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APPROVED
OCT 1 - 1976

10/1/76

THE WHITE HOUSE
WASHINGTON

ACTION

Last Day: October 8

October 1, 1976

Posted
10/2/76
archive
10/4/76

MEMORANDUM FOR

THE PRESIDENT

FROM:

JIM CANNON

J.C. Cannon

SUBJECT:

S. 3052 - Training for Dependents
of Certain USDA Employees

Attached for your consideration is S. 3052, sponsored
by Senator Dole.

The enrolled bill authorizes the Secretary of Agriculture
to provide orientation and language training for the
families of Department of Agriculture employees who
have foreign assignments.

Additional information is provided in OMB's enrolled
bill report at Tab A.

OMB, Max Friedersdorf, Counsel's Office (Kilberg) and I
recommend approval of the enrolled bill.

RECOMMENDATION

That you sign S. 3052 at Tab B.





EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

SEP 28 1976

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill S. 3052 - Training for dependents
of certain USDA employees
Sponsor - Sen. Dole (R) Kansas

Last Day for Action

October 8, 1976 - Friday

Purpose

Authorizes the Secretary of Agriculture to provide orientation and language training for the families of Department of Agriculture employees who have foreign assignments.

Agency Recommendations

Office of Management and Budget	Approval
Department of Agriculture	Approval
Department of State	Approval

Discussion

Under present law, the Department of Agriculture can use the Foreign Service Institute (FSI) to train dependents of USDA employees for overseas assignments on strictly a space-available, non-reimbursable basis. Unlike many other Federal agencies, Agriculture has no authority to use its appropriations to pay for the cost of dependent

training, whether provided at the FSI, by some other agency, or overseas. In recent years, this has significantly curtailed the ability of the Department to provide training for the dependents of its employees who are assigned abroad.

Agriculture believes that the spouses of Department officials can occupy a significant role in the success of U.S. agricultural representational activities abroad. Given the increasing significance of U.S. agricultural exports as a major contribution to the Nation's export earnings, the Department thinks that it is particularly important for the spouses of its officials assigned abroad to acquire the skills necessary to communicate in the language of the country to which they are assigned.

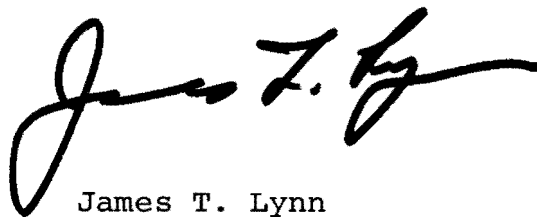
Accordingly, in 1975, Agriculture submitted to the Congress proposed legislation that would authorize the Secretary to pay for appropriate orientation and language training for families of officers and employees of the Department in anticipation of their assignment abroad. The Agriculture proposal also stipulated that the facilities of the Foreign Service Institute or other government facilities would be used whenever practicable. The Department's draft bill did not have a specific appropriation authorization, although such training was estimated to cost about \$30,000 annually.

S. 3052 generally conforms to the Agriculture proposal, although it contains several differences, all of which are acceptable, in that it would:

- become effective on October 1, 1976;
- authorize the Secretary to use foreign currencies generated under Title I of the Agricultural Trade Development and Assistance Act of 1954 for training in the foreign nations to which the Department's employees and families are assigned;
- provide a specific appropriation authorization of \$50,000 annually, except that any appropriation available to the Secretary could be used for fiscal year 1977; and,

-- require the Secretary to submit an annual report to the House and Senate Agriculture Committees which details the family training activities carried out under the Act.

In its attached enrolled bill letter which recommends approval of S. 3052, Agriculture states that the enrolled bill would not result in additional outlays during fiscal year 1977 "... since the cost of about \$50,000 annually can be absorbed within the total resources of the Department..."

A handwritten signature in black ink, appearing to read "James T. Lynn". The signature is fluid and cursive, with a large initial "J" and a long, sweeping underline.

James T. Lynn
Director

Enclosures



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

September 27, 1976

Honorable James T. Lynn
Director
Office of Management and Budget

Dear Mr. Lynn:

In reply to your request, the following report is submitted on the enrolled enactment of S. 3052, an Act to amend Section 602 of the Agricultural Act of 1954.

This Department recommends that the President approve the Act.

The enrolled enactment of S. 3052 authorizes, effective October 1, 1976, the Secretary of Agriculture to provide appropriate orientation and language training to families of employees of the Department of Agriculture in anticipation of an assignment of such employees abroad. The Act authorizes an annual appropriation of not to exceed \$50,000 and the use of foreign currencies generated under Title I of the Agricultural Trade Development and Assistance Act of 1954, as amended, to carry out the purposes of the Act. The Act also provides that the facilities of the Foreign Service Institute or other Government facilities shall be used for such training wherever practicable and requires the Secretary to submit an annual report of activities under this authority to the House Committee on Agriculture and the Senate Committee on Agriculture and Forestry.

S. 3052 provides the Department with basic authority similar to that which has been made available to other foreign affairs agencies through the Foreign Service Act of 1946, as amended. Further, this authority will enable the families of Departmental employees assigned abroad to be able to more actively participate in the important role of representing U.S. agricultural interests in their countries of assignment.

For Fiscal Year 1977 the Act will not result in additional outlay, since the cost of about \$50,000 annually can be absorbed within the total resources of the Department of Agriculture. In subsequent years the Act provides authority for an annual appropriation not to exceed \$50,000 in order to carry out the provisions of the Act.

Sincerely,

A handwritten signature in cursive script that reads "Richard E. Bell".

RICHARD E. BELL
Assistant Secretary



DEPARTMENT OF STATE .

Washington, D.C. 20520

SEP 28 1976

Honorable James T. Lynn
Director, Office of Management
and Budget
Washington, D.C. 20503

Dear Mr. Lynn:

Enrolled Bill S.3052 authorizes orientation and language training for families of Department of Agriculture employees in preparation for assignment abroad. The authority granted in the bill is similar to that which the Department of Defense has for language training for military dependents. It is virtually identical with wording in Section 701 of the Foreign Service Act of 1946, as amended, with reference to Foreign Service dependents.

The Department of State has been encouraging Agriculture to seek this legislation for several years.

We recommend that the President sign S.3052.

Sincerely,

A handwritten signature in cursive script that reads "Kempton B. Jenkins".

Kempton B. Jenkins
Acting Assistant Secretary
for Congressional Relations

Date: September 29

Time:

FOR ACTION: Paul Leach *W*
Max Friedersdorf *W*
Bobbie Kilberg *W*

cc (for information)

JUDY JOHNSTON
Ed Schmultz

FROM THE STAFF SECRETARY

DUE: Date: September 30

Time: 530pm

SUBJECT:

S.3052-Training for dependents of certain USDA employees

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

please return to judy johnston, ground floor west wing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

K. R. COLE, JR.
For the President



EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

SEP 28 1976

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill S. 3052 - Training for dependents
of certain USDA employees
Sponsor - Sen. Dole (R) Kansas

Last Day for Action

October 8, 1976 - Friday

Purpose

Authorizes the Secretary of Agriculture to provide orientation and language training for the families of Department of Agriculture employees who have foreign assignments.

Agency Recommendations

Office of Management and Budget	Approval
Department of Agriculture	Approval
Department of State	Approval

Discussion

Under present law, the Department of Agriculture can use the Foreign Service Institute (FSI) to train dependents of USDA employees for overseas assignments on strictly a space-available, non-reimbursable basis. Unlike many other Federal agencies, Agriculture has no authority to use its appropriations to pay for the cost of dependent

THE WHITE HOUSE

WASHINGTON

September 30, 1976

MEMORANDUM FOR:

JIM CAVANAUGH

FROM:

MAX L. FRIEDERSDORF *M.L.*

SUBJECT:

S.3052 - Training for dependents of certain
USDA employees

The Office of Legislative Affairs concurs with the agencies
that the subject bill be signed.

Attachments

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: September 29

Time: 5:00pm

FOR ACTION: Paul Leach
Max Friedersdorf
Bobbie Kilberg

cc (for information): Jack Marsh
Jim Connor
Ed Schmults

FROM THE STAFF SECRETARY

DUE: Date: September 30

Time: 530pm

SUBJECT:

S.3052-Training for dependents of certain USDA employees

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

please return to judy johnston, ground floor west wing

*approved Kilberg
9/30/76*

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please

James M. Cannon

ORIENTATION OF DEPENDENTS OF USDA EMPLOYEES HAVING FOREIGN ASSIGNMENTS

MARCH 11, 1976.—Ordered to be printed

Mr. DOLE, from the Committee on Agriculture and Forestry,
submitted the following

REPORT

[To accompany S. 3052]

The Committee on Agriculture and Forestry, to which was referred the bill (S. 3052) to amend section 602 of the Agricultural Act of 1954, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

SHORT EXPLANATION

This bill would authorize the Secretary of Agriculture to use appropriated funds for the orientation and language training of dependents of officers and employees of the United States Department of Agriculture who have foreign assignments.

PURPOSE OF BILL

The purpose of this bill is to provide the Department of Agriculture with the same authority available to other foreign affairs agencies of government.

BACKGROUND AND NEED

According to the Department of Agriculture, there were 200 so-called permanent duration type assignments abroad as of March 1, 1976. The usual assignment is for an average three-year term.

Because of the representational nature of the agricultural attaché's position, it is important that dependents of the attaché share in representing the United States abroad. The attaché's spouse is an important member of the attaché team and thereby occupies a significant role in the success of U.S. agricultural representational activities at posts abroad.

The spouses of other Department officials assigned abroad also have a significant role in representational activities in the country to which the officials are assigned.

It is especially useful for the spouse of the attaché and of the other Department officials to know something of the culture and history of the area to which the Department representative is to be assigned, as well as have general orientation on foreign service requirements. Of equal importance is the increasingly greater emphasis being placed on language proficiency for those assigned officially abroad. The spouse must acquire a degree of skill to communicate in the language of the country to which the attaché or Department official is assigned. While the spouse's language skills and knowledge of the area need not be as highly developed as those of the attaché or other official assigned abroad, a lesser degree is justified and important to represent effectively the United States abroad.

A limited amount of dependent training has been accomplished through the Foreign Service Institute in Washington, D.C., without cost to the Department. The Institute has informed the Department that due to budgetary limitations, it must request reimbursement for future dependent training. Furthermore, authority is needed to pay for training which is not feasible to obtain through the Institute. Also, there is a need for training of dependents at posts abroad which can not be met on a nonreimbursable basis.

The spouse of an attaché or other Department official serving abroad should not bear such expense, in view of the spouse's role in representing the United States abroad, but rather such cost should be borne by the government.

DEPARTMENTAL VIEWS

The following letter dated May 21, 1975, from the Department requests enactment of the legislation:

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., May 21, 1975.

HON. NELSON ROCKEFELLER,
President of the Senate.

DEAR MR. PRESIDENT: Enclosed for consideration of the Congress is a draft bill which would amend Section 602 of the Agricultural Act of 1954, by adding a new subsection thereto.

The Department recommends that this bill be passed.

This bill would provide that appropriations available to the Secretary of Agriculture may be used to provide appropriate orientation and language training to families of officers and employees of the Department in anticipation of an assignment abroad of such officers and employees or while abroad pursuant to the Agricultural Act of 1954, or other authority. This authority is available to other Foreign Affairs agencies through the Foreign Service Act of 1946, as amended.

Section 701 of the Foreign Service Act of 1946, as amended, provides authority to Federal agencies to utilize the facilities of the Foreign Service Institute for dependent training. There is, however, no authority for the Department of Agriculture to use its appropriations to pay for the cost of such training.

Because of the representational nature of the Agricultural Attache's position it is important that dependents of the Attache share in representing the United States abroad. The Attache's spouse is an important member of the Attache team and thereby occupies a significant role in the success of U.S. agricultural representational activities at posts abroad.

The spouse of other Department officials assigned abroad also has a significant role in representational activities in the country to which the official is assigned.

It is especially useful for the spouse of the Attache and of the other Department officials to know something of the culture and history of the area to which the Department representative is to be assigned, as well as have general orientation on foreign service requirements.

Of equal importance is the increasingly greater emphasis being placed on language proficiency for those assigned officially abroad. The spouse must acquire a degree of skill to communicate in the language of the country to which the Attache or Department official is assigned. While her language skills and knowledge of the area need not be as highly developed as those of the Attache or other official assigned abroad, a lesser degree is justified and important to effectively represent the United States abroad.

A limited amount of dependent training has been accomplished through the Foreign Service Institute in Washington, D.C., without cost to this Department. The Institute has informed us that due to budgetary limitations they must request reimbursement for further dependent training. Furthermore, authority is needed to pay for training which is not feasible to obtain through FSI. Also, there is a need for training of dependents at posts abroad which cannot be met on a nonreimbursable basis.

The spouse of an Attaché or other Department official serving abroad should not bear such expense, in view of her role in representing the United States abroad, but rather such cost should be borne by the Government.

It is estimated that the enactment of this proposed legislation would not result in additional costs, since the cost of about \$30,000 annually can be absorbed within the total resources of the Department of Agriculture.

The Office of Management and Budget advises that there is no objection to the presentation of this proposed legislation from the standpoint of the Administration's program.

Sincerely,

RICHARD A. ASHWORTH,
Deputy Under Secretary.

Enclosure.

A BILL To amend Section 602 of the Agricultural Act of 1954

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that Section 602 of the Agricultural Act of 1954, as amended, is amended by adding at the end thereof a new subsection as follows:

“(f) Appropriations available to the Secretary of Agriculture may be used to provide appropriate orienta-

tion and language training to families of officers and employees of the Department of Agriculture in anticipation of an assignment abroad of such officers and employees or while abroad pursuant to this Act or other authority: *Provided*, That the facilities of the Foreign Service Institute or other Government facilities shall be used wherever practicable."

COST ESTIMATE

In accordance with section 252 of the Legislative Reorganization Act of 1970, the Committee estimates that the costs to be incurred by the Federal Government during the current and five subsequent years as a result of the enactment of this legislation would be approximately \$30,000 annually. This estimate of costs is in accord with the estimate made by the Department of Agriculture. As noted in the Department's letter of May 21, 1975, recommending enactment of this legislation, these costs could be absorbed within the total resources of the Department.

CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

AGRICULTURAL ACT OF 1954, AS AMENDED

* * * * *

TITLE VI—AGRICULTURE ATTACHÉS

* * * * *

SEC. 602. (a) To effectuate the carrying out of the purposes of this title, the Secretary of Agriculture is authorized to appoint such personnel as he determines to be necessary and, with the concurrence of the Secretary of State, to assign such personnel to service abroad.

(b) Officers or employees assigned or appointed to a post abroad pursuant to this title shall have the designation of Agricultural Attaché or other titles or designations, which shall be jointly agreed to by the Secretary of State and the Secretary of Agriculture.

(c) Upon the request of the Secretary of Agriculture, the Secretary of State shall regularly and officially attach the officers or employees of the United States Department of Agriculture to the diplomatic mission of the United States in the country in which such officers or employees are to be assigned by the Secretary of Agriculture, and shall obtain for them diplomatic privileges and immunities equivalent to those enjoyed by Foreign Service personnel of comparable rank and salary.

(d) The President shall prescribe regulations to insure that the official activities of persons assigned abroad under this title are carried on (1) consonant with United States foreign policy objectives as defined by the Secretary of State; (2) in accordance with instructions

of the Secretary of Agriculture with respect to agricultural matters; and (3) in coordination with other representatives of the United States Government in each country, under the leadership of the Chief of the United States Diplomatic Mission.

(e) Any officer or employee appointed and assigned to a post abroad pursuant to this title may, in the discretion of the Secretary of Agriculture, be assigned for duty in the continental United States, without regard to the civil service laws (and without reduction in grade if an appropriate position at the employee's grade is not available in any agency of the Department of Agriculture), for a period of not more than three years: *Provided*, That the total number of such employees assigned for duty in the continental United States under this provision shall not exceed fifteen at any one time: *Provided further*, That this Act shall not increase the number of persons employed at grade GS-16, GS-17, or GS-18.

(f) *Appropriations available to the Secretary of Agriculture may be used to provide appropriate orientation and language training to families of officers and employees of the Department of Agriculture in anticipation of an assignment abroad of such officers and employees or while abroad pursuant to this Act or other authority: Provided, That the facilities of the Foreign Service Institute or other Government facilities shall be used wherever practicable.*

○

ORIENTATION OF DEPENDENTS OF USDA EMPLOYEES
HAVING FOREIGN ASSIGNMENTS

MAY 15, 1976.—Committed to the Committee of the Whole House on the
State of the Union and ordered to be printed

Mr. FOLEY, from the Committee on Agriculture,
submitted the following

REPORT
together with
DISSENTING VIEWS

[To accompany H.R. 11868]

The Committee on Agriculture, to whom was referred the bill (H.R. 11868), to amend section 602 of the Agricultural Act of 1954, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

The amendments are as follows:

Page 1, line 3, strike everything after the enacting clause and substitute the following:

That section 602 of the Agricultural Act of 1954, as amended, is amended by adding at the end thereof a new subsection as follows:

“(f) Effective October 1, 1976, the Secretary of Agriculture is authorized to provide appropriate orientation and language training to spouses of officers and employees of the Department of Agriculture in anticipation of an assignment abroad of such officers and employees or while abroad pursuant to this Act or other authority: *Provided*, That the facilities of the Foreign Service Institute or other Government facilities shall be used wherever practicable, and the Secretary may utilize foreign currencies generated under Title I of Public Law 83-480 to carry out the purposes of this subsection in the foreign nations to which such officers, employees and spouses are assigned. There are hereby authorized to be appropriated such sums, not to exceed \$35,000 annually. The Secretary shall submit to the House Committee on Agriculture and the Senate Committee on Agriculture and Forestry not later than 90 days after the end of each fiscal year a detailed report showing activities carried out under authority of this subsection during such fiscal year.”

Amend the title to read as follows:

A bill to authorize orientation and language training for spouses of certain officers and employees of the Department of Agriculture.

PURPOSE AND NEED FOR THE LEGISLATION

H.R. 11868 authorizes the Secretary of Agriculture to provide orientation and language training for spouses of officers and employees of the U.S. Department of Agriculture who have foreign assignments. For this purpose the bill authorizes an annual appropriation of \$35,000 effective October 1, 1976.

It is important that spouses of agricultural officers and employees assigned abroad acquire skills to communicate in the language of the country to which they are assigned in order for them to participate in fulfilling the important role of representing U.S. agriculture aboard. The USDA employee's spouse is an important member of the attache team and thereby occupies a significant role in the success of U.S. agricultural activities at posts abroad. Indeed, the husband and wife team in the embassy environment is an instance where it could be truly said that the government gets the services of two people for the price of one. It is also useful that the spouses know something of the culture and history of the area to which they are assigned as well as to have a general orientation on foreign service requirements. Training of this kind adds to professional confidence and helps to provide for the spouse functioning more effectively in official contacts. Because of service to the government, it is felt by the Committee reasonable that the government should bear the cost of this training.

The Department of State has authority to provide training for State Department employees and their families in anticipation of their assignments abroad. It also provides similar training for employees and families of other agencies and collects reimbursement from such agencies for the training. While other agencies have legislative authority to reimburse the Department for training of dependents, the USDA does not.

The Foreign Service Institute was advised by the General Accounting Office in 1968 that it should establish a uniform system of charging other agencies for training services and it should document any deviations from this general policy. The Institute then requested the Department of Agriculture to seek the general authority for such reimbursement already possessed by other agencies such as NSIA, AID and CIA. In the interim it has provided training to dependents of USDA employees on a space available basis pursuant to individual requests from USDA for waiver of reimbursement requirements with the understanding that USDA would continue to seek the necessary legislative authority.

The bill provides that, to the maximum extent practicable, facilities of the Foreign Service Institute or other government facilities would be used. Authority is also provided to make use of foreign currencies generated under title I of Public Law 480 to carry out the purposes of this section in foreign nations to which the employees and their spouses are assigned. The Committee is advised that there are 7 countries in which there are language programs where there are excess currencies available.

The Department of Agriculture has estimated 223 professional staff officers are serving abroad at this time. Based on normal rotation the Committee has been advised that no more than 50 dependents would be subject to training during any one fiscal year and that the amount provided in this bill should be sufficient to accommodate the needs of the Department.

SECTION-BY-SECTION ANALYSIS

The bill amends section 602 of the Agricultural Act of 1954, as amended, to authorize, effective October 1, 1976, the Secretary of Agriculture to provide appropriate orientation and language training to spouses of officers and employees of the Department of Agriculture in anticipation of an assignment abroad of such officers and employees or while abroad pursuant to the Act or other authority. It provides an annual authorization of not to exceed \$35,000 for this purpose. The facilities of the Foreign Service Institute or other government facilities shall be used wherever practicable, and the Secretary may use foreign currencies generated under title 1 of Public Law 83-480 for the purposes of this program in the foreign nations to which the officers, employees and spouses are assigned. The Secretary is required to submit to the House Committee on Agriculture and the Senate Committee on Agriculture and Forestry after the end of each fiscal year a detailed report showing activities carried out under authority of the bill.

COMMITTEE CONSIDERATION

The Subcommittee on Department Operations, Investigations and Oversight held a public hearing on March 29, 1976, on H.R. 11868 at which the Administrator of the Foreign Agricultural Service, U.S. Department of Agriculture, testified in support of the bill. No testimony was received in opposition to the bill.

In the discussion that ensued some questions were raised concerning aspects of the bill; in particular, the provisions that would authorize the Secretary to make use of any appropriations available to the Department to fund the cost of the program. The Subcommittee met again on May 6 in markup session. A motion to limit the language training to spouses rather than families, as provided in the bill as introduced, was rejected by a roll call vote of 6 to 1. The Subcommittee then adopted an amendment to provide a specific authorization for the language training program effective October 1, 1976, instead of making any appropriation for the Department available for the purpose. It also agreed to require an annual report concerning operations under the bill and then ordered the bill reported to the full Committee by a vote of 6 to 1 in the presence of a quorum.

The Committee met on May 11 at which time Mr. Wampler offered an amendment in the nature of a substitute which placed a \$35,000 annual ceiling on the program, required use of foreign currencies to the maximum extent practicable, limited the authorization to a three-year period, and restricted the program to spouses. Mr. de la Garza suggested a change in the amendment to authorize, rather than require, use of the foreign currencies and remove the three-year limitation on the authorization. The amendment was reformed by unanimous consent and agreed to by the Committee. The Committee then voted by voice vote in the presence of a quorum to report the bill to the House with a recommendation that it do pass.

ADMINISTRATION POSITION

On May 21, 1975, Deputy Under Secretary Richard A. Ashworth of the U.S. Department of Agriculture wrote Speaker Albert urging

consideration of the legislation by the Congress. A copy of the executive communication follows:

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., May 21, 1975.

HON. CARL ALBERT,
Speaker of the House of Representatives.

DEAR MR. SPEAKER: Enclosed for consideration of the Congress is a draft bill which would amend Section 602 of the Agricultural Act of 1954, by adding a new subsection thereto.

The Department recommends that this bill be passed.

This bill would provide that appropriations available to the Secretary of Agriculture may be used to provide appropriate orientation and language training to families of officers and employees of the Department in anticipation of an assignment abroad of such officers and employees or while abroad pursuant to the Agricultural Act of 1954, or other authority. This authority is available to other Foreign Affairs agencies through the Foreign Service Act of 1946, as amended.

Section 701 of the Foreign Service Act of 1946, as amended, provides authority to Federal agencies to utilize the facilities of the Foreign Service Institute for dependent training. There is, however, no authority for the Department of Agriculture to use its appropriations to pay for the cost of such training.

Because of the representational nature of the Agricultural Attache's position it is important that dependents of the Attache share in representing the United States abroad. The Attache's spouse is an important member of the Attache team and thereby occupies a significant role in the success of U.S. agricultural representational activities at posts abroad.

The spouse of other Department officials assigned abroad also has a significant role in representational activities in the country to which the official is assigned.

It is especially useful for the spouse of the Attache and of the other Department officials to know something of the culture and history of the area to which the Department representative is to be assigned, as well as have general orientation on foreign service requirements.

Of equal importance is the increasingly greater emphasis being placed on language proficiency for those assigned officially abroad. The spouse must acquire a degree of skill to communicate in the language of the country to which the Attaché or Department official is assigned.

While her language skills and knowledge of the area need not be as highly developed as those of the Attaché or other official assigned abroad, a lesser degree is justified and important to effectively represent the United States abroad.

A limited amount of dependent training has been accomplished through the Foreign Service Institute in Washington, D.C., without cost to this Department. The Institute has informed us that due to budgetary limitations they must request reimbursement for further dependent training. Furthermore, authority is needed to pay for training which is not feasible to obtain through FSI. Also, there is a need for training of dependents at posts abroad which cannot be met on a nonreimbursable basis.

The spouse of an Attaché or other Department official serving abroad should not bear such expense, in view of her role in represent-

ing the United States abroad, but rather such cost should be borne by the Government.

It is estimated that the enactment of this proposed legislation would not result in additional costs, since the cost of about \$30,000 annually can be absorbed within the total resources of the Department of Agriculture.

The Office of Management and Budget advises that there is no objection to the presentation of this proposed legislation from the standpoint of the Administration's program.

Sincerely,

RICHARD A. ASHWORTH,
Deputy Under Secretary.

Enclosure.

A BILL To amend Section 602 of the Agricultural Act of 1954

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that Section 602 of the Agricultural Act of 1954, as amended, is amended by adding at the end thereof a new subsection as follows:

"(f) Appropriations available to the Secretary of Agriculture may be used to provide appropriate orientation and language training to families of officers and employees of the Department of Agriculture in anticipation of an assignment abroad of such officers and employees or while abroad pursuant to this Act or other authority: Provided, That the facilities of the Foreign Service Institute or other Government facilities shall be used wherever practicable."

CURRENT AND FIVE SUBSEQUENT FISCAL YEAR COST ESTIMATE

Pursuant to Clause 7 of Rule XIII of the Rules of the House of Representatives, the Committee estimates the cost to be incurred by the Federal Government during the current and the five subsequent fiscal years as a result of the enactment of this legislation would not exceed \$35,000 annually.

This estimate of costs is in accord with the estimate made by the Department of Agriculture.

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(1)(4) of Rule XI of the Rules of the House of Representatives, the Committee estimates that enactment of H.R. 11868, as amended, will have no inflationary impact on the national economy.

BUDGET ACT COMPLIANCE (SECTION 308 AND SECTION 403)

The provisions of clause 2(1)(3)(B) Rule XI of the Rules of the House of Representatives and section 308(a) of the Congressional Budget Act of 1974 (relating to estimates of new budget authority or new or increased tax expenditures) are not considered applicable. The estimate and comparison required to be prepared by the Director of

the Congressional Budget Office under clause 2(1)(3)(C) of Rule XI of the Rules of the House of Representatives and section 403 of the Congressional Budget Act of 1974 had not been received by the Committee prior to the filing of this report. The Committee was advised that it is anticipated that such an estimate and comparison will be available prior to consideration of the bill on the Floor of the House.

OVERSIGHT STATEMENT

No summary of oversight findings and recommendations made by the Committee on Government Operations under clause 2(b)(2) of Rule X of the Rules of the House of Representatives was available to the Committee with reference to the subject matter specifically addressed by H.R. 11868, as amended.

No specific oversight activities, other than the hearings accompanying the Committee's consideration of H.R. 11868, as amended, was made by the Committee, within the definition of clause 2(b)(1) of Rule X of the Rules of the House of Representatives.

CHANGES IN EXISTING LAW

In compliance with clause 3 of Rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, and existing law in which no change is proposed is shown in roman) :

AGRICULTURAL ACT OF 1954, AS AMENDED

* * * * *

TITLE VI—AGRICULTURE ATTACHÉS

* * * * *

SEC. 602. (a) To effectuate the carrying out of the purposes of this title, the Secretary of Agriculture is authorized to appoint such personnel as he determines to be necessary and, with the concurrence of the Secretary of State, to assign such personnel to service abroad.

(b) Officers or employees assigned or appointed to a post abroad pursuant to this title shall have the designation of Agricultural Attaché or other titles or designations, which shall be jointly agreed to by the Secretary of State and the Secretary of Agriculture.

(c) Upon the request of the Secretary of Agriculture, the Secretary of State shall regularly and officially attach the officers or employees of the United States Department of Agriculture to the diplomatic mission of the United States in the country in which such officers or employees are to be assigned by the Secretary of Agriculture, and shall obtain for them diplomatic privileges and immunities equivalent to those enjoyed by Foreign Service personnel of comparable rank and salary.

(d) The President shall prescribe regulations to insure that the official activities of persons assigned abroad under this title are carried on (1) consonant with United States foreign policy objectives as defined by the Secretary of State; (2) in accordance with instructions of the Secretary of Agriculture with respect to agricultural matters;

and (3) in coordination with other representatives of the United States Government in each country, under the leadership of the Chief of the United States Diplomatic Mission.

(e) Any officer or employee appointed and assigned to a post abroad pursuant to this title may, in the discretion of the Secretary of Agriculture, be assigned for duty in the continental United States, without regard to the civil service laws (and without reduction in grade if an appropriate position at the employee's grade is not available in any agency of the Department of Agriculture), for a period of not more than three years: *Provided*, That the total number of such employees assigned for duty in the continental United States under this provision shall not exceed fifteen at any one time: *Provided further*, That this Act shall not increase the number of persons employed at grade GS-16, GS-17, or GS-18.

(f) *Effective October 1, 1976, the Secretary of Agriculture is authorized to provide appropriate orientation and language training to spouses of officers and employees of the Department of Agriculture in anticipation of an assignment abroad of such officers and employees or while abroad pursuant to this Act or other authority: Provided, That the facilities of the Foreign Service Institute or other Government facilities shall be used wherever practicable, and the Secretary may utilize foreign currencies generated under Title I of Public Law 83-480 to carry out the purposes of this subsection in the foreign nations to which such officers, employees and spouses are assigned. There are hereby authorized to be appropriated such sums, not to exceed \$35,000 annually. The Secretary shall submit to the House Committee on Agriculture and the Senate Committee on Agriculture and Forestry not later than 90 days after the end of each fiscal year a detailed report showing activities carried out under authority of this subsection during such fiscal year.*

DISSENTING VIEWS OF HON. STEVE SYMMS AND
HON. CHARLES E. GRASSLEY

At a time when this so-called reform Congress is voting for a total annual Budget outlay of \$413.3 billion with a deficit of \$50.8 billion, we find it ridiculous for the same Congress to waste \$35,000 each year on foreign language training for wives or husbands of certain federal bureaucrats who work overseas for the U.S. Department of Agriculture.

We know that in a time of billion dollar budgets it's pretty hard for some people to get excited about wasting \$35,000, but we feel that the fiscal principle is big even if the amount involved isn't.

The fiscal principle involved here is whether Congress is going to add an UNBUDGETED \$35,000 to the National debt.

When the Committee sent its recommendations to the House Budget Committee earlier this year, it did not include H.R. 11868 as one of the bills upon which action was contemplated in FY 1977.

It did not feel then that spouses of USDA officers and employees needed some new kind of a "federal aid to education" program and we don't think they do now either.

Neither did the Budget Committee consider this small amount in its deliberations for the first concurrent resolution.

Yet here comes this bill now with a \$35,000 exception to the new budget process.

We would also like to express our concern over the way this bill has been handled by the Department of Agriculture. It is our judgment that the Foreign Agriculture Service was much too aggressive in lobbying for this unnecessary legislation.

Furthermore, by insisting on a "backdoor spending" approach the FAS did little to enhance its status as a responsible agency of the government.

Of course we recognize that the Committee amendment has cured some of the major objections that were raised against the bill. However, we hope the House still will not vote to waste the unbudgeted amounts this bill would throw away.

STEVE SYMMS.
CHARLES E. GRASSLEY.

ORIENTATION OF DEPENDENTS OF USDA EMPLOYEES
HAVING FOREIGN ASSIGNMENTS

JUNE 3, 1976.—Committed to the Committee of the Whole House on the State of
the Union and ordered to be printed

Mr. FOLEY, from the Committee on Agriculture,
submits the following

SUPPLEMENTAL REPORT

(Including the Congressional Budget Office cost estimate and comparison)
[To accompany H.R. 11868]

The Committee on Agriculture, to whom was referred the bill (H.R. 11868), to amend section 602 of the Agricultural Act of 1954, hereby submits a supplemental report to its report, No. 94-1158, filed May 15, 1976. This supplemental report contains the estimate and comparison prepared by the Director of the Congressional Budget Office under clause 2(1)(3)(C) of Rule XI of the Rules of the House of Representatives and section 403 of the Congressional Budget Act of 1974 which were submitted to the Committee subsequent to the filing of its report.

The estimate and comparison are set forth below:

CONGRESS OF THE UNITED STATES,
CONGRESSIONAL BUDGET OFFICE,
Washington, D.C., May 20, 1976.

Hon. THOMAS S. FOLEY,
*Chairman, Committee on Agriculture,
U.S. House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: Pursuant to Section 403 of the Congressional Budget Act of 1974, the Congressional Budget Office has prepared the attached cost estimate for H.R. 11868, Orientation and Language Training for Spouses of Department of Agriculture Employees.

Should the committee so desire, we would be pleased to provide further details on the attached cost estimate.

Sincerely,

ALICE M. RIVLIN, *Director.*

CONGRESSIONAL BUDGET OFFICE—COST ESTIMATE

MAY 19, 1976.

1. Bill number: H.R. 11868.
2. Bill title: Orientation and Language Training for Spouses of Department of Agriculture Employees.
3. Purpose of bill: H.R. 11868 would authorize the Secretary of Agriculture to provide orientation and language training to spouses of Department employees who are either anticipating foreign assignments or who are presently serving abroad. Until recently, the Foreign Service Institute of the State Department has provided some training to dependents of USDA personnel on a space available basis without cost to the Department of Agriculture. The Institute can no longer provide that service because of budgetary constraints. This bill would provide the Secretary of Agriculture with the authority to reimburse the State Department for the cost of the training. The Foreign Service Institute or other government facilities would be used wherever practicable. The training obtained overseas could be financed with foreign currencies generated under P.L. 480, the international food assistance program. The bill also provides a maximum annual authorization of \$35,000.
4. Cost estimate: Language and orientation training provided to USDA spouses at the Foreign service Institute and other facilities would result in additional federal costs. Estimates of the costs incurred during the next five fiscal years are presented in the table below.

Fiscal year:	
1977	\$35,000
1978	35,000
1979	35,000
1980	35,000
1981	35,000

5. Basis of estimate: The cost estimate represents the outlays associated with the authorizations stated in the bill. As explained below, it is assumed that the entire sum would be expended every year.

Three training programs are now used by USDA dependents: the 12 week language courses at the Foreign Service Institute, an orientation program known as the "Workshop for Foreign Service Families," and language courses provided by our diplomatic missions overseas. The language courses at the Institute cost \$151 per person for each week classes are attended, or \$1,812 for the entire 12 weeks. The orientation course costs \$265 per person and language training at our foreign posts costs about \$250 per person for 100 hours of classroom work.

There are now 223 employees of the Department of Agriculture on long-term assignments overseas and, according to the Department, about 50 staff members move to a foreign post every year. If each employee were married and assigned to a non-English speaking country, 50 persons could ask for language and orientation training prior to their departure. The cost of providing complete language and orientation courses to 50 persons at the Institute would be \$103,850. However, a lower participation rate is more likely because some employees will be single and not all spouses will enroll in the

programs. In 1975, 9 USDA dependents took language courses at the Institute on a space available basis and 4 persons joined the orientation workshops.¹ The proposed reimbursements from the Department of Agriculture should, however, raise this number. If the 1975 participation rate were to double (18 in language courses and 8 in orientation), the cost of preparatory training would be \$33,676.

Furthermore, additional costs would be incurred if USDA dependents enrolled in the language classes held in diplomatic missions. According to the Foreign Service Institute, 25 persons might participate in the language training abroad. This larger workload could add \$6,250 to the program costs which, in the absence of the authorization ceiling, would increase the total cost to \$39,926 in FY 1977. Expected changes in federal salaries could raise the total costs to about \$50,400 in FY 1981. Because the bill does provide an annual authorization ceiling of \$35,000, the cost estimates have been held to that level.

6. Estimate comparison: The Foreign Agricultural Service of the Department of Agriculture believes that total annual costs could range from \$35,000 to \$37,500. This estimate is based on an annual enrollment of 50 persons and average per pupil costs of \$750.

7. Previous CBO estimate: None.
8. Estimate prepared by: Robert M. Gordon.
9. Estimate approved by:

C. G. NUCKOLS,

(FOR JAMES L. BLUM, Assistant Director for Budget Analysis.)

¹ Budget Office, Foreign Service Institute.

Ninety-fourth Congress of the United States of America

AT THE SECOND SESSION

*Begun and held at the City of Washington on Monday, the nineteenth day of January,
one thousand nine hundred and seventy-six*

An Act

To authorize orientation and language training for families of certain officers and employees of the Department of Agriculture.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 602 of the Agricultural Act of 1954, as amended, is amended by adding at the end thereof a new subsection as follows:

“(f) Effective October 1, 1976, the Secretary of Agriculture is authorized to provide appropriate orientation and language training to families of officers and employees of the Department of Agriculture in anticipation of an assignment abroad of such officers and employees or while abroad pursuant to this Act or other authority: *Provided*, That the facilities of the Foreign Service Institute or other Government facilities shall be used wherever practicable, and the Secretary may utilize foreign currencies generated under title I of the Agricultural Trade Development and Assistance Act of 1954, as amended, to carry out the purposes of this subsection in the foreign nations to which such officers, employees, and families are assigned. There are hereby authorized to be appropriated such sums, not to exceed \$50,000 annually, as may be necessary to carry out the purposes of this subsection: *Provided*, That for the fiscal year ending September 30, 1977, any appropriations available to the Secretary of Agriculture (not to exceed \$50,000) may be used to carry out the purposes of this subsection. The Secretary of Agriculture shall submit to the House Committee on Agriculture and the Senate Committee on Agriculture and Forestry not later than ninety days after the end of each fiscal year a detailed report showing activities carried out under the authority of this subsection during such fiscal year.”.

Speaker of the House of Representatives.

*Vice President of the United States and
President of the Senate.*