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## EXECUTIVE REORGANIZATION WITHIN THE FEDERAL GOVERNMENT

By DR. WILLIAM G. TORPEY\*

ONE aspect of the transition from wartime to peacetime governmental operations is reconversion of the executive branch of the federal government. The purpose of this article is to indicate wartime procedures for federal administrative reorganization, to enumerate techniques established by Congress for postwar utilization, and to summarize action thus far taken by the President with respect to these techniques.

*Emergency Legislation*—Title 1 of the First War Powers Act of 1941<sup>1</sup> authorized the President to make necessary adjustments in the organization of the executive branch with respect to those matters which related to the conduct of the war. Adjustments were to be made in such manner as, in the President's judgment, seemed best fitted to coordinate executive agencies "in the interest of the more efficient concentration of government." At the cessation of hostilities, however, further legislative action became necessary because Title I of the First War Powers Act of 1941 is temporary and because action taken pursuant to Title 1 reverts, upon the termination of Title 1, to the preexisting condition.

Automatic reversion of administrative agencies to their pre-war status is not workable. In some cases, it has been deemed necessary to delay reversion beyond the period provided by the existing laws or to postpone it permanently. In other instances, it has been considered essential to modify actions already taken under Title 1 and to continue resulting administrative arrangements beyond the date of the expiration of the Title. In a few cases, automatic reversion would result in the establishment of some agencies which are not now needed. Furthermore, certain administrative improvements already made under the First War Powers Act, such as reorganization of the Army by Executive Order 9082, should not be allowed to revert automatically to their previous status.<sup>2</sup>

Independent of the readjustment of the war organization of the federal government, other administrative changes need to be made

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<sup>1</sup>Act of December 18, 1941, c. 593, 55 Stat. 838.

<sup>2</sup>See President's Message transmitted to Congress on May 24, 1945.

currently and continuously, particularly in view of normal changes in the nature of the operations of specific agencies.

*Methods of Reorganization*—One method by which reorganization of the administrative machinery might be effectuated is the enactment of a series of acts by Congress. This method, however has not proven satisfactory. Administrative reorganization is complicated and involves careful research and an analysis of administrative problems as well as of administrative implications of a proposed change. Thus, an adjustment affecting one agency often poses a series of questions with respect to the respective functions of other agencies. From a practical viewpoint, the problem of reorganization requires detailed explanations and comprehensive solutions forming parts of an integrated program.

An alternative method is to delegate authority to the President to reorganize. On numerous occasions, limited delegations of responsibility of this character have been given to the President by Congress. Besides its existence in Title 1 of the First War Powers Act of 1941, this alternative method has also been utilized on a broader scale in 1933 and 1939.

The Act of March 3, 1933<sup>3</sup> covering the entire range of activities of the executive branch, directed the President to undertake reorganization through executive orders which were required to lie before Congress for a period of sixty days before becoming effective.

The Reorganization Act of 1939<sup>4</sup> included all but twenty-one agencies of the executive branch. A significant technique embodied in the 1939 Act was a method of joint legislative-executive participation in bringing about executive reorganization. Congress recognized that the nature of the objective made it advisable that reorganization be accomplished by the President. At the same time, however, Congress retained final control by reserving the right to reject within a sixty-day period, by action of a majority of both houses, any proposal submitted by the President under the Act.<sup>5</sup>

*The Act of 1945*—Pursuant to a message transmitted to Congress by the President on May 24, 1945, Congress considered the problem of reconversion of the executive branch. After extensive study a bill embodying basic principles of reorganization was finally passed<sup>6</sup> by both houses and was signed by the President

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<sup>3</sup>c. 212, 47 Stat. 1517

<sup>4</sup>c. 36, 53 Stat. 561.

<sup>5</sup>See H.R. Report 971, 79th Congress, 1st Session, Senate Report 638, 79th Congress, 1st Session.

<sup>6</sup>S. 1120, H.R. 4129.

on December 20, 1945. This law, entitled the Reorganization Act of 1945, provides a method by which reorganization may be made.

*Key Provisions*—Reorganization is defined by the Act of 1945 to mean any transfer, consolidation, coordination, abolition, change or designation of name or title, disposition, or winding up of affairs of an agency.<sup>7</sup> As used in the Act, the term “agency” means any executive department, commission, independent establishment, corporation wholly or partly owned by the United States which is an instrumentality of the United States, board, bureau, division, service, office, officer, authority, or administration, in the executive branch of the government.<sup>8</sup>

The Act of 1945 requires the President to investigate the organization of all agencies in the executive branch for the purpose of determining changes necessary to accomplish the following stipulated purposes “(1) to facilitate orderly transition from war to peace, (2) to reduce expenditures and promote economy, to the fullest extent consistent with the efficient operation of the Government, (3) to increase the efficiency of the operations of the Government to the fullest extent practicable within the revenues, (4) to group, coordinate, and consolidate agencies and functions of the Government, as nearly as may be, according to major purposes, (5) to reduce the number of agencies by consolidating those having similar functions under a single head, and to abolish such agencies or functions thereof as may not be necessary for the efficient conduct of the Government, and (6) to eliminate overlapping and duplication of effort.”<sup>9</sup>

Whenever the President, after investigation, finds that “(1) the transfer of the whole or any part of any agency, or of the whole or any part of the functions thereof, to the jurisdiction and control of any other agency, or (2) the abolition of all or any part of the functions of any agency, or (3) the consolidation or coordination of the whole or any part of any agency, or of the whole or any part of the functions thereof, with the whole or any part of any other agency or the functions thereof, or (4) the consolidation or coordination of any part or the functions thereof with any other part of the same agency or the functions thereof; or (5) the abolition of the whole or any part of any agency which agency or part does not have, or upon the taking effect of the reorganization specified in the reorganization plan will not have, any functions”<sup>10</sup> is

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<sup>7</sup>Sec. 8.

<sup>8</sup>Sec. 7.

<sup>9</sup>Sec. 2(a).

<sup>10</sup>Sec. 3.

necessary to accomplish one or more of the specified purposes,<sup>11</sup> he is directed to prepare a reorganization plan for the making of such changes. The President is further directed to transmit to Congress such a plan, bearing an identifying number, together with a declaration that, with respect to each proposed change, he has found the proposal to be necessary to accomplish one or more of the specified purposes. In his message transmitting such a reorganization plan, the President must also state, with respect to each abolition of a function, the statutory authority for the exercise of the function.

Subject to limitations described below, the President (1) may change the name of any agency, affected by or resulting from a reorganization, and the title of its head, (2) may include provisions for the appointment and compensation of the head and one or more assistant heads of any agency (including an agency resulting from a consolidation) if he finds that by reason of the changes made by the plan, the responsibilities and duties of the head require this action, (3) must make provision for the transfer or other disposition of the records, property and personnel affected by any change, (4) may make provision for the transfer of such expended balances of appropriations available for use in connection with any function or agency transferred, consolidated, or coordinated, as he deems necessary by reason of the change (unexpended balances so transferred are for use in connection with the transferred, consolidated, or coordinated functions, or for the use of the agency to which the transfer is made and can be used only for the purposes for which such appropriation was originally made), (5) must make provision for winding up the affairs of any agency abolished.<sup>12</sup>

The power of the President to reorganize is limited in several ways

1. No reorganization plan can provide for, and no reorganization under the Act can have the effect of, "(1) abolishing or transferring an executive department or all the functions thereof or establishing any new executive department, or (2) changing the name of any executive department or the title of its head, or designating any agency as "Department" or its head as "Secretary", or (3) continuing any agency beyond the period authorized by law for its existence or beyond the time when it would have terminated if the reorganization had not been made, or (4) continuing any func-

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<sup>11</sup>As expressed in Sec. 2(a)

<sup>12</sup>Sec. 4.

tion beyond the period authorized by law for its exercise, or beyond the time when it would have terminated if the reorganization had not been made, or beyond the time when the agency in which it was vested before the reorganization would have terminated if the reorganization had not been made, or (5) authorizing any agency to exercise any function which is not expressly authorized by law at the time the plan is transmitted to the Congress, or (6) imposing, in connection with the exercise of any quasi-judicial or quasi-legislative function possessed by an independent agency, any greater limitation upon the exercise of independent judgment and discretion, to the full extent authorized by law, in the carrying out of such function, than existed with respect to the exercise of such function, by the agency in which it was vested prior to the taking effect of such reorganization, except that this prohibition shall not prevent the abolition of any such function, or (7) increasing the term of any office beyond that provided by law for such office."<sup>13</sup>

2. No reorganization plan can provide for any reorganization affecting the Interstate Commerce Commission, Federal Trade Commission, Securities and Exchange Commission, National Mediation Board, National Railroad Adjustment Board and Railroad Retirement Board. This limitation, however, does not apply to the transfer to any of the above agencies of the whole or any part of, or whole or any part of the function of, any agency not so named.<sup>14</sup>
3. No reorganization plan can provide for any reorganization affecting any civil function of the Corps of Engineers of the United States Army.<sup>15</sup>
4. No reorganization plan can provide for a reorganization affecting the Federal Communications Commission, Federal Deposit Insurance Corporation, United States Tariff Commission and Veterans Administration if it also provides for a reorganization which does not affect such agencies. The purpose of this limitation is to insure that any reorganization affecting one of these four agencies will be sent to Congress separately. This limitation, however, does not

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<sup>13</sup>Sec. 5(a).

<sup>14</sup>Sec. 5(b).

<sup>15</sup>Sec. 5(c).

apply to the transfer to such agency of the whole or any part of, or the whole or any part of the functions of, any agency not so named.<sup>16</sup>

5. If, since January 1, 1945, Congress has by law established the status of any agency in relation to other agencies or transferred any function to any agency, no reorganization plan can provide for, and no reorganization under the Act of 1945 can have the effect of, changing the status of such agency in relation to other agencies or of abolishing any such transferred function or providing for its exercise by or under the supervision of any other agency<sup>17</sup>
6. No reorganization specified in a reorganization plan can take effect unless the plan is transmitted to Congress before April 1, 1948.<sup>18</sup>

The reorganization specified in each plan takes effect upon the expiration of the first period of sixty calendar days of continuous session of Congress, following the date on which the plan is transmitted to it, provided that between the date of transmittal and the expiration of such sixty-day period both Houses do not pass a concurrent resolution stating in substance that Congress does not favor the particular reorganization plan.<sup>19</sup>

Title II of the Act provides a set of rules, similar to the rules set forth in Part 2 of Title I of the Reorganization Act of 1939 for the consideration of concurrent resolutions expressing congressional disapproval of a reorganization plan. The rules have the underlying purpose of permitting a majority in favor of such a resolution to obtain a vote on the merits within the sixty-day period without their will frustrated by parliamentary techniques or filibusters.

It is the expectation of the Congress, expressed in the law that the transfers, consolidations, coordinations, and abolitions under this Act shall accomplish an overall reduction of at least 25 per cent in the administrative costs of the agency or agencies affected.<sup>20</sup>

*Contrasts between Reorganization Acts of 1939 and 1945—*  
There are several differences between the Reorganization Act of 1939 and the Reorganization Act of 1945. The following items are significant

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<sup>16</sup>Sec. 5(d)

<sup>17</sup>Sec. 5(e).

<sup>18</sup>Sec. 5(f)

<sup>19</sup>Sec. 6.

<sup>20</sup>Sec. 2(c).

1. Abolition of functions—The Act of 1945 authorizes the abolition of functions of executive agencies where the President finds that such functions are not necessary for the efficient conduct of the government. This power was contained in the original Reorganization Bill of 1939 approved by the House of Representatives but was deleted from the final version of the 1939 Act.

2. Exempted agencies—The Reorganization Act of 1939 provided for the exemption of twenty-one named agencies. The 1945 law provides exemption in whole or in part from the operation of the legislation for eleven agencies in addition to the Comptroller General and the General Accounting Office which are considered part of the legislative branch of the government.

3. Computation of sixty-day period—Under the 1939 Act, if Congress adjourned sine die, a new 60-day period started within which a concurrent resolution might disapprove the plan, but if either House adjourned to a certain day, the sixty-day period continued to run. However, in the 1945 law, the running of the sixty-day period is suspended while either House is not in session by reason of an adjournment for more than three days to a certain day, unless it has already sent to the other House a resolution of disapproval which, under the special rules in title II insuring prompt consideration, is entitled to the benefit of such rules.

4. Statement of probable reduction of expenditures—The 1939 law required the President, in his message transmitting a reorganization plan, to state the reduction of expenditures which would probably be effected thereby. The 1945 Act contains no similar requirement.

5. Effective date of a reorganization plan—The 1939 law provided that a reorganization plan became effective upon expiration of sixty calendar days after its transmittal to Congress unless vetoed within that period. Under the 1945 Act, any provision of the reorganization plan may, under provisions contained in the individual plan, be made operative at a time later than the date on which the plan otherwise takes effect.

6. Time limitation for transmittal—The 1939 law provided that no reorganization could take effect unless the plan therefore was transmitted to Congress before January 21, 1941, a period after passage of the Act of approximately 21½ months. The comparable date under the 1945 law is April 1, 1948, a period of approximately 27 months.

7 Separations resulting from personnel reductions—Preferen-



tial status as to appointment in the executive branch of the government was given to persons who employment was terminated by a reduction in personnel resulting from a reorganization, according to the 1939 law. Transfers also were to be made without change in classification or compensation. Such provisions are absent in the 1945 Act.

*Presidential action*—On May 16, 1946, the President submitted three reorganization plans to Congress.<sup>21</sup> In a separate message accompanying the transmittal to Congress the President summarized the primary aspects of each plan and urged that it become effective after the required 60-day period. As provided by law, the President stated that the reorganization contained in each plan was necessary to accomplish one or more of the purposes set forth in the Reorganization Act.

Each reorganization plan provided for the transfer to the respective agencies, in which functions are placed, of the records, property and personnel employed in connection with such functions as well as unexpended balances of appropriations. Each plan also stipulated that any of the personnel transferred under the plan which the transferee agency might find to be in excess of the personnel necessary for the administration of the functions transferred must be retransferred under existing law to other positions in the government or separated. Plans No. 1 and 3 authorized the Director of the Bureau of the Budget to take such further measures as he determined necessary in order to effectuate the transfer of records, property, personnel and funds or in order to wind up the outstanding affairs relating to agencies or functions abolished by these two plans.

During the period June 4-13, 1946, hearings were held by the Committee on Expenditures in the Executive Departments, a committee of the House of Representatives. During June 14-27th, hearings were also held by the Committee on the Judiciary, a committee of the U. S. Senate. Extensive discussion of each plan subsequently took place on the floor of both the House of Representatives and of the Senate. The House of Representatives eventually rejected each plan.<sup>22</sup> The Senate, however, disapproved plan No. 1, but approved plans No. 2 and No. 3.<sup>23</sup> Therefore, under the provisions of the Reorganization Act, plans No. 2 and No. 3 became effective July 16, 1946.

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<sup>21</sup>House Documents Nos. 594, 595, 596, 79th Congress, 2nd Session.

<sup>22</sup>H. Con. Res. 151, 154, 155.

<sup>23</sup>S. Con. Res. 64, 65, 66.

*Plan No. 1*—The effect of Reorganization Plan No. 1, if it had not been defeated by Congress, would have been primarily to continue in force some of the reorganization actions now effective through executive orders. The reorganizations to have been continued by this plan were considered by the President to constitute improvements in the organization of permanent functions of the government or functions which may be expected to be active after the expiration of Title I of the First War Powers Act of 1941.

Essential changes would have been as follows

<i>Function</i>	<i>Agency or Administrator currently exercising function</i>	<i>Proposed disposition of function</i>
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#### DEPARTMENT OF STATE

Functions of Director of Office of Inter-American Affairs with respect to certain corporations	Secretary of State, State Department (By Executive Order)	Transferred permanently to Secretary of State
Office of U. S. High Commissioner to the Philippine Islands	State Department	Abolished

#### DEPARTMENT OF TREASURY

Functions of Attorney General with respect to determination of Internal Revenue taxes arising out of violations of National Prohibition Act and compromise, prior to reference to Attorney General for suit, of liability for such taxes	Commissioner of Internal Revenue (By Executive Order)	Transferred permanently to Commissioner of Internal Revenue
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#### DEPARTMENT OF AGRICULTURE

Function of eight agricultural research units	Agriculture Research Administration (By Executive Order)	Transferred to Secretary of Agriculture
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#### OFFICE OF WAR MOBILIZATION AND RECONVERSION

Functions of Director of Contract Settlement and Office of Contract Settlement under Contract Settlement Act of 1944	Director of Contract Settlement and Office of Contract Settlement	Transferred to Director of War Mobilization and Reconversion and to Office of War Mobilization and Reconversion; Office of Director of Contracts and office of Contract Settlement abolished
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<i>Function</i>	<i>Agency or Administrator currently exercising functions</i>	<i>Proposed disposition of functions</i>
NATIONAL HOUSING AGENCY		
Functions of National Housing Agency	National Housing Agency (By Executive Order)	Retained by National Housing Agency on permanent basis, such agency to be composed of three constituent units namely, Federal Home Loan Bank Administration, Federal Housing Administration, and Federal Public Housing Authority, the functions grouped under each proposed constituent unit paralleled the functions of the predecessor unit in the existing National Housing Agency Office of Federal Housing Administrator, Federal Home Loan Bank Board and offices of members, Board of Trustees of the Federal Savings and Loan Insurance Corporation and offices of members, Board of Directors of HOLC and offices of members, office of administrator of U. S. Housing Authority, and U. S. Housing Corporation, to be abolished.

FEDERAL DEPOSIT INSURANCE CORPORATION

Function of Farm Credit Administration under Federal Credit Union Act, together with functions of Secretary of Agriculture related thereto	Federal Deposit Insurance Corporation (By Executive Order)	Retained on permanent basis by Federal Deposit Insurance Corporation
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Congressional opposition to this plan was chiefly directed to the proposed reorganization of the National Housing Agency and the elimination of agencies currently exercising functions to be transferred to the National Housing Agency under the plan. Inasmuch as the Senate passed the Wagner-Ellender-Taft Bill, providing for the permanent organization of housing activities of the federal government, it may be reasonably expected that further action with respect to the realignment of federal housing activities will be subsequently taken by Congress. The remaining features of Reorganization Plan No. 1 met with little Congressional criticism.

*Plan No. 2*—In his message transmitting Reorganization Plan No. 2 to Congress, the President declared that the federal government, through its research, advice, stimulation and financial aid contributes significantly to progress in the fields of education, health, and welfare. The President pointed out that in the field of social insurance the federal government directly administers a major part of the program. To meet responsibilities of the federal government, he stressed the necessity of efficient administrative machinery.

In 1939 President Roosevelt took the first important step toward the effective organization in this sphere of federal activity through Reorganization Plan I which established the Federal Security Agency. In order to strengthen internal management of the Federal Security Agency, President Truman considered it essential to transfer to the Federal Security Agency several programs still scattered in other parts of the government. Reorganization Plan No. 2, therefore, included certain inter-agency transfers and changes in the internal organization of the Federal Security Agency.

Essential changes may be summarized as follows

<i>Functions</i>	<i>Agency formerly exercising function</i>	<i>Disposition of function</i>
Functions of Children's Bureau excepting those relating to child labor under the Fair Labor Standards Act	Department of Labor	Transferred to Federal Security Administration
Child labor functions under Fair Labor Standards Act	Department of Labor	Transferred to Secretary of Labor to be performed under his direction
Vital Statistics functions	Bureau of Census (Department of Commerce)	Transferred to Federal Security Administrator to be performed through Public Health Service or other facilities of the Federal Security Agency
Functions of U. S. Employees Compensation Commission	U. S. Employees Compensation Commission	Transferred to Federal Security Administrator; three member board of appeals provided to determine appeals on claims of government employees, U. S. Employees Compensation Commission abolished
Functions of Social Security Board	Social Security Board	Transferred to Federal Security Administrator

<i>Functions</i>	<i>Agency formerly exercising function</i>	<i>Disposition of function</i>
Functions of Office of Education with respect to vending-stand program of blind	Office of Education	Transferred to Federal Security Administrator
Functions of Assistant Commissioner of Education	Office of Education	Retained in Office of Education to be performed under direction of Commissioner of Education, Office of Assistant Commissioner abolished
Functions of Federal Board for Vocational Education	Office of Education	Abolished
Functions of Board of Visitors of St. Elizabeth's Hospital	St. Elizabeth's Hospital	Abolished

Reorganization Plan No. 2 also provided that in order to coordinate more fully the administration of grant-in-aid programs of the Federal Security Agency, the Federal Security Administrator shall establish, in so far as practicable, uniform standards and procedures related to fiscal, personnel and other requirements common to two or more such programs, as well as standards and procedures under which a state agency participating in more than one such program may submit a single plan of operation and be subject to a single federal fiscal and administrative review of its operation. Furthermore, the Federal Security Administrator was directed to take suitable measures to wind up outstanding affairs of the agencies abolished which are not otherwise disposed of by this plan.

It is noteworthy to point out that the President stated that the size and scope of the Federal Security Agency and the importance of its functions clearly call for departmental status and a permanent place in the President's cabinet. He believes that the fundamental character of its functions—education, health, welfare, social insurance—and their significance for the future of the country demand for it the highest level of administrative leadership and a voice in the central councils of the executive branch. Accordingly, he stressed in his message that he will soon recommend to Congress that legislation be enacted making the Federal Security Agency an executive department.

*Plan No. 3*—Reorganization Plan No. 3 contained reorganizations affecting a number of departments. In some instances, changes made previously by executive order under authority of the First War Powers Act were continued on a permanent basis. In a few

instances, adjustments were made in the distribution of functions among agencies. Other changes dealt with problems of organization within individual agencies.

Essential changes may be summarized as follows

<i>Function</i>	<i>Agency formerly exercising function</i>	<i>Disposition of function</i>
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#### DEPARTMENT OF TREASURY

Functions of the Bureau of Marine Inspection and Navigation pertaining to inspection of vessels and equipment, the licensing and certificating of officers and seamen, and related functions designed to safeguard the safety of life and property at sea	Commandant, Coast Guard (By Executive Order; formerly exercised by Department of Commerce)	Transferred to Commandant, U. S. Coast Guard
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Functions of Bureau of Marine Inspection and Navigation relating to documentation of vessels, measurement of vessels, administration of tonnage, taxes and tolls, entry and clearance of vessels and aircraft, regulation of coast wise trade and fisheries, recording of conveyances and mortgages of vessels, and protection of steerage passengers	Commissioner of Customs (By Executive Order; formerly exercised by Department of Commerce)	Transferred to Commissioner of Customs
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#### DEPARTMENT OF WAR AND DEPARTMENT OF NAVY

Functions with respect to care, treatment and custody of certain insane persons	St. Elizabeth's Hospital, Federal Security Administration; Coast Guard	Transferred or abolished as follows: to War Department with respect to insane persons under jurisdiction of Army; to Navy Department with respect to insane persons under jurisdiction of Navy; functions with respect to insane persons belonging to Coast Guard abolished, other civilians to be cared for by Federal Security Agency
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#### DEPARTMENT OF NAVY

Functions of Hydrographic Office and Naval Observatory	Bureau of Naval Personnel	Transferred to Office of Chief of Naval Operations
Functions of Paymaster's Department and Quartermaster's Department of U. S. Marine Corps	Marine Corps	Retained in Marine Corps but consolidated into a single Supply Department

<i>Functions</i>	<i>Agency formerly exercising function</i>	<i>Disposition of function</i>
DEPARTMENT OF INTERIOR		
"Housekeeping" functions at the Franklin D. Roosevelt Library and home at Hyde Park	National Park Service, Public Buildings Administration, Archivist of the U. S.	Transferred to National Park Service (Department of Interior), Archivist continues to be responsible for contents and professional services of library proper
Functions relating to mineral deposits in certain lands	Department of Agriculture	Transferred to Department of Interior
DEPARTMENT OF AGRICULTURE		
Functions of General Land Office and Grazing Service	Department of Interior	Retained in Department but consolidated into a single Bureau of Land Management under direction of Secretary of Interior
Functions of Agricultural Adjustment Administration, Surplus Marketing Administration, programs of Federal Crop Insurance Corporation and Credit Commodity Corporation	Department of Agriculture	Retained in Department and continues under direction of Secretary of Agriculture on a permanent basis, a consolidation previously made by Executive Order
DEPARTMENT OF COMMERCE		
Functions of Division of Simplified Trade Practices and Division of Commercial Standards	National Bureau of Standards (Department of Commerce)	Transferred to Secretary of Commerce to permit reassignment to Office of Domestic Commerce
NATIONAL LABOR RELATIONS BOARD		
Functions of National Labor Relations Board with respect to taking secret ballots of employees on the question of an interruption of war production	National Labor Relations Board	Abolished
SMITHSONIAN INSTITUTION		
Functions of Board of Directors of Canal Zone Biological Area	Board of Directors of Canal Zone Biological Area	Transferred to Smithsonian Institution
U. S. EMPLOYMENT SERVICE		
Placement functions under Selective Service Training and Service Act	Selective Service System	Transferred to U. S. Employment Service

*Prospectus*—The reorganization of nine series of functions involving two departments and two independent establishments by Reorganization Plan No. 2, and of thirteen series of functions involving six departments and three independent establishments by Reorganization Plan No. 3 constitutes a serious beginning in the program of administrative reconversion. It is hoped that utilization of the procedures established by the Reorganization Act of 1945 will be continued in order that further comprehensive improvements in the structure of the executive department of the federal government may be effectuated.