7/19 - 7/24/79
Advanced monitoring, Inspection and Weighing Divisions	Mexico	8/20 - 8/31/79
Collaborative FGIS-SEA-FA study, Alpha Amylase 1 FGIS, 1 University of N. Dakota, and 1 Washington State University representative	Japan	9/8 - 9/16/79
Rotterdam, Antwerp	The Netherlands and Belgium	9/15 - 9/22/79
Advanced monitoring, Inspection and Weighing Divisions	The Philippines	9/15 - 9/30/79
Fumigation team, Inspection Division	Poland	9/30/79
Diverter checktesting, 1 FGIS and 1 SEA representative	The Netherlands, Belgium, England, and Italy	9/30 - 10/19/79

SOURCE: Fiscal Year 1979 Quarterly Report of Complaints and Inquiries from foreign buyers and others concerning grain inspected and weighed under the United States Grain Standards Act, as amended, have been submitted to the Chairman, Committee on Agriculture, Nutrition, and Forestry, United States Senate, showing action taken on the above monitoring visits.

FEDERAL GRAIN INSPECTION SERVICE

Summary of Briefings With Foreign  
Trade and Governmental Teams  
(Fiscal Year 1979)

Central American Wheat Mission  
China Wheat Trade Mission  
Chinese Grain Inspection and TCK Study  
Ecuador Wheat Trade  
Egyptian Commodity  
Egyptian Flour Millers  
Indonesian Government and Wheat Millers  
Italian Trade  
Japanese Amylo Test Collaborative  
Japanese Flour Millers  
Japanese Food Agency Mission  
Jordanian Wheat Trade  
Korean Flour Millers  
Malaysian Wheat Industry  
Mid-East Dairy Survey  
Moroccan Vegetable Oil  
Moroccan Wheat Trade Mission  
Pakistan Industry and Government Wheat  
Philippine Wheat  
Portuguese Feed Mill Managers  
Republic of the Philippines  
Romanian Wheat Technical  
Romanian Wheat Trade Mission  
Taiwan Wheat Industry  
Tunisian Wheat Trade Mission  
USSR Delegation

Other Groups

American Soybean Association  
Great Plains Wheat, Inc.  
National Soybean Processors Association  
Students from Williams College, Williamston, MA  
U.S. Feed Grains Council  
Western Wheat Associates

Visiting Representatives and Country  
(Fiscal Year 1979)

Argentina  
Brazil  
East German Trade  
Ecuador  
Egypt  
Iran  
New Zealand  
Norway  
PFM, Singapore  
Spain  
United Kingdom

Foreign Agricultural Service (FAS)  
Briefings  
(Fiscal Year 1979)

Assistant Agricultural  
Attaches

Argentina  
Bonn  
Brazilia  
Brussels  
Brussels (US-EEC)  
Guatemala  
Hong Kong  
Jakarta  
Manila  
New Delhi  
The Hague

Agricultural Officers

Bahrain  
Brazil  
Milan  
Seoul  
Singapore  
Warsaw

Agricultural Attaches

Bern  
Brussels  
Copenhagen  
Damascus  
Geneva  
Lisbon  
Manila  
Mexico City  
Romania  
Stockholm

Counselor for  
Agricultural Affairs

Bonn  
Rome



**U.S. Department of Agriculture**