

Waste in Government



Its Reduction by Reorganization of the Executive Departments

By JOHN DICKINSON SHERMAN

President Coolidge's transfer by executive order of the bureau of mines and minerals statistics division from the Department of the Interior to the Department of Commerce throws another spotlight on an anomalous situation at Washington which has long held public attention—bureaucracy and the delayed reorganization of the executive departments of the federal government.

This change is one of those recommended in the program of the joint congressional committee. It was made with the approval and co-operation of Secretaries Work and Hoover of the Interior and Commerce departments. And this change was possible only because of the fact that the President had power to make it under authority lodged in him by the organic act creating the Department of Commerce. This is the only department to which such a transfer can be made by the President without action by congress. Secretary Hoover would like to reciprocate by turning over some functions to Secretary Work, but he will have to wait until congress authorizes the reorganization of the executive departments.

Secretary Hoover proposes to build up in his department a comprehensive division embracing activities of the federal government's scientific and economic research in aid of industry. Examination shows that the research work of the Commerce department and the bureau of mines overlaps in gasoline and lubricating oils; in porcelain manufacture; in fuel; in domestic distribution and foreign trade in mineral products; in statistics of the production of minerals and explosives; in safety appliances, and so on. Secretary Hoover, who is a world-famous mining engineer, among other things, proposes to overhaul the bureau of mines and increase its usefulness to the mining industry.

So the transfer of the bureau of mines may be regarded as an object lesson in what ought to be done in the reorganization of the executive departments—and isn't. Secretary Work has just run up against another illuminating situation, this time in Alaska.

A compilation just completed by him shows that a total of \$10,467,064 was spent last year in the federal administration of the territory. Control of this expenditure was apportioned among nine of the ten executive departments, the Department of State being the lonesome one. Approximately 25 different bureaus expended the appropriations made by congress for the 125 government activities in the territory. Three thousand people in Alaska—more than one-tenth of the white population—are in the government employ.

When Alexander Hamilton mapped out the executive departments he grouped the different functions devoted to the same general major purpose under single responsibility. Ever since his day, as the nation grew and the government's activities increased we have been busy undoing his work by dividing responsibility through the scattering of service with substantially the same major purpose among the different executive departments. New bureaus have been thrown wherever it was most convenient or where they would be most kindly received.

In this way bureaucracy has become entrenched in the executive branch of the government. There are more than 200 different bureaus, boards and commissions with a total of 550,000 employees. In addition there are more than 40 independent establishments directly under either the President or congress. A good deal of this bureaucracy is necessary. The unnecessary personnel is being cut down of late years. But nothing will cure the waste in government that is the result of bad organization except reorganization.

Now the reorganization of the executive departments of the federal government has been urged upon congress by every President from Roosevelt to Coolidge. Congressional committees and commissions have investigated and reported. Complete programs of reorganization have been formulated—one is before congress now. Efficiency experts in the cabinet like Hoover and Work advocate this reorganization day in and day out. But congress has never given authority to anyone to put this reorganization into effect. It has removed civil service from politics. It has created the

budget. It has established the classification. But until congress authorizes some one or some agency to reorganize the executive departments—why, no reorganization, that's all.

So we have this anomalous situation: The Executive and the heads of the executive departments urging reorganization; the rank and file of bureaucracy fighting reorganization, and congress hesitating between the two and evading the issue. The explanation of this anomalous situation is plain. Every item in the reorganization program steps on somebody's toes. Everybody is in favor of every item except the one which cramps his own activities. Every item is opposed by some organized minority. Congress is lost in a babel of voices shouting approval and opposition.

Organization and co-ordination are essential in business. They are highly essential in government, for the government is the greatest business undertaking yet submitted to the mind of man. Bad co-ordination among industries finally comes home to the people as a whole in the form of increased prices. And bad organization in government comes home in many more directions than even the taxes it wastes.

So says Secretary Hoover in an address before the Chamber of Commerce of the United States in which he advocates "Reduction of Waste in Government by Reorganization of the Executive Departments." He first points out that as the bureaus and agencies are now grouped and organized there are two primary causes of waste. One is the confusion of basic principles. The other is the grouping that divides responsibility. Consequently there is a lack of definite national policies. Consequently direct waste arises from overlap and conflict. As to the confusion of basic principles he has this to say, in part:

With the growing complexity of government problems it has been necessary for congress to delegate to the executive side many secondary legislative functions in the making of regulations, and many secondary judicial functions in the enforcement of them. That is the so-called administrative law. And there has been the crudest mixing of these semilegislative and semijudicial functions with purely executive functions. These semijudicial and semilegislative duties are frequently entrusted to single officers, while purely administrative functions are often carried on by boards. All of this is exactly the reverse of the basic principles of sound administration. Boards and commissions are soundly adapted to the deliberate processes necessary to semijudicial and semilegislative and advisory functions, but they are absolutely hopeless where decisive administrative action is necessary. And likewise most of such functions should not be entrusted to a single officer. There is not a single successful business organization in the country that confuses such functions the way we do in government.

He cites the shipping board as a glaring case and says there are "other breeds of this same sort of confusion between individual and joint responsibility." The federal board for vocational education and the federal power commission are two he names. And he continues:

The same chaos of function is carried into other directions where administrative or executive officials are given these semijudicial and semilegislative authorities. The secretary of agriculture has been loaded with powers of a semilegislative and semijudicial character in the administration of the stockyards and commodity exchanges. The secretary of commerce has semilegislative and semijudicial powers over navigation and some branches of communications, and the secretary of labor has certainly a judicial authority over matters of immigration. Not to these confusing functions solely reside in cabinet officers; many bureau heads have such powers. The responsibilities in decisions under these powers are at least as important as those of Federal courts, with this important difference, however, that while there is practically no appeal to the court in most cases, yet practically most decisions are final. Worst of all, there are none of the safeguards as to the right of individuals in the determination of questions submitted such as are in our courts. Duties of this semilegislative and semijudicial character should not be imposed upon administrative officials. In those matters where they involve semilegislative action they should not even be conferred upon a judge, much less upon executive officials. No individual should be at the same time legislator, policeman, prosecutor, judge and jury. Every single department, bureau and board in the entire government should be placed upon the operating table and a clean-cut separation established between semijudicial and semilegislative functions on the one hand, and the former rightly belongs to individuals.

As to the division of authority over services directed to the same major purpose by scattering them through unrelated groups he says:

To illustrate my point, I have made a partial collection of misfits and in so doing I have taken no account of either incidental functions or semilegislative or semijudicial agencies, except so far as they have administrative functions.

Number of Agencies	Number of Departments in which they are located
Public Works Construction . . . 14	9
Conservation of National Resources . . . 8	5
Direct Aid to Industry . . . 5	2
Direct Aids to Merchant Marine . . . 14	6
Direct Aids to Education . . . 5	3
Direct Aids to Veterans . . . 4	4
Dependencies . . . 4	2
Public Health . . . 4	2
Purchase of \$250,000,000 of supplies annually . . . 1	1

It is not necessary that each of these groups should become a whole executive department, each under a cabinet officer; but it is entirely feasible to place each one of them under the supervision of a special assistant secretary, and if we were truly intelligent we would class him as an expert and outside selection on political grounds. It is entirely secondary what department these groups are in. The big thing is to bring these kindred agencies together under one leadership so that their overlapping edges can be clipped, and their fights stopped. No one familiar with the internal workings of the departments will deny the direct waste which comes from overlap and friction as the result of the present lack of co-ordination of activities. Co-ordination is feasible when some one person is responsible; with divided authority among the different branches of government it is a hypothesis that evaporated soon after the perennial conferences of cabinet officers on the subject. It all costs somebody money. One of our favorite indoor sports is our newspaper correspondents to ventilate these conflicts.

The divided responsibility with absence of centralized authority prevents the constructive and consistent development of broad national policies in these special branches of governmental activity for there is by necessity of this division constant conflict of view within the government itself. Under the present system we have different bureau policies, department policies, board policies, and commission policies. We have a bazaar of divergent ideas without focus; lumber piled together does not make a house. The treatment of our national resources furnishes a good instance. If anything is certain, it is that the government should have a continuous, definite, and consistent policy directed to intelligent conservation and use of national resources. But it can have no such policy so long as responsibility is split up among half a dozen different departments. The recent occurrences in oil leases are a fair example of what may happen by the lack of single-headed responsibility in such matters. No policy of real guardianship of our reserve resources will exist until we put all conservation business in the hands of an undersecretary for conservation, with the spotlight of public opinion continuously upon him.

As to the forty independent establishments Secretary Hoover has this to say:

The forty governmental agencies which are now supposed to function directly under the President present another problem. Here we have four breeds which might be classified according to the functions they perform. The semijudicial, the semilegislative, the service bureaus to all departments, and the straight administrative. Often enough they are mixed. They are supposed to act under the direct supervision of the President. But it is preposterous to expect that with his multitude of higher obligations the President can give them anything like adequate supervision. As a matter of fact, these very little establishments conduct their activities with very little supervision or co-ordination. The last group, the straight administrative, expend nearly half a billion a year—as much as the total of five of the departments under cabinet officers. If for no other reason, this group should be placed directly in the departments in order that the President may exercise through his cabinet the guidance and control of the administrative arm of the government. And the President, already overworked in major policies, must be relieved of detail.

"What we need," concludes Secretary Hoover, "is three primary reforms: First, to group together all agencies having the same predominant major purpose under the same administrative supervision; second, to separate the semijudicial and semilegislative and advisory functions from the administrative functions, placing the former under the joint minds, the latter under single responsibility; and third, we should relieve the President of a vast amount of direct administrative labor."

"I do not expect that the federal government will ever be a model of organization, but I have aspirations to see it improve."

Courtship Among Lower Creatures

Methods of love-making are just as varied among animals, birds, and insects as the methods used by human beings. According to a well-known scientist, the male spider, a diminutive creature compared with the female, attracts the attention of his mate by vibrating one of the fibers of her web, thus transmitting a message of love along the "wires."

The chirp of the cricket, caused by the male rubbing leg and wing together, appeals to his mate's sense of hearing, and was the first known example of instrumental music being applied to courtship. The frog also exploits the sense of hearing, the male emitting that very resonant sound so often apt to interfere with one's sleep. The croak of the frog was the first known instance of vocal music being applied to courtship.—Grit.

For economy's sake, why not buy a vermifuge which expels Worms or Tapeworm with a single dose? Dr. Peery's "Dead Shot" does it. 372 Pearl St., N. Y. Adv.

Ingenious Cat

An innocent-looking black cat, which is the pet of a Burlington (Vt.) store, was seen to leap up on the counter and get into the egg basket, says the Boston Globe. The cat proceeded to push one of the eggs out with its paws and when it broke on the floor, jumped down and ate the egg, leaving the shell. Then and there the store mystery of the broken eggshells on the floor was solved. And a short time after that, the cat excelled itself. A glass jar of chicken was in a basket, and craving a little solid food, the cat pushed the rather heavy jar off the counter. It went after the chicken and ate everything but the glass.

Flyers Set Record

Aviators in the Royal Canadian Air force set a new record for safe flying last year by making up 3,340 hours of actual flying time without a fatal accident in carrying air mail, patrolling forests and fisheries, and performing other government service, said a report from the Department of the Interior. More than 3,000 acres of forest in Alberta were covered twice a day by air patrols during the season of fire hazard, and in Manitoba 40,000 acres were under observation. The forces photographed 40,000 square miles of terrain for the topographical survey.

Public-Spirited Citizen

An anonymous donor has given the sum of \$40,000 (\$200,000) to the Bradford (England) Chamber of Commerce the interest to be used to send selected young men to the continent for periods of six months or more to study languages, especially Russian and Spanish, and to learn some branch of the textile industry. The purpose is to enable these young men to assist Bradford to develop permanent trade relations with foreign countries.

State-Owned Coal Mines

All the fuel, with little exception, to be used during the coming year at charitable, educational and penal institutions of South Dakota will be from the state's own lignite mine near Haynes, S. D. The mine, operation of which by the state began in 1919, is now on a profit-paying basis and producing in such quantities that its manager was able to offer prices which enabled almost all the institutions to use the coal at a saving.

Electric Street Railways

With one exception all of the cities of the United States having a population of 25,000 or more have electric street railways. These electric street car lines represent a total investment of \$5,625,000,000, which constitutes 2 per cent of the nation's wealth, and last year they provided transportation for a total of 16,000,000,000 people, which is equal to 140 rides for every inhabitant of the United States.

Cuticura Soothes Itching Scalp.

On retiring gently rub spots of dandruff and itching with Cuticura Ointment. Next morning shampoo with Cuticura Soap and hot water. Make them your everyday toilet preparations and have a clear skin and soft, white hands.—Advertisement.

French Wireless Station

So powerful will be the wireless transmitting station in Mount Saleve, France, that it will be able to communicate with ships on both the Atlantic and Pacific oceans.

Genuine BAYER ASPIRIN

Say "Bayer Aspirin"

INSIST! Unless you see the "Bayer Cross" on tablets you are not getting the genuine Bayer Aspirin proved safe by millions and prescribed by physicians for 24 years.

Safe Accept only a Bayer package

which contains proven directions Handy "Bayer" boxes of 12 tablets Also bottles of 24 and 100—Druggists Aspirin is the trade mark of Bayer Manufacturing of Monroeville, Pa. U.S.A.

RESINOL

Soothing and Healing For Sunburn and Insect Bites

Bosch's Syrup for Coughs and Lung Troubles Successful for 69 years. 20 and 50c bottles. ALL DRUGGISTS

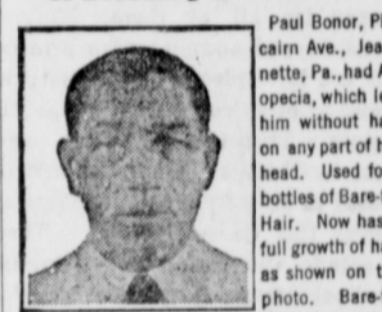
MORTON HOSPITAL REASONABLE—HOMELIKE 1055 PINE ST., SAN FRANCISCO

Timely Warning

Electrician (from top of building from which four wires dangled)—Bill, catch hold of two of them wires. Bill—Right. Electrician—Feel anything? Bill—No. Electrician—Well, don't touch the other two, there's 2,000 volts in them. —Liverpool Echo.

Grow Hair on Your BALD HEAD

BARE-TO-HAIR A Blessing to Mankind



Paul Bonor, Pitt-cain Ave., Joannetta, Pa., had Alopecia, which left him without hair on any part of his head. Used four bottles of Bare-to-Hair. Now has a full growth of hair as shown on the photo. Bare-to-Hair will grow hair on bald heads, Stop Falling Hair, Dandruff, Itching, and many forms of Eczema.

Correspondence given personal attention. Beckel, Cordy & Hutchinson DISTRIBUTORS 115 Mason St. San Francisco, Calif.

PARKER'S HAIR BALSAM Removes Dandruff Stops Hair Falling Restores Color and Beauty to Gray and Faded Hair Use at Druggists, 115 Mason St., San Francisco, Calif.

HINDERCONS Removes Corns, Calluses, etc. stops all pain, ensures comfort to the feet, makes walking easy. Use by mail or at Druggists. Hixson Chemical Works, Patented, N. Y.

Dickey's OLD RELIABLE Eye Water relieves sun and wind-burned eyes. Doesn't hurt. Genuine in Red Folding Box. 25c at all druggists or by mail. DICKIEY DRUG CO., Bristol, Va.—Tenn.

W. N. U., San Francisco, No. 29—1925.

Sympathetic

"That's a fine motor. How did you get it?" "Out of a prize competition." "Did you win it?" "No, I organized it."

Children Cry for



Fletcher's CASTORIA MOTHER—Fletcher's Castoria is especially prepared to relieve Infants in arms and Children all ages of Constipation, Flatulency, Wind Colic and Diarrhea; allaying Feverishness arising therefrom, and, by regulating the Stomach and Bowels, aids the assimilation of Food; giving healthy and natural sleep.

To avoid imitations, always look for the signature of Dr. J. C. Fletcher. Absolutely Harmless—No Opiates. Physicians everywhere recommend it.