

Civil Service Journal



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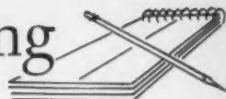
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U.S. Civil Service Commission

JOHN W. MACY, Jr. *Chairman*
FREDERICK J. LAWTON . . . *Commissioner*
WARREN B. IRONS . . . *Executive Director*

Worth Noting



CSC STUDIES: Civil Service Commission has begun consultations with Federal personnel officials and representatives of employee and veteran organizations on a proposal to bring about more uniformity and equity in agency consideration of employee appeals from adverse actions. CSC would issue guidelines under which agencies would develop their own systems for processing employee appeals within the agency, treating veterans and nonveterans alike. The proposal would in no way change or affect present rights of appeal to the Commission—but would have as an objective the settling of appeals before they reached CSC. . . . The Commission staff is also considering changes designed to strengthen the operation of the Government-wide incentive awards system. Among possible changes recently discussed with agency personnel officials are higher standards for cash awards, an improved awards scale, and improved administrative practices. . . . Changes in the Government's performance rating system are also being discussed by CSC with representatives of employee groups as a step in determining whether a legislative proposal should be made again this year. . . . Federal agency needs for additional supergrade positions are being reviewed by CSC preparatory to recommending a legislative proposal for an increase in the number of top positions presently allowed in grades 16, 17, and 18. CSC's call for reports on agency requirements brought recommendations for substantially more new positions than the 2,091 supergrade jobs authorized by existing laws.

RECRUITING: A reawakened interest in public service on the Nation's campuses is bringing more and better-qualified applicants for careers in the Federal service, returns from this year's Federal-Service Entrance Examination indicate. A comparison of the first four tests given this school year and last shows a sharp increase in the number taking the test and in the number and percentage of eligibles. More than 63,000 have taken the exam this year as compared to fewer than 50,000 last year, and more than 23,000 passed the 1960-61 test as against fewer than 13,000 in 1959-60—for a 37 percent passing rate this year as against 26 percent last year. . . . The April issue of the *Journal of College Placement* features an article by CSC Chairman John W. Macy, Jr., on Government's need and efforts to attract more well-qualified people to the career service. . . . In keeping with the objectives of the President's Committee on Equal Employment Oppor-

(Continued—See Inside Back Cover)

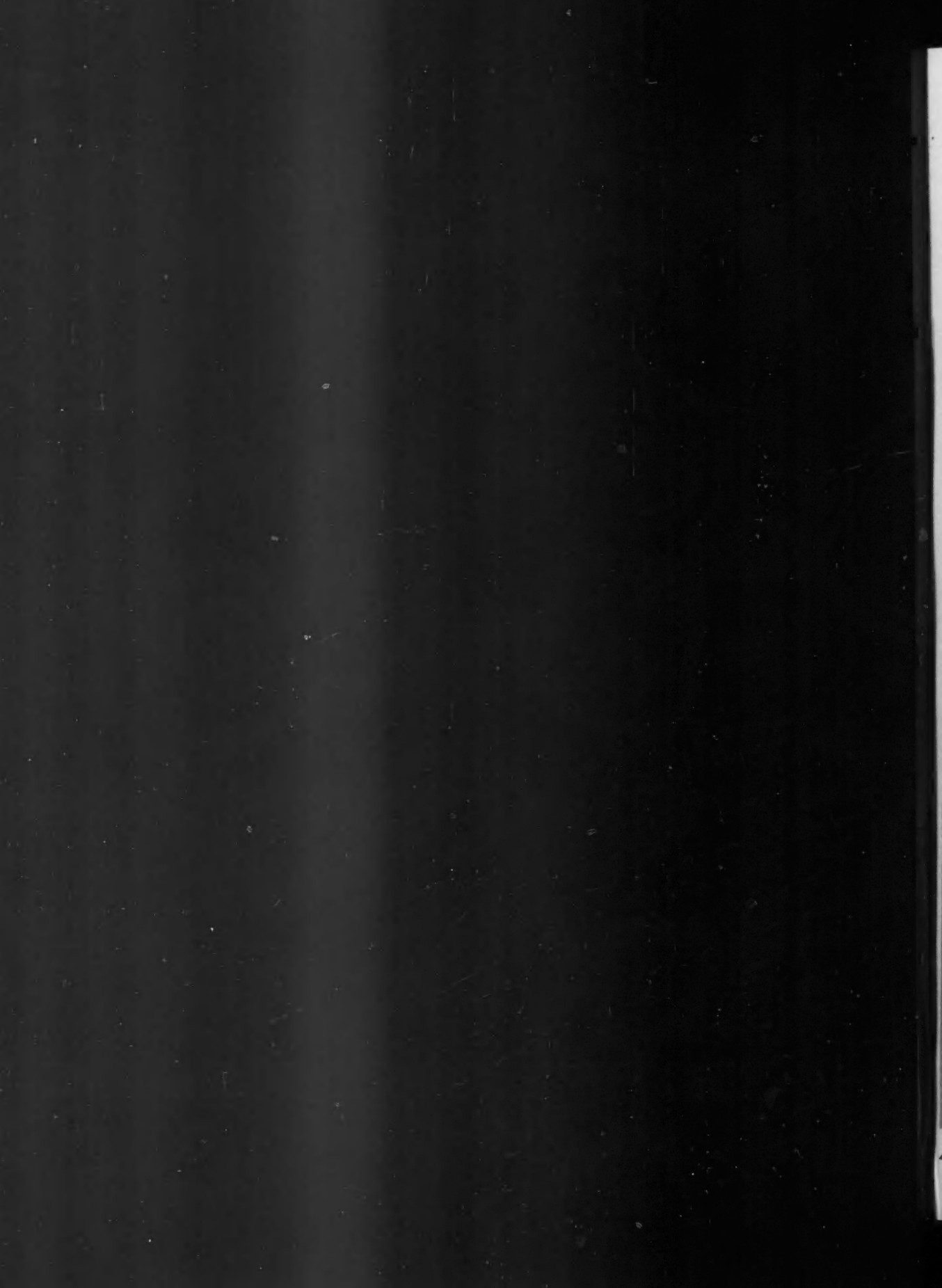
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STAFFING FOR THE SIXTIES

by WARREN B. IRONS, *Executive Director,*
U.S. Civil Service Commission

Chairman John W. Macy, Jr., in his initial talks to staff members of the Civil Service Commission and the personnel directors of Government departments and agencies, has laid prime stress on two objectives for the Sixties. One is improvement of quality in the career service, and the other is increased responsiveness of the personnel function to the needs of management in the executive branch.

Mr. Macy's focus on the role of personnel management in today's government can be summed up in a few words. Democratic government exists to meet the needs of a people collectively as a nation. In this spirit, the program of the Administration will be one of action, producing new substantive programs. The proper role of the personnel function will be to support these programs with positive assistance to management's personnel needs.

Positive assistance in this light calls for full use of all the flexibilities inherent in our merit system, without sacrifice of the competitive merit principle. Stick-in-the-mud procedures or thinking made rigid by long habit cannot be tolerated.

A case in point is the need for more imaginative use of our principal "omnibus" examination—the Federal-Service Entrance Examination. In essence, the FSEE is a very broad bridge from campus to a Government career, with many lanes of traffic which cloverleaf off in many directions. There is no requirement that traffic on this bridge move only in a single file, through what personnel people call "top of the register" certification.

In using the Federal-Service Entrance Examination, agencies should have a keen eye to future high-level manpower needs, as well as to immediate job needs. Hiring for careers, not just for jobs, may call for use of "selective certification"—i.e., consideration of eligibles in subgroups, sorted out to reflect particular varieties of training, experience, and career interest.

We have recently issued a CSC Operations Letter to Commission personnel reemphasizing that agency requests for "selective certification" from this register should be given sympathetic consideration. Copies of this letter have also been sent to directors of personnel.

Management problems cannot be solved—or the merit system served either—by holding to a rigid line of traditional practices. The application of flexible, merit-minded judgment is the need of the moment in making our personnel programs responsive and effective.

Need an Executive?

If so, try this:

THE CAREER EXECUTIVE ROSTER



by JOHN W. MACY, Jr., *Chairman*
U.S. Civil Service Commission

AS POLICIES of the new Administration take concrete form as new Government programs—with the stamp of Presidential urgency—Government leadership in personnel management faces a crucial test.

Talent and skill of the highest order must be identified and brought together at top speed. Obviously, the qualities needed cannot be created over night. They must be found for the immediate future in our existing manpower pool, inside and outside of the Government. Planning is now going on to refine and to improve our facilities for locating and attracting outsiders into the Government service. Encouragingly, an upsurge of application for Federal employment from quality sources, such as college graduating classes, has already been recorded.

ROSTER—A TAILORMADE RESOURCE

My purpose here is to report briefly on plans already made for the use of a tool, tailormade and only now at hand, designed to make maximum use of our career executive resources now in Government.

The Career Executive Roster opened for business only 1 week before this article was written. Even before its availability was announced, several departments and agencies had requested referrals from it. The Roster is a complete inventory of the top career talent in our Government—designed by the Civil Service Commission, with agency collaboration and support, to improve the utilization, movement, selection, and development of our career executives.

As of now, eligibility on the Career Executive Roster is restricted to career employees occupying competitive positions in the top three grades, or their pay equivalent—GS-16 and up. There are 1,547 members of the Roster in over 40 different departments and agencies. These are the managers, planners, and advisors at the top echelon of our career system—the important link between our political administrators and the 2,300,000 employees of the Federal Government.

VITAL STATISTICS

What are the characteristics represented in this resource at the upper end of our career structure? A wealth of information about our Government executive resources is now available from the Roster, ready to be analyzed. Information is now being coded and recorded for machine tabulation. While significant information will take time to tabulate and analyze in detail, some broad measurements of our average career executive have been taken.

He bears a remarkable resemblance to his counterpart in business, but there are differences which run directly counter to expectations based on prevalent stereotypes. He is younger than his business counterpart, he climbed to the top at a faster rate, and he has had more education. Comparisons are made with the portrait of the business executive reported by Warner and Abegglen in their comprehensive study, *Occupational Mobility*, published in 1952.

The Federal career executive is just under 50 years of age—his business counterpart just under 54. The profile of the business executive shows that 15 percent were under 45; 18 percent of the Federal executives were under 45. At the other end of the scale, while 26 percent of the business executives were 60 or over, only 14 percent of the Federal executives had reached 60.

While comparison cannot be precise, information is sufficient to question directly the stereotype of slow upward progress in the Federal Government. The study of business executives reported that it took almost 24 years for them to attain the positions held at the time of study. The average time in the Federal Government for the career executive is 22 years. With correction on either side for time spent outside of Government, and for time spent in present position, an adjusted figure probably would demonstrate much more rapid advancement than would generally have been anticipated.

QUALITY INDICATORS

So much for a sample of vital statistics. What do we know, from Roster information, about the quality of the Federal executives? Information is now available bearing on several facets of this question: Data about educational attainments, professional contributions, honors, publications, language proficiency, consulting experiences, familiarity with foreign countries, career-related training, and significant occupational experience. Appraisal data have not been directly sought up to this point. Consideration is now being given to means for solving the problem of obtaining meaningful evaluative information from the departments and agencies, which operate with different requirements and methods for appraisal of the potential value and development needs of their executive resources.

Without this, a preliminary look at the educational attainments of the group is illuminating. The first population studied excluded most top-level scientists and engineers. Despite this omission, 71 percent of the group had at least a college degree. This compared with 57 percent of the business population reported in 1952. Seventeen percent of the group had earned master's degrees; almost 10 percent had been awarded a Ph. D. The variety of educational experience is demonstrated by the fact that 283 colleges were represented. Heading the list of fields of study was Business and Commerce, with 305 majors reported; Economics was next with 220; midpoint in the array was Public Administration with 81 majors; and near the bottom was English with only 37 majors.

FURTHER STUDIES PLANNED

Studies are now being planned from the additional data available to develop insight into the characteristics, movements, development needs, and assets of this vital resource. Studies will be directed along several lines.

What are the kinds of experience, both work and educational, related to success? What are the typical and successful patterns of horizontal mobility? What are the unique characteristics of the population as between departments and agencies? Where are there hidden, under-utilized resources? A host of other questions suggest themselves. Inquiry of this kind will undoubtedly contribute to better understanding of the group outside of Government, and to better utilization within.

PRACTICAL USES

While the planning and research uses of the Career Executive Roster are great, it has of course a more immediate and practical utility. In its planning, the purposes were stated to be:

- (1) Providing departments and agencies with an opportunity to consider Government-wide executive resources in connection with filling of key positions,
- (2) Locating highly qualified individuals to serve in short-term consulting or special project assignments,
- (3) Assisting in staffing new or expanded agencies when future changes in national policies require major shifts in programs and personnel,
- (4) Providing a Government-wide executive career ladder, and
- (5) Reporting to the President about executive manpower resources.

Action was taken in March to activate the Roster as a means for filling top positions. The response to date has been gratifying and promises to result in a new attitude toward the utilization and movement of our career executive resources. Attitudes of agency management in this respect parallel the attitudes of career executives themselves as expressed in their cooperation in the development of the Roster. The provinciality of careers in a single bureau, the narrowness of occupational and agency specialization, and the consequent waste of under-utilized skills or unfulfilled potentials—these deterrents to effective management are being directly challenged by changing attitudes and the development of a practical means for creative change.

ROSTER SERVES PERSONNEL GOALS

Recommendations for the improvement of executive personnel management in the Federal Government over the last decade have stressed three basic purposes: better selection for entrance into the service and for higher level assignments; better utilization of manpower resources through the discovery of talent and by facilitating its movement; and improvement of the resources at hand through constructive development experiences, both on

the job and through education or training. These are still the essence of our present goals.

Chances for advancement toward their achievement are substantially increased by the creation of the Career Executive Roster. The new opportunity afforded by it to locate and to consider talent on a Government-wide basis obviously improves internal selection processes. Certainly the increased opportunities for consideration and movement will mean that the under-utilized executive will stand a much better chance of being flushed out of his dead-end job, or out of his occupational or agency rut. And, finally, the analysis of information obtainable from the Roster will contribute to a vastly improved understanding of the development needs of the executive.

There is, of course, much more that needs to be done. Pay problems, both of rate and structure, urgently demand solutions which will improve motivation, retention, and mobility. Attention needs to be given to appraisal goals and methods as they will contribute to better selection and motivation. Movement into the Government at all levels must be improved. And, finally, while very significant progress has been made in the programing and use of executive education—in departments, on an interagency basis, and in collaboration with outside educational institutions—the key piece in the total pattern, a civilian Senior Staff College, is still missing. It remains to be said emphatically that this higher training must soon be supplied for the development of those who are members and will become members of the Career Executive Roster.

THE CYCLE OF HISTORY

In 1937 the President's Committee on Administrative Management said:

" . . . And now we face and will master the critical tasks . . . on many new frontiers. . . . Honesty and courage alone are not enough for victory, either in peace or in war. Intelligence, vision, fairness, firmness, and flexibility are required in an assembled, competent, strong organization of democracy. . . . The times demand better governmental organization, staffed with more competent public servants, more free to do their best . . ."

This could have been written today.—from a speech by CSC Commissioner Frederick J. Lawton at the Conference of Federal Executives, Williamsburg, Va., on March 15, 1961.

HUMOR - IN - LAW

FEE—NOMINAL

Mr. Justice Holmes is credited with having stated that the standard to be applied by a court in allowing attorneys' fees is to be "reasonably mean."—Kenison, C.J., in *Concord National Bank v. Haverhill*.

LEGAL DOGMA

Judge Jones of the Court of Claims in the case of *Green Export Company v. United States* rejected an interpretation of a statute that was urged by the Government. Noting that the Government, as a basis for its assertion, cited a single example from the report of the Senate Committee on Finance, the judge said, "An explanatory tale should not wag a statutory dog."

HOSPITAL BILL OF RIGHTS

"A pedestrian who is traversing a street at a regular crossing has the right to stop traffic until he passes by in safety, even as Moses held back the Red Sea.

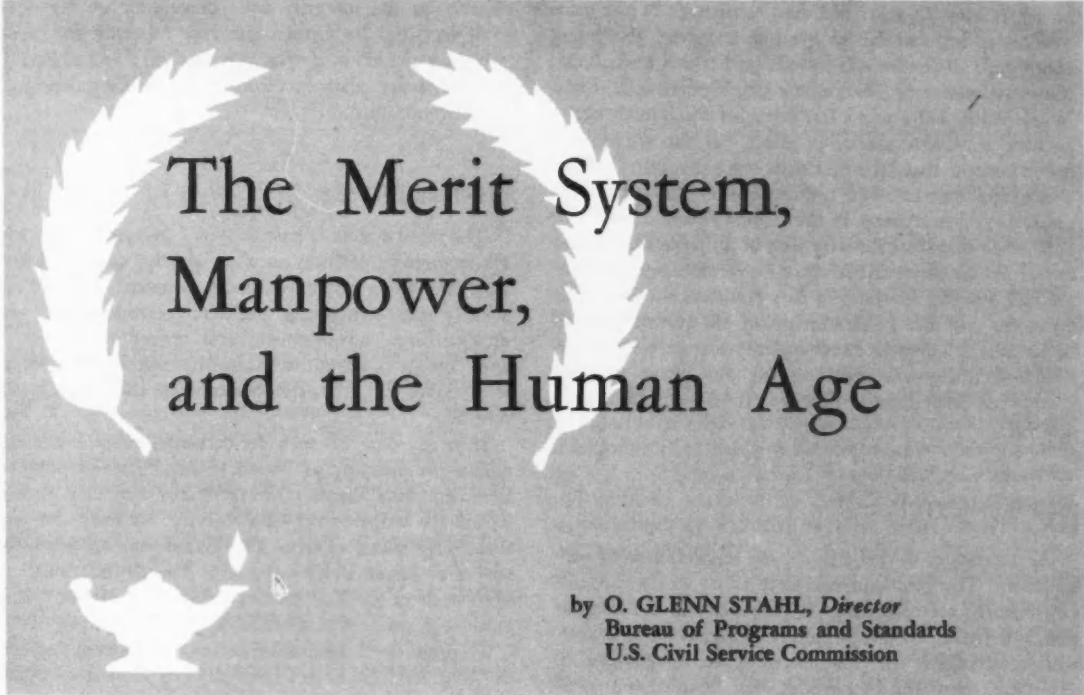
"Everything else being equal, the automobile must give way to the prerogatives of the foot passenger who does not wear a steel coat and is not equipped with bumpers and fenders to protect him in any conflict with his four-wheeled potential adversary."—Musmanno, J., in *Frisina v. Dailey*.

TO WIT:

"The use of alcohol in its many forms has perplexed society and its government from time immemorial and still does. It confronts them with an inescapable problem and apparently with an unsolvable one. Some are cursed by it and some are comforted. Unhappy results have followed intemperate indulgence—certainly from the time of Noah—while discreet indulgence has added zest and wit to social gatherings long before the marriage feast at Cana."—Holt, J., in *Commonwealth v. Anbeuser-Busch, Inc.*

BRIDAL WRATH

Mr. Justice Voelker cogently observed, in *Taylor v. Milton* (1958)—"We observe that defendant alleges 52 separate grounds of error, most of which are irksomely repetitious. While this scatter-gun approach may possess a certain primitive effectiveness when a man seeks to persuade another to marry his daughter, it scarcely persuades this court."



The Merit System, Manpower, and the Human Age

by O. GLENN STAHL, *Director*
Bureau of Programs and Standards
U.S. Civil Service Commission

THIS IS AN AGE of heightened interest in the behavior and performance of man. To speak of our times as the "atomic age" or "the space age" is to miss their full significance. These are trite terms that over-emphasize physical events and surroundings. Worse still, there is something frightening about them, something threatening to mankind as if by the triumph of matter over mind.

More hopefully, I prefer to think that in reality we are on the threshold of the human age. Never before has there been such searching examination of ourselves; we have awakened to the necessity of understanding human motivation; social and medical scientists probe and treat our mental and occupational health. The threat of annihilation primes efforts to resolve international differences; interracial tolerance and understanding, in spite of grave stresses and strains, have reached new plateaus. Not only is the physical and moral welfare of human beings the concern everywhere of governments, national and international, but the development and utilization of manpower has become a problem of universal attention; public education has therefore taken on new and larger meaning. Just as the mind and spirit of man was triumphant in the Age of Reason, in the Renaissance, and in the Age of Discovery, it is in such manner that I would hope we could view the aspirations of the current period.

A prominent United States Senator, suggesting an adjustment in our national sense of values, has made a direct connection between the kind of country and world we want and the way we use our manpower. In an article entitled "Staffing Freedom," appearing in the November 1959 issue of *The Atlantic*, Senator Joseph S. Clark of Pennsylvania expresses his concern that "we do not try to steer our best young people into careers where their brains are needed." He asks: "How can we get more and better teachers, scientists, priests, politicians, rabbis, ministers, musicians, poets, and social workers?" (He might well have added public servants!) "To get them," he surmises, "we will have to settle for fewer brewers, night-club proprietors, and lobbyists."

Senator Clark's speculation on solution, indicating that "we have no national personnel policy or plan," leads him to the observation that European educational and occupational planning is "far ahead of our chaotic American hit or miss" and to the conclusion that we need not lose our sacred freedom if we try "by persuasion to get what others achieve by compulsion." "Perhaps," he says, "the wrong people are making too much money and the right people not enough." His plea is for "a national purpose to staff freedom with our best and ablest brains instead of leaving matters to chance."

This lofty and laudable objective is not a brand new one. Perhaps the framers of the Civil Service Act,

which is now 78 years old, had something of the same vision—at least so far as the public service itself was concerned. Whatever its initial frailties and limitations, the merit system of Government employment established by the act in 1883 was a harbinger of the human age—because it was founded, in effect, on the simple but noble purpose that “the best shall serve the state.” This was a fundamental and unprecedented concept of the social use of manpower in the United States.

Prior to that time the very idea of an organized means to siphon our ablest talent into a Government career service had few or no roots in this frontier-centered land. Can it be said that a characteristic of the human age will be to extend a similar, more ordered approach to education and manpower planning for our whole society? If so, then what is to be learned from the merit system concept?

IN PERSPECTIVE

At the outset, we need to see the merit system in perspective. The problems currently faced by the Federal Government are of staggering proportions: effective national defense, economic and ideological competition with communism, the conquest of space, the population explosion, more and better education, enforcing a modern Monroe Doctrine, burgeoning metropolitan areas, transportation adequacy, critical water and other resource conservation, adequate medical care and research, mutual accommodation of the races, a dependable but dynamic economy, the maintenance at home and development abroad of widespread high living standards—all these are merely suggestive of their scope.

Now, can anyone possibly conceive of how much more staggering these problems would be, indeed how impossible and crushing they would be, if we had not had a professional civil service founded on merit for all these years past? Is it credible that modern politics could cope with matters as varied as water conservation and international relations without the continuity and expertise provided by a competent civil service? However good our legislative and political executive leadership may be, is it rational to expect that the integrity of our economy, our defense, our science, our very freedoms could be preserved by wholesale mediocrity in the career positions of Government? I think not.

The point may be pressed further: Is it not possible that a cardinal reason for differences in relative success in governing ourselves, as compared with newer and less stable nations, has been the unique combination of stability and merit with responsiveness in our civil service? It does not require a strain on the imagination to place such a civil service on an equal plane with such explanations as a morally disciplined populace and a high-producing economy.

The recent national election, reflecting as it did a renewed interest in new and world-shaking issues, cast no

doubts on the integrity and competency of the career civil service. Its virtues, the very necessity for such a service and such a competency, were testified to by both political party platforms and by the leading candidates for Federal office.

FUNDAMENTALS

The merit system is here to stay. Not necessarily with all its present features in their precise current dimensions, but in its essence—namely, a system to insure that relative competency, not irrelevant considerations, governs entrance, advancement, and reward in the service and, further, a system to insure that opportunity is open and simple for citizens to demonstrate their capacity for service.

It is in view of such fundamentals that I embrace within the meaning of “merit system,” for our purposes here, not only the 86 percent of the Federal structure within the scope of the Civil Service Act itself, but also those true merit systems established independently by statute or administrative order for various individual entities such as the Foreign Service, the Tennessee Valley Authority, and the Atomic Energy Commission.

To some, the fundamental concept of the merit system, or “civil service,” in its adjectival sense, is *tenure*—rights and protection for Government workers. But this is actually secondary and sustaining; it is not primary. Note that it is not reflected directly in the phrase “merit system.” Tenure protection is simply one means for preventing partisan or other prejudicial tampering with the integrity of the system. The basic idea is to get and retain the highest competency; tenure rights help guarantee that by reducing the possibility of political reprisal. Tenure rights must never be used, however, to defend or maintain incompetency or even mediocrity in the service.

The merit system, then, is composed of twin objectives—(1) the measurement and maintenance of merit to provide a competent and responsible staff, and (2) insurance of open opportunity for citizen participation in the processes to serve that purpose.

MANPOWER FOR SOCIAL PURPOSES

The important point to recognize is that the merit system in Government employment was perhaps the first reflection in our society—apart from military conscription—of deliberate broad-scale channeling of manpower for social purposes. It implied a design, a sorting out, and coincidentally a set of equities that built upon our Constitution in shaping the very character and capacity of American Government. Significant in its several collateral effects was one stressed in the first few reports of the Civil Service Commission in the 1880's. This was the stimulus to public education. In its very first report

(Continued—See MERIT SYSTEM, page 24.)



The AWARDS Story

\$25,000 AWARD

For Nuclear Weapons Development

With the approval of a \$25,000 incentive award, Army has lifted the veil of secrecy that surrounded the work of three engineers at Picatinny Arsenal, Dover, N.J. The three men—Robert M. Schwartz, Milton E. Epton, and the late Irving Mayer—will share the largest cash award that can be made under the Incentive Awards Program for their bold and ingenious research efforts in nuclear weapons development. Their accomplishments successfully paved the way for packaging nuclear material small enough and safe enough to put an atomic weapon in the hands of the infantryman.

The nuclear weapons development work of this team began in 1953, when Schwartz, then 32 years old, headed the task force which developed in record time the first atomic artillery shell for the 280-mm. gun. Since then, the Schwartz team has been responsible for a continuous stream of technical developments which have resulted in smaller and smaller atomic weapons that are simple and rugged enough to be used by infantry troops in the field.

Culmination of their imaginative efforts is the "Davy Crockett," a new battlefield weapon which employs principles and techniques discovered by the three engineers. Known as the infantryman's atomic rifle, this weapon can fire an atomic warhead small enough to be lifted by one man.

The radical engineering ideas and approaches conceived and implemented by these men have resulted in extremely safe and reliable nuclear weapons. Atomic adaption kits, which incorporate their ideas, have been developed for the Honest John and Jupiter missiles. These kits revolutionize the assembly and test procedures for warhead sections. This now takes minutes instead of hours and can be done by personnel with limited training.

The adaption kit concept also permits the use of unclassified training items by our Allies using weapon systems with nuclear capability, thus reducing U.S. manpower required to support the Allied users.

"It was these individuals who inspired others to achieve what was almost technically and physically impossible," said Lt. Gen. J. H. Hinrichs, Army's Chief of Ordnance, in recommending the award. "They replied 'yes' when conservative men of science advocated 'no.' They courageously probed the frontiers of knowledge in

order to reap necessary but hard-won technological rewards."

Schwartz, 40, the driving force behind these revolutionary developments, will receive \$15,000 of the total award. He is now Chief Engineer-Scientist for Special Weapons in Headquarters of the Ordnance Special Weapons-Ammunition Command, which directs operations of nearly 40 Army Ordnance Corps activities throughout the nation. Epton, 44, will receive \$5,000. As Chief of the Special Weapons Development Division at Picatinny, he is responsible for the research and development of the Army's atomic weapon materiel and serves as Technical Director of the Davy Crockett program. An award of \$5,000 will also be made to the family of the late Irving Mayer who died of illness in 1959 at the age of 36. Mayer was the original Systems Manager for the Davy Crockett program starting in 1958 and is credited with the basic groundwork for its conception and design. At the time of his death, Mayer was Executive Assistant in the Office for Special Weapons Operations, Ordnance Special Weapons-Ammunition Command.

The Army award will be the third top award of \$25,000 to be made under authority of the Government Employees' Incentive Awards Act of 1954.



ARMY'S "DAVY CROCKETT" shown attached to a jeep. A-warhead is about size of large wastebasket and can be lifted by one man. Capable of firing atomic or conventional warheads, this weapon is culmination of imaginative efforts of the three Army engineers who will receive \$25,000 award. (U.S. Army Photo)

PROGRAM EVALUATION



by MILTON I. SHARON, *Chief*
Program Management Division
Bureau of Inspections and Classification Audits
U.S. Civil Service Commission

FIGHTING "FIRES" is one of the most harassing facts of life of program administration. For a few trying moments, hours, or even days, a sudden emergency can consume a manager's time and energies, and can turn a smoothly running organization into four-alarm chaos.

The need to sound the alarm usually springs from a spontaneous "unprogramed" crisis. And, regardless of cause, the first and most urgent need is always the same: quick decision—decision based on whatever information is at hand or can be assembled hastily.

There are no magic cures or all-purpose remedies to make the "brush-fire" an administrative thing of the past. Neither is there a natural or acquired organizational immunity. The best hope lies in preventive measures, and one of these is *program evaluation*. But, how about the smoothly operating program—the goal of every manager? What is the role of program evaluation here?

John Q. Manager, a topnotch administrator, directs an agency program responsible for keeping America out front in a highly technical international race. In his

operation there is small margin for error. For him, as well as for all such managers, the customary lead-time of the recent past has virtually collapsed. He has to know on a continuing basis his organization's progress toward clearly defined objectives. He has to know where he stands now, where he will stand next month and the month after that, in order to make today's judgments and decisions.

How does he do it? It may be that in addition to requiring periodic status reports from his various project leaders, he requires a systematic and integrated approach to program evaluation. For him, there may be no better way to assure the ready availability of sufficient information upon which to base rational program decisions.

WHAT IS PROGRAM EVALUATION?

Reduced to its simplest terms, program evaluation is essentially a systematic method for reviewing and analyzing the various operations of a program to determine whether or not the objectives of the program are being attained in the best possible manner—and, if not, to determine what changes are advisable.

Program evaluation is no gimmick, no cure-all. It cannot magically cure the ills caused by weak leadership, faulty coordination, inadequate staff resources, or unrealistic goals, to name but a few. But, it can quickly detect the early symptoms of difficulty—and it can point the way toward proper diagnosis and improvement.

A THESIS

Managers must know, at all times, the *extent* to which the constant or shifting missions and goals of their organizations are being met. Therefore, it is inevitable that evaluations of some kind will be made. However, the significant question is whether evaluations will be made on a planned, systematic basis—and thereby serve the purposes for which intended. Collateral questions are: What standards will serve best as a basis for judging program success or failure? What procedures and techniques can be applied realistically to gather information necessary to determine whether expected levels of performance are being met? These are questions of a type that serve as essential ingredients of an evaluation program.

The thesis here is that an evaluation program of some kind is an essential and inseparable part of the management of any program—whether that program be personnel management, financial management, research and development, supply management, or any other type.

BENEFITS PUT TO GOOD USE

Many benefits can result from a well-planned evaluation program, but two are especially significant in answering the question: "Why program evaluation?"

First, perhaps the most important benefit results from the fact that an evaluation program serves as the most reasonable basis for making *rational* management decisions. Secondly, an evaluation program provides the review and control mechanism that is so vital to any well-administered program. Let us examine each of these benefits in somewhat greater detail.

—As a Basis for Rational Management Decisions

In the area of day-to-day program and policy decisions, an evaluation program assumes its most significant dimensions, since there is an inseparable relationship between the evaluation process and the decision-making process.

The fact is that all rational decisions are based on some sort of evaluation—some scale of values. If all values were on the same plane, an individual would, in reality, have no realistic basis for choice of decision or action. And, it would be virtually impossible to pre-determine whether the consequences of one decision would be better or worse than those of another. It then follows that a vital part of any well-planned evaluation program involves the establishment of an appropriate scale of values, or standards of appraisal.

Fundamentally, the essence of management is a matter of selecting the most appropriate course of action from among many possible alternatives. Few courses of action are completely free from undesirable consequences. What then can a manager rely upon to determine what course of action will result in the most favorable ratio between desirable and undesirable consequences?

A systematic evaluation program can provide the manager with an appropriate frame of reference within which he can make sound decisions. This is true for several reasons. First of all, an evaluation program requires the precise identification and understanding of organizational goals. It then requires the establishment of those measures or standards which can best be used to determine the extent to which program goals are being satisfactorily met. The standards, in effect, become the scale of values for the decision-making process. If program goals and standards are systematically identified and established, as they need to be in a well-planned evaluation program, the manager can determine more objectively the relative worth of a proposed decision toward meeting the goals of his organization.

Also inherent in the evaluation program is the gathering of important facts about significant phases of an organization's operations. Thus, management's decisions and judgments can be based upon known facts and conditions rather than on impressions, wishful thinking, or a variety of emotionally oriented attitudes. In the absence of the facts, decisions must still be made—and they will undoubtedly be made on a somewhat subjective and empirical basis, rather than on the basis of known conditions and circumstances.

—As a Basis for Effective Review and Control

The time has long since passed when all important decisions of Government are made at the headquarters level of a department or agency. Within the last 20 years, our Federal Government has experienced unprecedented growth in size as well as in the complexity of its varied operations. There has been substantial geographic dispersion of operations as well. Extensive delegations of authority and decentralization of activities have necessarily followed.

Under decentralized operations, effective methods for review and control of individual programs become imperative. A systematic evaluation program provides the means for maintaining reasonable management control and for assuring that delegated authorities are being properly used. Without an effective evaluation system, delegation of authority readily deteriorates into the abdication of responsibility by top management officials. It is therefore not surprising that under highly decentralized operations, more and more emphasis is being given to formalized evaluation programs in the various Federal departments and agencies.

In all large-scale enterprises today, whether public or private, the management process assumes the same general pattern. Program goals and the various standards and conditions within which the goals are to be accomplished are established. There then follows a delegation of authority, which is both sufficiently and clearly defined to enable subordinate managers to effectively meet established goals. Finally, there is the inevitable need for some method of review and evaluation to determine how

well the delegated authorities are being carried out.

Through systematic evaluation, significant shortcomings in meeting established goals become quickly known. Program deficiencies are detected before they begin to assume serious and unmanageable proportions. The need for program revision or reemphasis can be ascertained in a timely manner—and perhaps more importantly, on a more factual basis. On the other hand, noteworthy progress in meeting or exceeding program goals and work expectations can be determined on a more objective basis than would otherwise be possible. Top management officials are better able to give appropriate recognition to those persons who are responsible for noteworthy accomplishments.

The exercise of effective control by top management under a decentralized system of operations represents only one part of the picture. Managers of subordinate organizations also express the need for a periodic appraisal of their operations. They have a natural desire to meet program expectations. Their ability to maintain effective operations is dependent, in part, upon some system of "intelligence" that provides specific and reliable information about program strengths and weaknesses. Thus, a well-established evaluation program not only serves as a control mechanism to the evaluator, but also as a guide to the persons whose programs are being evaluated.

Program evaluation must be regarded as an integral responsibility of management at all levels of an organization—not solely a topside activity. Ideally, evaluation should take place at every organizational level at which there is significant decision-making responsibility.

INTERNAL vs. EXTERNAL EVALUATION PROGRAMS

How does the preceding discussion relate specifically to personnel programs in the Federal Government?

With respect to Federal personnel management, it is essential that *self-evaluation* be conducted at all levels of agency personnel operations—from the *installation* level on up. Since firstline supervisors are the "real personnel men," they, too, need to be included in the process. From there, evaluation should be conducted by intermediate and central headquarters offices of individual departments and agencies, and finally, externally, by the Civil Service Commission.

No one of the foregoing evaluations can serve as a complete substitute for the others. Ideally, they complement each other and become essential parts of an integrated Government-wide program.

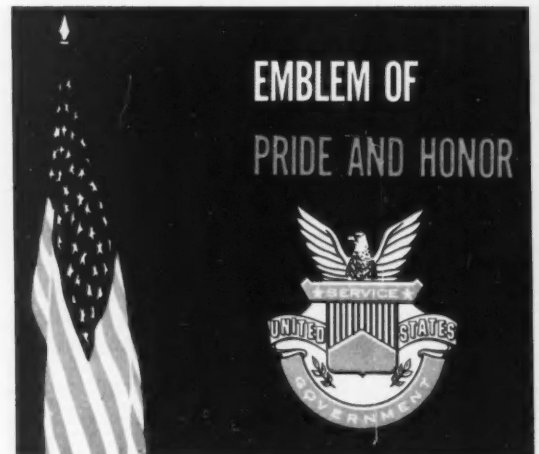
Effective program control requires that internal evaluations be more or less continuous. However, there is always the danger that self-appraisal can become self-serving. This is where external evaluation can provide a more objective appraisal and a broader Government-wide perspective—in our case to personnel operations—than

is possible within a single agency. One of the most desirable benefits from such external evaluation can be a cross-fertilization of ideas and practices throughout the Government.

THE ULTIMATE OBJECTIVE

It is not the purpose of this discussion to consider the relative merits of various procedures and techniques that may be applied under any given set of circumstances. There are always a number of good and different approaches, some quantitative and some qualitative in nature. An evaluation approach, system, or procedure is good only if it works well for you.

Management must stress that evaluation activities are not ends in themselves, but rather, means toward a more ultimate objective—mission accomplishment. An evaluation program can be meaningful and purposeful only as its *findings* enable management to move closer toward established goals.



Let the public service be a proud and lively career. And let every man and woman who works in any area of our National Government, in any branch, at any level, be able to say with pride and honor in future years: "I served the United States Government in that hour of our Nation's need."

John F. Kennedy

JOHN F. KENNEDY
President of the United States

Quoted from the State of the Union Message
January 20, 1961

TO SPOTLIGHT the portion of the President's State of the Union message relating to the public service, the Civil Service Commission has issued this 3-color poster, designed for display on Federal agency bulletin boards and for display use in college recruiting. The poster also features the length-of-service emblem used by most agencies to give recognition to career employees. More than 100,000 copies were ordered by Federal agencies.



TRAINING DIGEST

SEE YOUR CONTRACTS OFFICER EARLY

Employee development officers are still raising thorny questions about contracts for training in universities or other non-Federal facilities. Checks by Commission personnel with experienced officers brought this advice: bring your procurement or finance officer into the negotiations early; he will help you avoid pitfalls in otherwise simple procedures.

Although the Training Act does not require agencies to issue invitations to bid and to award the contract to the lowest responsible bidder, Government policy requires that contracts "be made to the best advantage of the Government, price and other factors considered" (Procurement Handbook, p. 115). This normally would require that all well-known training facilities within a reasonable area be considered, and that the facility chosen be known to have the staff, facilities, and financial resources to provide the desired quality of training. As a matter of sound administrative practice, agencies will usually wish to obtain bids on substantial contracts for group instruction, especially those which require a training facility to design a course not included in its regular curriculum.

Courses regularly offered to the public by a university or other training facility offer little problem to the agency that wishes to use them:

(1) An employee may be authorized in writing to enter a course, to pay the cost of tuition out of his own pocket, and to submit a voucher for reimbursement, supported by receipts, to his fiscal office. In a few agencies, the employee is reimbursed for specified expenses only after satisfactory completion of the course.

(2) An employee is formally authorized to enter a course, but the fiscal or procurement office issues a purchase order to the training facility to cover his training expenses in a specified course. In most agencies, reimbursement to the training facility is made promptly about the time the student enters the course.

(3) Blanket purchase arrangement may be used which, in effect, establishes a charge account with the training facility. This is most often considered when an agency plans to send a number of employees over a period of time to the same institution for the same course.

(4) The agency uses any of the first three methods, but limits its reimbursement to a portion (often a half) of the costs. (Training related directly to the immediate job and benefiting the agency primarily is usually paid

for in full. Some agencies pay for only half the costs of training which meets career needs, increases job opportunities for the trainee, and benefits the agency.)

FIELD INSTITUTE PLANNED

The Financial Management Institute, run so successfully in Washington, is now being exported to the field. Agency advisers on the program are working with Commission officials to conduct an Institute for middle-management employees in Chicago next fall. Programs in other field locations will be planned after this field run has been evaluated.

EMPLOYEES WIN TRAINING AWARDS

A 38-percent increase in fiscal 1960 over the previous year in the number of scholarship awards for Federal employees is reported in the Commission's latest Annual Report. Advanced study, often beyond the resources available to the agency, has been provided by these awards in such fields as aeronautical and space research, community leadership, executive development, budget and finance, foreign investment, geology, land and resource conservation, and medicine.

Prior to passage of the Government Employees Training Act, employees would not have been permitted to accept these awards. The Commission's regulation requires that employees who receive awards have specific written authorization to do so from their agency. The agency must determine that the award would not involve a conflict of interest and would be compatible with the Code of Ethics for the Government Service (H. Con. Res. 175, 85th Cong.). Awards can be accepted only from certain organizations which are tax exempt.

NEAR-PERFECT RECORD

Some 115,000 Federal employees have completed courses at Government expense in non-Federal training facilities.

The Training Act, in granting such authority to agencies, specifies that employees so trained shall serve their agencies afterward for a minimum period equal to three times the length of training. So far only 44 employees (0.04 percent) have failed to satisfy this obligation, which under most circumstances carries the penalty of requiring them to reimburse the Government for any expenses it incurred in connection with the training.

Robert E. Granick

AN "EARNED STATUS" PROPOSAL

by RUFUS E. MILES, Jr.
Administrative Assistant Secretary
Department of Health, Education, and Welfare

DESPITE many thoughtful efforts to increase the adaptability of the Federal civil service, it is still not flexible enough. Fortunately, classification is not as rigid as it used to be. The Civil Service Commission says, for example: "The impact of the man on the job is reflected in the classification when and because it actually makes the job materially different than it otherwise would have been." This is a sound concept and essential to good management. Yet there are many difficult and persistent problems which cry out for an even greater degree of flexibility than is reflected in the above concept.

Reassignment of employees from one position to another for the benefit of the Government without serious adverse effect on the employees is oftentimes difficult or impossible. Such a need may occur, for example, when there is a reduction in force because of technological change; it may occur when an executive moves from one position to another and wishes to take his secretary with him, thereby displacing a secretary who was there; it may occur when it appears mutually advantageous to an employee and the Government for the employee to shift occupations in midcareer; it may occur when a career employee serves in a Schedule C job and is displaced at the time of a change of administration; or it may occur in many other situations.

UNIFORMED SERVICES ARE FLEXIBLE

Whatever the problems of the uniformed services of the Military Establishment, complaints about lack of flexibility are not among them. Through the centuries and in widely different cultures military organizations have been built upon the concept that both enlisted men and officers earn their ranks and then, with few exceptions, carry those ranks with them to whatever assign-

Opinions in this article are the author's and not official policy of the Department of Health, Education, and Welfare, or the U.S. Civil Service Commission.

ments may be in the best interest of the service at the time. Mobility and flexibility are at a high premium in armies, navies, and air forces. The rigidities of the civil service would be intolerable in the uniformed military services.

Not only do the military services require and achieve flexibility, but other branches of Government have likewise adopted some or most of the basic principles of the military personnel system. The Public Health Service, though nonmilitary except in wartime, has adopted the military personnel system for its officers with few changes. The State Department's personnel system for foreign service officers has taken over the military principle of vesting each officer with a rank and assigning him where he is needed most. The rank is reviewed at prescribed intervals and adjusted in accordance with the capacity of the individual. Except in rather unusual cases, no officer in any of these services needs to be concerned about the prospect of dropping back to a lower rank and pay status when a tour of duty in any assignment is over.

NEED FOR CIVILIAN MOBILITY

In the 1960's and 1970's, the need for flexibility in many parts of the United States Government will greatly exceed the stretchability of the existing civil service system. The need for rapid adaptability to changed conditions increases as the tempo and range of responsibilities of our National Government increase. Our principal personnel system—the Federal civil service—needs some of the flexibility of the military personnel system.

To help stimulate discussion and action, I have a proposal. The proposal is intended to facilitate mobility where it is needed and to encourage personnel transfers when they will help both the Government and individual employees. It is also intended to accord more humane treatment to certain deserving and faithful employees than is currently possible.

A PROPOSED "EARNED STATUS PLAN"

I suggest that our existing personnel system be altered, through whatever means are necessary or appropriate, to authorize Federal civil service employees to be transferred, under certain conditions, from one job to another of lower grade without any immediate loss in salary. A person could shift, or be shifted, out of a job to one which is currently classified at a lower grade with no loss of salary for the shorter of the following two periods: (a) the length of time that he has served in the higher grade job from which he is transferred, or (b) 3 years. At the expiration of the period, the position he then occupied would be reviewed and a determination made as to its appropriate grade. If, during that period, the duties of the new job had developed in a manner which warranted upgrading the job to the previous classification to which he had been assigned, he would not thereafter lose any status or salary. Obviously, too, if he had, during this period, located and been selected for another job equal to his earlier rank, or greater, his problem and the Government's problem would have been greatly alleviated.

SOME EXAMPLES

There are numerous situations throughout the Federal civil service in which this would be a highly useful provision, both from the standpoint of the Government and the individual. Here are some examples:

Case #1—Jeremiah Jorgensen, 40, supervising laboratory technician in TB hospital, GS-9 (5 years), 16 years of Government service; position abolished because of closure of TB hospital, occasioned by steady decline in caseload; reduction-in-force rights make him eligible for GS-7 laboratory technician in another Federal hospital in same area. Has strong interest in being retrained as a technician in connection with water pollution control—a rapidly developing field of national importance in urgent need of good technicians; however, to move into this field he would have to drop back to a GS-6 and work his way up. Has wife and three children and can't afford to drop back to GS-6 or even GS-7. If he could retain his grade 9 during a period of retraining and experience, both he and the Government would be well served.

Case #2—Waldo Wintergreen, GS-12, budget examiner, age 30, studied law at night school and developed very strong interest in food-and-drug law and Government litigation in this field. Would like to transfer fields. Has wife and two children and feels he cannot afford to drop back to a GS-9 where he would have to start as a lawyer. If he could retain his grade for 2 years (he has been in GS-12 for 2 years) he could then qualify for a GS-12 rating as a lawyer. He might then serve the Government for the rest of his life in the field

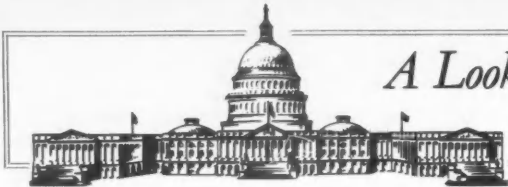
in which he has both the greatest interest and would probably make the greatest contribution. Without such flexibility, he might be permanently trapped as a dissatisfied, disappointed, and none-too-outstanding budget examiner.

Case #3—Erastus Eaglethorpe, age 35, GS-11, Librarian, has Ph. D.; has been working for 3 years at GS-11 in a situation where there is a sharp personality conflict between Mr. Eaglethorpe and his superior. The librarian of the library (GS-14) recognizes the conflict, feels that there is blame on both sides, but since the supervisor does not have serious conflict with others whom he supervises, chief librarian is inclined to feel that Mr. Eaglethorpe is more to blame. Nevertheless, he recognizes that he has a very bright mind and believes that under other circumstances he might work out much better. Only other position that has been available in the library over a 2-year period is classified at GS-9, but with promotional opportunities apparent because of prospect in 2 years of a GS-12 retiring. Under the "Earned Status Plan," Mr. Eaglethorpe could be moved to the GS-9 spot, retain his grade 11 for as much as 3 years, and if he demonstrated that he could produce much more effectively under different supervision, he would be eligible for promotion to the higher grade job.

Case #4—Dabney Doberman, age 55, GS-17, Deputy Bureau Chief, 32 years service (eligible for optional retirement). Is considering leaving the Government (retiring) and taking a less strenuous job with an educational institution. Secretary of the Department asks him to head up an extended reevaluation of an important program in the Department which may take from 1 to 2 years. There is not a GS-17 staff position in the Secretary's office to which he can be assigned. He would be much interested in finishing off his career with such a study (and would be in a particularly advantageous position to be objective and candid about his findings and recommendations) but the Department does not have the flexibility to assign him to such a study, and the Civil Service Commission does not have any power to help. Under the "Earned Status Plan," there would be no difficulty in assigning Mr. Doberman to the special study.

Case #5—Horatio Hennessee, II, age 36, GS-15, 13 years Federal service, offered GS-16 position as Assistant to the Under Secretary of Department X, Schedule C, 2 years before a presidential election. Is uncertain whether he should take it because it is a noncareer job. Does not know where he might go from there in the event there should be a change in political leadership 2 years hence. Under the "Earned Status Plan," Horatio Hennessee, II, would be assured that if he spent 2 years

(Continued—See PROPOSAL, page 26.)



A Look at

LEGISLATION

By the end of the first 3 months of the 87th Congress about 400 bills directly affecting officers and employees of the Federal Government had been introduced. Many of the bills are identical to each other; many are similar. Most are not new, having been introduced in the last or a prior Congress. None had reached the hearing stage; however, hearings on several had been scheduled to start in April.

At this time it seems neither possible nor appropriate to select for detailed analysis one or more of the bills on which action may be taken. Thus, a birdseye view of some of the bills in the legislative hoppers follows. All the bills mentioned are pending before the House or Senate Committees on Post Office and Civil Service or one of their subcommittees, unless otherwise indicated.

APPEALS

Bills have been introduced in both Houses to extend to nonveteran employees the same appeal rights from adverse personnel actions as are provided by law for veteran Federal employees.

EMPLOYEE-EMPLOYER RELATIONS

Bills to provide for recognition of Federal employee unions and to provide procedures for the adjustment of grievances have been dropped in the hopper by some 18 Congressmen and 3 Senators. Several of the bills are identical. Broadly speaking, the bills propose to do the following things: Recognize the right of union representatives to present grievances in behalf of members, require heads of departments and agencies to confer with union representatives on policies affecting working conditions, provide for the designation of unions of Government employees and set forth the procedure for settlement of grievances and disputes, permit the use of the Federal Mediation and Conciliation Service, provide for a Government Labor-Management Relations Panel to assist the parties to settle a dispute if the Service is unsuccessful, permit unions to present grievances on behalf of a member, provide for each Government organization to establish grievance procedures, and permit payroll deductions of dues and fees if authorized by the employee.

HEALTH BENEFITS

Bills to amend the Federal Employees Health Benefits Act of 1959 include (1) those to eliminate the distinc-

tion between dependent and nondependent husbands in the case of married female employees and (2) those to extend health benefits to groups not now covered, such as separated employees entitled to deferred annuity and survivors of annuitants who died prior to April 1, 1948.

LEAVE

A number and variety of bills on this subject are pending, including one to amend the Annual and Sick Leave Act of 1951, to provide a 26-day annual leave accrual rate for all employees, to double ceilings on leave accumulations, and to raise the sick leave accrual rate to 15 days a year. Other bills propose to credit unused sick leave toward retirement or make payment for sick leave upon retirement. Another bill provides that any annual leave credited to an employee at the end of a leave year which is in excess of the maximum amount which can be carried over into the next leave year shall be credited to the employee's sick leave account. A 1960 law changed from a calendar year basis to a fiscal year basis the 15 days' military leave to which each Reservist of the Armed Forces or member of the National Guard who is an employee of the United States or the District of Columbia is entitled. A pending bill reverts such leave to a calendar year basis.

LIFE INSURANCE

Bills to amend the Federal Employees Group Life Insurance Act of 1954 fall primarily into two categories—those modifying the present decrease in the amount of insurance at age 65 or after retirement and those providing for purchase of additional units of insurance. One such bill provides for additional insurance of \$1,000 to \$5,000 on a sliding scale relating to existing coverage. The additional insurance would cost the same as the basic insurance—the employee would pay two-thirds and the Government would pay one-third of the cost. It would not be subject to reduction on retirement.

LONGEVITY PAY

Bills on this subject include one which provides that employees in grades GS-15 and below be given a step increase in pay, equal to a one-step increase in the grade of the position he occupies when he completes 10, 13, and 16 years' continuous service, but not more than three successive increases may be granted to any employee. Another bill provides longevity step increases for grades

above GS-15. Still another bill provides three additional longevity step increases for officers and employees subject to the Classification Act. Wage-board employees are given longevity step increases in another bill. Postal employees subject to the Postal Pay Act would be given longevity increases in an amount equal to the within-step increase of their various grade levels under the provisions of a pending bill. Present increases are \$100. Also, the bill provides that longevity increases shall become effective at the end of 10, 13, and 16 years of service.

MOTOR VEHICLES

The bill to provide for the defense of suits against Federal employees arising out of their operation of motor vehicles in the scope of their employment has been introduced again in both House and Senate. A similar bill, designed to solve the problem of personal liability suits for damages to which employees of the Federal Government are subject through their operation of motor vehicles in the performance of their official duties, was passed last year, received a technical veto, and although reintroduced, did not reach final passage prior to adjournment. This bill is pending before the Judiciary Committees.

PAY

In addition to bills affecting longevity pay and salary retention, covered above and below, there are two bills on the pay structure and pay fixing. One establishes a system for the classification and compensation of professional engineering, physical science, and related positions. Another provides for fixing pay of Classification Act employees on the basis of prevailing rates while still another proposal adjusts salaries of postal employees in accordance with prevailing rates. The bill to tie pay adjustments to the cost-of-living index has been reintroduced. Bills to authorize the establishment of hazardous duty pay in certain cases have also been introduced.

PROMOTION

The bill to amend the Classification Act to provide that upon promotion or transfer to a position of a higher grade, an employee would receive not less than a two-step increase of the grade from which he is promoted has been introduced again in the current Congress. This bill passed the House last year but Congress adjourned before the Senate took action on it. The bill to establish by statute a plan and appropriate procedure for promotion of employees on the basis of merit has also been reintroduced in the present Congress.

POLITICAL ACTIVITY

Bills have been introduced in both Houses to amend the Hatch Act. These range from outright repeal to

proposals to permit some degree of participation in local political activities under certain circumstances. One bill repeals the provision of present law which provides a minimum penalty of 90 days' suspension for violation, thus giving the Civil Service Commission more flexibility in assessing an appropriate penalty. On the House side the bills are pending before the Committee on House Administration; on the Senate side the bills are before the Rules and Administration Committee.

RETIREMENT

Some half a dozen bills have been introduced to provide retirement on full annuity after 30 years of service regardless of age. One requires 40 years of service regardless of age, while another provides for retirement after 30 years of service at age 55 on full annuity. More than a dozen bills amend the Civil Service Retirement Act to increase to 2½ percent the multiplication factor for determining annuities for certain Federal employees engaged in hazardous duties. Bills have been introduced to limit to cases involving the national security the so-called Hiss law which prohibits payment of annuities to officers and employees convicted of certain offenses. Another bill repeals this law. The bill to provide for transfer of credit from the civil service retirement system to the old-age and survivors insurance system has been introduced again this year. Bills to make permanent certain cost-of-living increases in annuities payable from the civil service retirement and disability fund are also pending.

SALARY RETENTION

A bill has been introduced to amend the Classification Act to provide for inclusion of statutory salary increases in retained rates and to make ineligible for retained rates those employees whose reduction in grade is a condition of their temporary promotion to a higher grade. Title II of the bill provides salary retention for postal field service employees similar to that afforded Classification Act employees.

TRAVEL

A bill has been introduced in the Senate to increase the maximum rates of per diem allowance for employees traveling on official business. Among other things, the bill increases per diem allowances under usual circumstances from \$12 to \$16 a day, per diem allowances under unusual circumstances from \$25 to \$30 a day, motorcycle mileage from 6 to 8 cents, and automobile and airplane mileage from 10 to 12 cents. A House bill containing increases identical to these also permits actual expenses for parking.

Mary V. Wenzel

The Wondrous World of THE SCIENTIST

by WILLIAM M. RAGAN and
LAWRENCE H. CLARK

[The first of two articles]

WHEN THE UNITED STATES first attempted to put a space satellite into orbit and the effort failed, the fizzle revived an old gag with a new twist—"They've named the new missile 'Civil Servant' because it won't work and you can't fire it."

The gag was good for guffaws and was widely publicized.

But when Explorer I was orbited a short time later, it escaped popular notice that a civil servant pushed the button and that a team of career civil service and military scientists was responsible for the Nation's first successful step toward the conquest of space.

This was an old story for the scientist in civil service. He had become used to making important scientific contributions without fanfare and to finding himself and his little-understood work the object of frequent criticism.

This despite the fact that down through the years the work of the scientist in civil service not only has added greatly to man's knowledge in almost every field of science, but many of his achievements have contributed immeasurably to our health and welfare and some have become the foundation for flourishing industries, returning to American business and taxpayers many times the investment in science in civil service.

Mr. Ragan is Deputy Public Information Officer of the Civil Service Commission. Mr. Clark is a Staff Assistant in CSC's Public Information Office.



LANDMARK ACHIEVEMENTS

Consider just a few of the landmark achievements of career scientists in government—

- Development of radar and sonar
- First fully automated electronic digital computer
- Instrument landing system used by all commercial and military aircraft
- Electronic microminiaturization
- Radiosonde and automatic weather stations
- Determination of atomic weight of hydrogen
- Basic design of most military and commercial aircraft
- Proximity fuze
- Atomic-powered submarine

It was a career civil servant who "put radio in the American home" with the development of the AC radio, and a Government scientist who developed the deadly air-to-air Sidewinder missile. It was a team of career

IN CIVIL SERVICE

Uncle Sam is America's No. 1 employer of scientific talent, with more than 165,000 scientists, engineers, and technicians engaged in scientific work in hundreds of laboratories and installations. They have made many significant contributions to scientific knowledge, and their achievements have had far-reaching effect on our Nation's health, welfare, economy, and standard of living.

scientists who developed the first radio direction finder in World War I and the first successful guided missile in World War II. Likewise, a Federal scientist developed the first anthrax vaccine safe for use on man, and a career physicist was responsible for the long-range missile detection system on which we depend for almost instantaneous warning of an attack by an aggressor. Federal scientists also pioneered the development of heat-resistant ceramic coatings—providing the key to the thermal barrier—and they have been responsible for a host of well-known and widely used consumer products, including dehydrated and frozen foods, frozen fruit juice concentrates, DDT, aerosol bombs, and wash-and-wear cotton fabrics.

The list of contributions could be lengthened far beyond the space devoted to this article, and the stories behind the countless scientific and technical achievements and their ultimate effect on the lives of our people and those of other lands would fill volumes. Yet little of this dramatic story is known—even to Government's scientists and their coworkers in the Federal career service. The purpose of this article, then, is to focus the spotlight on Uncle Sam's scientists—to touch the highlights of their story and make generally available more information about the many contributions they have made in their day-to-day work in the career civil service.

IN PERSPECTIVE

First, let's put science and the scientist in Government in perspective in the world of scientific research and development. To what extent is the Federal Government engaged in scientific pursuits, and why? How and to what degree does the work of career civil servants relate to the total research and development effort of the Nation?

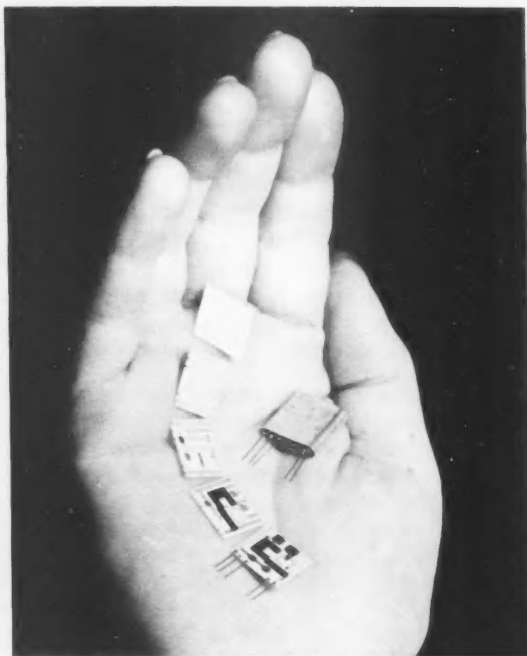
Perhaps the first general awareness of scientific research as a function of importance in Government came with the dawn of the atomic age—or with the later advent of the space age—when achievements in science became front-page news almost daily. To be sure, standard textbooks traditionally have devoted a few paragraphs or pages to scientific missions of long-established agencies, but it is questionable that this slight classroom exposure has made a lasting impression on many students. Certainly not to the extent of the blaring headlines attending the running debate on America's scientific standing vis-a-vis the Soviet Union following the startling news of Sputnik I.

Yet the Government has been concerned with scientific research since its beginning. Article I, Section 8, of the Constitution itself provides: "The Congress shall have power . . . To promote the Progress of Science and

useful Arts, by securing for limited Times to Authors and Inventors the exclusive Right to their respective Writings and Discoveries." The first patent law, designed to encourage individual ingenuity and secure for inventors some benefits of their creativity, was enacted in 1790; the Patent Office itself traces to 1802, before there was a clear distinction between the philosopher and the scientist. The first actual scientific activity of the Government dates to 1807, when the Congress authorized a survey of the coast and established the Government's first technical bureau—existing today as the Coast and Geodetic Survey.

SUPPORT OF SCIENCE DEBATED

Lest these references be interpreted as indicating that Government's support of and involvement in scientific pursuits blossomed to full flower in those early days, it should be recorded that such was far from the case. In fact, the question of how and to what degree the central Government should concern itself with science—and even the more basic question of whether Federal support of scientific and technical projects was constitutional—was debated frequently and heatedly well into the last



BUILD SMALL—microminiaturized printed electronic circuits almost get lost in a scientist's hand—yet work as well as the much larger units they replace. U.S. capacity for data-gathering payloads in space has increased a hundredfold from this development of five young scientists of Army's Diamond Ordnance Fuze Laboratories who shared a \$25,000 award for their accomplishments. This award is the maximum allowed under the Government's incentive awards program. (DOFL Photo)

half of the 19th century. And it was not until the dawn of this century that establishment of permanent bureaus with continuing programs won acceptance.

The dramatic account of the course of the scientific role in the Federal service is detailed by A. Hunter Dupree in his definitive study, *Science in the Federal Government*. He records that: "As the eighteenth century and the first decade of the Constitution drew to a close, the new government had few tangible accomplishments in science and had made little headway in developing permanent institutions either to use science in its own operations or to disseminate it among the people . . . [But] more important than the negative factors are the startlingly comprehensive ideas concerning the role of science, the clarity with which the institutions were conceived, and the energy which leading statesmen expended on fostering these ideas. Although only a minority saw the advantages of an alliance between science and the Federal government, that small group included some of the most influential men in public life. Science has had a place in the government continuously since 1789."

Along with the Coast Survey, early governmental involvement in scientific activity took the form of sponsorship of ventures such as the Lewis and Clark expedition, which made significant findings in botany and zoology, and S. F. B. Morse's testing of the telegraph. Other landmark actions included the establishment of an Office of Weights and Measures (forerunner of today's National Bureau of Standards), the legislative requirement that the Patent Office test each invention (calling implicitly for the use of scientific principles), and the creation of the Naval Observatory—all of which came about before the mid-19th century.

A SWISS-BORN PIONEER

The first dominant and indomitable scientist in the civil service bears mention. He was Swiss-born Ferdinand Rudolph Hassler, who came to the United States in 1805 with his *Old World* books and precision instruments to pioneer the employment of scientific principles and techniques in our Government and to become a stormy petrel for the 36 years during which he was in and out of Federal service. His trials, toils, and triumphs are a story in themselves. Here, at least, it should be noted that he established the importance of the scientific function in Government and set the high standards for scientific pursuits that were to follow his early efforts as the first Superintendent of the Coast Survey and of the Office of Weights and Measures.

As new departments and agencies were established in later years, the enabling legislation began to include specific provision for a scientific function, sometimes reflecting congressional intent that the department or agency become the repository of the most authoritative information related to the missions of the organization.

The classic example is the 1862 act creating the Department of Agriculture, which requires the agency "to acquire and diffuse . . . useful information on subjects connected with agriculture in the most general and comprehensive sense of that word, and to procure, propagate, and distribute among the people new and valuable seeds and plants."

However, even this seemingly clear charter did not signal the immediate establishment of a broad-scale program of scientific research, nor even bring early general agreement on the nature of the research function intended, even though the act mentioned the service of "chemists, botanists, entomologists, and other persons skilled in the natural sciences pertaining to agriculture."

In fact, it was many years before the Department of Agriculture evolved as the outstanding scientific institution it is today. Still, its creation marked the beginning of the era of permanent bureaus with scientific functions. The next 48 years saw the establishment of a growing number of such organizations, among them the Signal Corps, the Naval Hydrographic Office, the Fish Commission, the U.S. Geological Survey, and the Weather Bureau.

RESPONSE TO NEEDS OF INDUSTRY

With the 20th century and the emergence of large-scale industry as the dominant force in the Nation, a new type of Government scientific organization came into being, in response to the developing close relationship between industry and science. Noteworthy among these organizations were the National Bureau of Standards, established in 1901, and the National Advisory Committee for Aeronautics, born in 1915. Both have played vital roles in the development and growth of giant new industries and fields of technology.

In the years since, science and scientists have become increasingly important fixtures in the operations of Government, making substantial contributions to the Nation in two world wars and the troubled times following each.

Today, no less than 11 percent of the Government's white-collar workers are engaged in scientific or engineering work—with about 55,000 engineers, 21,000 physical scientists, and 21,000 biological scientists forming the core of the scientific team in civil service. Scientific activities have become such an integral part of Federal operations that Uncle Sam employs a greater proportion of the Nation's scientific and engineering talent than is the case in most other occupational fields. For example, while the entire Federal work force makes up only 3 percent of America's labor force, the Federal Government employs fully 10 percent of the physical scientists and 6 percent of the professional engineers of the Nation.

The significance of science in Government comes into even sharper focus when viewed in dollar terms. This fiscal year the Government will put about \$9.1 billion into research and development—well over 10 percent of the total National budget and representing about two-



LISTEN BIG—this is an artist's conception of the 600-foot radio telescope now being erected for the Navy at Sugar Grove, W. Va. Conceived by and to be instrumented by Naval Research Laboratory scientists, the 30,000-ton structure, over 7 acres in area, will provide the U.S. with one of the world's foremost tools with which to study outer space, enabling scientists to listen in on space sounds at the "edge of the universe"—38 billion light years away. (Official U.S. Navy Photo)

thirds of the country's annual investment in research and development—or twice the investment of industry, foundations, educational institutions, and other non-profit institutions combined.

TWENTY-FIVE AGENCIES SHARE FUNDS

Some 25 departments and agencies cut a slice of the research and development pie, with 9 of them taking all but a razor-thin sliver. Since the great bulk of the research and development funds are related primarily to national security, the Department of Defense takes the biggest chunk—better than two-thirds of the total. Atomic Energy Commission and National Aeronautics and Space Administration are expected to spend in the neighborhood of 20 percent, while all other agencies will account for about 10 percent. Still, the research and development obligations of the latter group are substantial—ranging from over \$450 million by the Department of Health, Education, and Welfare to over \$64 million by the Department of Commerce, with the amounts allocated to the Department of Agriculture, National Science Foundation, Department of the Interior, and Federal Aviation Agency ranging in between.

Although some four-fifths of the research and development dollar is spent to fund work done outside the



GERMS STAY PUT—laboratory researchers can work with germs without fear of infection inside this leak-proof safety cabinet developed at Fort Detrick, Md., by Army's Chemical Corps scientist-engineers. (U.S. Army Photo)

Federal service, this still leaves a whopping sum—approaching \$2 billion—to finance the work of scientists in Government. A large portion of this amount goes into basic research, as distinguished from application or developmental work.

What do all these billions buy besides hardware for a war everyone hopes will never come? It would not be far from the truth to say that in addition to providing insurance for peace, they represent investments in a more productive economy and a richer life for our citizens in the future—for such have been the fruits of earlier expenditures for defense-related scientific efforts. The initial objective of research may be a deadlier weapon, but the knowledge and know-how gained in its development often have much more important and far-reaching implications. Nuclear research is only the most spectacular of many possible examples. A random selection of just a few will serve to underscore the point.

A BOON TO INDUSTRY

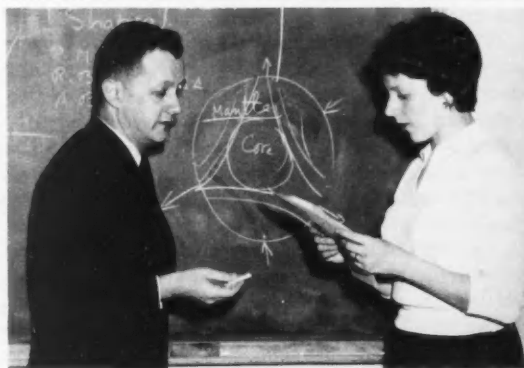
Printed electronic circuits were an outgrowth of the National Bureau of Standards' work on the famous proximity fuze of World War II, and they have been vital to the development of weapons systems since, but they also proved a boon to industry and have had a wide variety of commercial applications. Likewise the Bureau's crash programs for production of optical glass for precision instruments in World Wars I and II laid the foundation for today's multi-million-dollar commercial optical glass industry in America. And the Naval Research Laboratory's research on the structure of mol-

ecules and the relation of molecular structure to physical properties of materials has led to a large array of synthetic materials. Products resulting directly from NRL research include synthetic lubricants, nonflammable hydraulic fluids, detergents, water repellents, cleaning fluids, and a seemingly endless series of other products.

Actually, the work of scientists in civil service touches the lives of every citizen every day in many commonplace ways we take for granted. The accuracy of the electric clocks by which we rise and regulate our day is assured by Federal scientists, as are the frequencies of radio and television stations to which we tune for the day's weather—forecast by other Federal scientists. The purity of foods we eat is guaranteed and their nutritional value improved by the work of other Federal scientists, some of whom have had a hand in developing processes by which they can be preserved. The clothes we wear follow Government-developed size standards, and the material may reflect the efforts of Government researchers to develop better strains of cotton, wool, and other fibers.

Startling as it may seem to those who are unaware of the importance of precise measurements, the efficient operation of your automobile owes much to the exact measurement of parts which may be made by literally hundreds of manufacturers using measuring instruments checked against Government standards, and the roads you travel have probably been designed to patterns and constructed with materials proven in experiments of Government researchers. In fact, almost everything you do from morning to night in some way bears the unobtrusive imprint of the work of scientists in Government.

But the world of the scientist in civil service extends far beyond these achievements that we now consider



IT'S A PEAR-SHAPED WORLD—studies of data obtained from the orbital flight of a Vanguard satellite in 1958 by Mrs. Ann E. Bailie and her supervisor, Dr. John A. O'Keefe (shown above), Assistant Chief, Theoretical Division, National Aeronautics and Space Administration, led them and a colleague, R. Kenneth Squires, to the discovery that the earth has a decided bulge just below the Equator. Independent computations by other scientists have since confirmed their findings, which are proving valuable to researchers, especially those concerned with more accurately pinpointing distances between places on the earth.



DEFENSE-SUPPORT ROLE CITED—the role played by career civil servants in national defense will be spotlighted at observances of Armed Forces Day during the period May 13-21. This Civil Service Commission exhibit will be displayed at Andrews

Air Force Base May 13 and 14. Other displays spotlighting the support role of the more than one million Federal civilian workers of the Department of Defense are expected to be placed at various military installations observing Armed Forces Day.

commonplaces—at which we once wagged our heads and said, "What's the world coming to?" In fact, when a national publication asked the research and development heads of major U.S. corporations to identify science's

"Top Ten Conquests of the Fifties," the list contained not less than seven to which Federal scientists had made major contributions—the penetration of space, hydrogen fusion (H-bomb), power from nuclear fission, solid state electronics, electronic computers, economical conversion of salt water to fresh water, and commercial jet aviation. Only in the development of the Salk vaccine, the fuel cell, and organ transplants were Federal career scientists not centrally involved.

Asked what they expected the sixties to bring, the same research and development experts identified five areas in which Government researchers are busily engaged—manned space flight, fusion power, thermoelectricity, cancer cure or control, and the synthesis of life.

(Part II of "The Wondrous World of the Scientist in Civil Service," to be published in a future issue of the Civil Service Journal, will identify and recount some of the specific achievements of a few of the outstanding career scientists—past and present. It will also spotlight representative scientific organizations in Government and their sometimes unique missions. And it will touch on the special attractions of scientific careers in civil service—including the challenge that some of America's most outstanding scientists have found in "the nature of the work itself.")



NEW STANDARD LENGTH—a National Bureau of Standards scientist adjusts the Bureau-built krypton-86 lamp in its liquid nitrogen bath. The wavelength of orange-red light emitted by the lamp was adopted in October 1960 as the new International Standard of Length to replace the platinum-iridium meter bar kept at Paris since 1889. Measurements made by NBS using this new standard are about 10 times more accurate than were possible with the meter bar. (NBS Photo)



STANDARDS and TESTS

STANDARDS FOR ACCOUNTING POSITIONS

The publication of the classification standard for the Accounting Series, GS-510-0, completes the standards coverage of almost 15,000 professional accounting positions. The new standard covers many types of accounting positions and includes separate discussions and grade-level criteria for nonspecialized entrance-level jobs, operating accountants, cost accountants, systems accountants, and accounting officers. In addition, the standard provides for the separate titling and classification of staff accountant and general accountant positions. Standards for auditors were published earlier and will be scheduled for revision in the future.

Preparation of this standard was part of a long-term overall study of the accounting and budget field, earlier phases of which resulted in the identification of, and preparation of classification standards for, accounting technicians. Also published previously was a comprehensive set of qualification standards providing clearly delineated career paths for the many types of employees needed for the accounting occupations.

PROGRESS REPORT

The following new or revised position-classification standards were distributed to agencies the first part of January:

- Bookkeeping Machine Operator
- Engineering Technician
- Mathematics Technician
- Passenger Rate Specialist
- Travel Clerk

The following new or revised position-classification standards were ordered from the Government Printing Office for April distribution:

- Accountant
- Agronomist
- Calculating Machine Operator
- Clothing Designer
- Customs Inspector
- Electric Accounting Machine Project Planner
- Industrial Specialist
- Laundry and Dry Cleaning Plant Manager or Superintendent
- Mathematical Statistician
- Patent Adviser
- Statistician
- Writer and Editor

The following qualification standards were printed for December-through-March distribution. The ones marked with an asterisk are single-agency or wage-board standards and were distributed selectively. The others appear in Handbook X-118.

- Animal Control Biologist*
- Clothing Designer
- Customs Inspector*
- Dietitian
- Engineering Technician
- Field Crop Farmer, Truck Crop Farmer, etc.*
- Food Supervisor*
- Domiciliary Officer*
- Industrial Specialist
- Laundry and Dry Cleaning Plant Manager or Superintendent
- Hospital Housekeeping Manager
- Mathematics Technician
- Patent Adviser
- Pharmacist
- Office Machine Operator
- Recreation Specialist

Tentative drafts of classification or qualification standards are now being or soon will be circulated for comment for the following positions:

- Contract Price Analyst
- Contract Negotiator
- Therapist
- Personnel Clerk and Technician
- Medical Officer
- Cartographer
- Shipment Clerk
- Traffic Controller and Dispatcher
- Land Law Examiner and Clerk
- Plant Pest Control Technician
- Financial Institution Examiner
- Medical Biology Technician
- Secretary (qualification standards only)

LISTENING TESTS

In the past few years, CSC has conducted research in testing the ability of applicants to listen, to comprehend, and to follow oral instructions. Such tests increase the scope and usefulness of aptitude batteries, are machine-scorable and group-administered, and have been found

(Continued—See STANDARDS, page 25.)



LEGAL DECISIONS

REDUCTION IN FORCE

Hyland v. Watson, Ct. of Appeals, 6th Cir., February 10, 1961. Another attack on the constitutionality of section 12 of the Veterans' Preference Act has failed. Plaintiffs were nonveterans who had been separated in a reduction in force. Veterans with fewer years of service were retained because of the preference given to veterans by section 12 of the Veterans' Preference Act. Plaintiffs claimed that section 12 is repugnant to the Constitution—particularly to the fifth amendment, which relates to the denial of property without due process of law. As the basis for this claim, they alleged that section 12 deprived them of their rights to compete with preference employees for retention in employment and that it authorized the establishment of two classes of public employees, the preferred and the unpreferred, a segregation that is patently arbitrary and discriminatory.

The District Court could find no substantial constitutional question and dismissed the case on March 30, 1960. The Court of Appeals affirmed, without opinion.

REMOVAL—CAUSE

Finn v. United States, Ct. of Claims, January 18, 1961. Plaintiff in this case was trying to find a chink in the Wall of China that precedent cases seemingly had erected. He didn't succeed.

The precedent cases held that the removal of a Federal employee is not automatically invalidated by the fact of his subsequent acquittal in court of criminal charges that grew out of the same incident. Plaintiff claimed that there was a distinction between these cases and his. In the other cases, he pointed out, the judge had let the cases go to the jury and the plaintiffs had been acquitted by a verdict of the jury; in his case, there was so little evidence against him that the judge dismissed the case without submitting it to a jury. The court said: "We do not think that such action by the District Court in a criminal case would necessarily set aside the considered action of the employing agency, the Regional Office of the Civil Service Commission, and the Commission's Board of Review in connection with civil employment. The fact that a man may have been acquitted of criminal charges of the same character does not compel the conclusion that the dismissal was not for the good of the service."

RESIGNATION

Popbam v. United States, Ct. of Claims, December 1, 1960. If an agency "forces" an employee to resign, is

this an adverse personnel action to which the Lloyd-LaFollette Act or the Veterans' Preference Act is applicable? The question has been raised from time to time in appeals to the Commission and to the courts. It has never been answered because an appellant has not yet succeeded in convincing either the Commission or the courts that he was forced to resign. The plaintiff in this case did not succeed either. The significant aspect of the case is that the court sets forth a test for deciding whether a resignation was made under duress. The test includes three elements: (1) That one side involuntarily accepted the terms of another; (2) that circumstances permitted no other alternative; and (3) that said circumstances were the result of coercive acts of the opposite party.

REMOVAL—VETERANS' RIGHT TO ANSWER PERSONALLY

O'Brien v. United States, Ct. of Claims, December 1, 1960. This case illustrates the gradual process by which definitive legal principles evolve out of judicial decisions. The process is gradual because Federal courts decide "cases or controversies"; they do not render judgments on hypothetical questions.

When the Court of Claims had before it the case of *Washington v. United States*, the "controversy" was over the provision of section 14 of the Veterans' Preference Act that says that the veteran must be given an opportunity to answer "personally and in writing." Washington had asked for an opportunity to answer personally and had not received it. The court held in the *Washington* case that the law meant that the veteran could answer personally, or in writing, or both personally and in writing. The court did not rule on questions that were not involved in the controversy, such as to whom the personal answer should be made, how much time should be allowed for the interview at which the personal answer is made, whether the appellant may be represented by counsel who will present the personal answer, etc. In this case the court answers the first question.

Plaintiff was removed from a position in the Department of Justice. The letter of charges was signed by an Assistant Attorney General. Plaintiff requested the opportunity to answer personally. He was interviewed by the First Assistant to the Assistant Attorney General. The court disagreed with the plaintiff's contention that this amounted to a denial of his right to answer personally and, in doing so, laid down a principle for answering the question as to whom the personal answer should be made. "We do not think that the statute guarantees a veteran an interview with any particular official as long as he is given the opportunity to present such appeals as he may wish to a superior who has the authority to either recommend or take final action."

John J. McCarthy

MERIT SYSTEM—

(continued from page 6.)

in 1884 the Commission said: "... the nation, by bestowing its offices upon the most meritorious of those whom the States have educated at public expense, will greatly honor and stimulate the public-school system of the country." History bore out this early prediction.

CRITICISMS vs. FACTS

Within recent years critics have alleged, not without foundation, that our merit system (1) is preoccupied with methodology and (2) was built for a time when thousands were petitioning the Government for jobs, not for times when the Government as employer must go out and enlist the special talents it needs.

That preoccupation with technique rather than purpose has and does on occasion beset the Federal merit system is not to be gainsaid. Some of it is unfortunately pinned down in statute (not the Civil Service Act itself, by the way), such as the provisions requiring "the rule of three" and preventing categorization of candidates in broader groups more commensurate with the capacities of modern testing. On the other hand, much flummery and red tape, hallowed more by habit than commonsense, has gone by the board since World War II. When one considers the range of its occupational coverage, its unbelievably wide decentralization to 800 boards of examiners in many agencies and locations, and its alternative dependence on centralized recruiting to insure success in attracting thousands of college graduates each year, the current Federal merit system as an employment instrument is more effective than is commonly realized.

Most of the abracadabra of a less imaginative era has been sloughed off, but some onerous procedures—the reasons for which do not always meet the public eye—must remain. These have mostly to do with insuring opportunity for citizens to be considered, without arbitrary exclusion, and with insuring the integrity of the examination process itself—which in the public service not only must be above reproach but which would stultify its very purpose if it were not.

Likewise, the merit system has accommodated itself exceedingly well to the exigencies of continual labor shortages. The accent today is on positive recruitment—as evidenced, only in part, by the use of paid advertising, regular visits to college campuses, special recruitment representatives in each civil service region and in the agencies, and examinations conducted in high school and college facilities. Much of this effort is of such long standing that it is idle to charge the merit system with anachronism in this respect. There is, to be sure, still an emphasis on procedures to assure quality standards and to promote a sorting out to find the best available, but the efforts have not been stinted to make certain by positive recruitment that the sorting out is *not* just among the mediocre and the poorly qualified.

Without attempting to present in this short space all the facts, the judgment, and the perspective that would be needed to fathom manpower planning for our total society in order to meet Senator Clark's incisive challenge, or to approach the difficult goals set up by other sensitive observers, I can only offer a few thoughts on how our experience with a merit system may relate to such aspirations.

ASSESSMENT

By and large, the nearly eight decades of experience with the Federal merit system have proved a number of points, some anticipated, some not. Many of them have implications for the overall social issues of manpower development and planning. I would identify the major points as follows:

1. The merit system has been the greatest single cause for the continuity and general quality of the Federal civil service.
2. The system has established a highly acceptable and comparatively valid means of *quality discrimination* among people, in complete compatibility with our democratic and egalitarian traditions.
3. Not only has a system of competitive examination proved to be a practical approach to achieving a true merit system, that is, competency in the public service, but also there has so far been no other equally good approach devised.
4. Competitive examination has shown itself to be an extraordinarily flexible process, having evolved from the single-shot, time-controlled, fixed lists of eligibles of the early decades, to overwhelming reliance on open, continuous broad-coverage examining procedures today.
5. The competitive merit system has long enjoyed the confidence of the Congress, the executive branch, numerous impartial study groups, employee and veteran organizations, and the general public.
6. Government testing procedures have been relied upon, copied, and borrowed by public and private employers throughout the Nation.
7. The merit system has demonstrated the practicality of objective examination, without written tests as well as with them, and of qualification standards based on job analysis but attuned to changing labor markets.
8. The system has not only stimulated public education but has also been adaptable and responsive to the product of American educational institutions at various levels and has increasingly reflected

close cooperative relationships with thousands of high schools, vocational schools, and colleges.

9. The system has provided a formidable reassurance against political, religious, or racial discrimination in Government employment.
10. The Federal service, under the merit system, has served as a gigantic laboratory for the study of and experimentation with modern selection and other personnel techniques.

This is not to say that all has been achieved. Vital improvements are still needed, some already being worked on. Most of all we need far more extensive research than current modest resources make possible in order to make dramatic strides in selection and related personnel methods. Manpower planning and forecasting within the service is still in its infancy. Attention is especially called for in gearing personnel administration to executive and upper professional categories, including problems of selection, advancement, evaluation, and incentives.

The challenge is truly great. For America continues to grow, to change, to advance. The attributes of adaptation and flexibility that have bolstered the merit system so effectively in the past must be continuously exploited in the future.

BROADER IMPLICATIONS

But, now, to the broader implications: If we need more planning, more order, more incentive related to grand social purposes in the education of our youth and in the direction, development, and use of our manpower in this human age, then perhaps some lessons can be drawn from the long-established, successful experience with the merit system in the United States civil service. It at least proves that quality standards for public employment are consistent with freedom, that distinctions among individuals drawn from examination results are compatible with democracy, that competency begets prestige and vice versa, that barriers to outright prejudice or even to personal "old-school ties" help maintain the integrity of the machinery of Government.

But, more affirmatively, the merit system stands as an outstanding example of American ingenuity—with all due credit to its British forebears—in staffing and maintaining a broadly representative, a high-quality, a remarkably sentient, and a truly responsive Federal public service. Recognizing self-government itself as the grandest expression of social purpose, then we can properly conclude that the merit system is a significant contribution to the dawn of the human age. And, whatever must be done to adjust our manpower sights to the challenges of this age, we can be sure that the career civil service itself, under the merit system, will be expected to do a great part of it.

STANDARDS—

(continued from page 22.)

valuable in examining for a wide range of positions.

The most recent use of these tests is for the position of Guard. Results in two civil service regions have been received to date and appear satisfactory on the basis of this preliminary information.

BOYS STATE

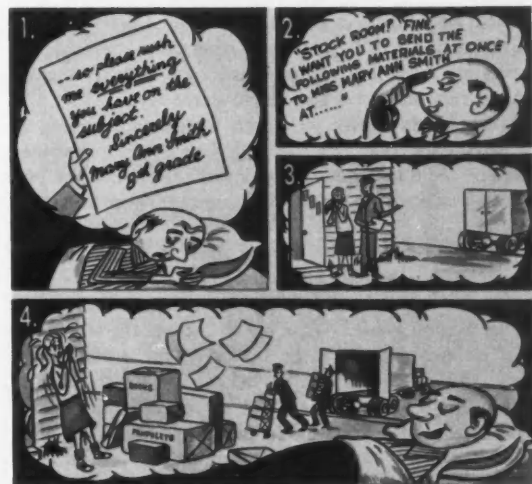
For the past 3 years, the Commission has cooperated in the American Legion Boys State. A part of the programs of the majority of the 26 States participating has been a special civil service test based on the theme "Know Your Government." In all, about 6,000 boys took this test during 1960.

The young men of Boys State are carefully selected for high scholarship and outstanding high school records. The purpose of the Commission's test is to give them a firsthand appreciation of the use of written tests in a merit system of examination. Thus the quality of the test and how well it is administered have a direct influence on the attitudes of these select students toward the public service.

The Commission will participate in Boys State programs again this year and a new test is being prepared for this purpose. Making tests of sufficient difficulty to pick the top boys in a group of such high caliber is a challenging task.

INFORMATION PLEASE

SPRING IS THE TIME of year for another round of high school term papers. During this season, more than any other, Federal agencies receive many requests for information, and do their best to supply what is needed. However, a problem always arises upon receipt of the "blanket" request. What to send? Our artist (in a dream sequence) insists it's no problem at all.



PROPOSAL—

(continued from page 13.)

in such a GS-16, Schedule C position, he would be able to move to any other job at the end of that time and retain his GS-16 grade for 2 years thereafter. If it were necessary for him to be reassigned to a GS-15 job elsewhere, he would have 2 years in which to prove himself in the new assignment and possibly work himself back up to his previous status.

Many other cases could be developed. These are just a few illustrations of the conspicuous value of the flexibility afforded by the "Earned Status Plan."

IDEA DERIVED FROM LESINSKI ACT

This plan is, in one sense, an extension of the idea contained in Public Law 85-737, sometimes referred to as the "Lesinski Act." That act authorizes continuation of an employee's salary for a maximum period of 2 years under certain conditions, even though his position has been "down-graded." He must have served satisfactorily at least 2 years in his grade prior to becoming eligible to retain his salary in the event of a downward reclassification. The law contains certain other stipulations, one of which is that it is not applicable in case of a reduction in force due to lack of funds or curtailment of work. Although this legislation was designed to prevent obvious inequities and hardship to certain employees who were adversely affected with no recourse, it has within it the kernel of an idea which, as indicated above, can be extended much more broadly, to the very great benefit of both the Government and a much larger number of employees than the existing law.

As to the design of the proposed formula, it may be asked why the maximum period of retention of earned status should be 3 years or the length of time the individual has spent in his highest grade, whichever is less. The 3-year maximum is judgmental. It is intended to represent the approximate period of time which would permit an employee who shifts fields, by his own choice or by force of circumstance, to obtain the necessary retraining and experience to requalify himself in the new field at a reasonable grade level. The plan could probably work well with a maximum period of 2 years, the period used in Public Law 85-737, described above. I do not think it could serve the variety of purposes described above if the maximum were less than 2 years.

To avoid temptations toward abuse it seems desirable to establish a second maximum. No employee should retain his "earned status" for longer than he has served at his highest grade. This would prevent the possibility that an employee could be promoted for a month and then shifted out of the higher grade job to another lower grade job with the right of retaining the higher grade status for 3 years. The plan should be so designed as to avoid any incentive to manipulate it for personal gain.

WOULD PROVIDE FOR RETRAINING

Many employees of the Government are subject to the same hazards of technological unemployment as industrial workers. The Government should set a good example by preserving the status and salary of workers who become technologically displaced for a reasonable period during which they can be retrained and gain experience in a new or related occupation. The Government Employees Training Act (Public Law 85-507) provides the training authority to make such a system possible, but the "Earned Status Plan" is needed to authorize the continuation of grade and salary during the period of retraining and new experience.

One knotty problem which would be substantially alleviated, and possibly even eliminated, by the "Earned Status Plan" would be the headache of "reemployment rights" which are accorded to people in times of national emergency, and occasionally at other times, when they transfer to an "emergency" job, usually at a higher grade. Such rights are also accorded at all times to persons who go to work for international organizations for periods up to 3 years and to persons who go overseas in the service of the State Department, ICA, USIA, etc.

The duration of such an emergency and the duration of the individual's service in the job are usually very uncertain. In order to persuade good people to accept positions of such uncertain tenure, they have to be given retreat rights to their old jobs. These retreat rights, commonly called "reemployment rights," often create havoc in the agency from which the individual transfers. The vacancies thus created can be filled only by persons who are willing to accept appointment subject to being "bumped" out of the job if and when the "rightful owner" returns from his emergency or overseas assignment. This is a very unsatisfactory basis on which to offer anybody a job, and those who accept such jobs may not be the most ideal replacements.

It seems very likely that if the "Earned Status Plan" were to be adopted, it could actually take the place of reemployment rights in most instances. In fact, the prospect of returning from a 2-year defense assignment, or a 2-year overseas assignment with the firm knowledge by the returning employee that he could retain his highest rank for 2 years in any Federal job in which he might relocate himself, would be a much more satisfactory arrangement from his standpoint than reemployment rights to a particular job or its equivalent in grade and status. The present system often ends up in having an employee exercise rights to a job in which he feels like a misfit, and oftentimes is. The department or agency from which he originally departed could, under the "Earned Status Plan," easily assure him of a job upon his return without encumbering themselves with the promise of a particular job or its equivalent. They could fill his old job with the best qualified person with no shadow hanging over it.

RELATIONSHIP TO CAREER EXECUTIVE PLAN

If something like the "Earned Status Plan" were to be put into effect, it would make possible much of what has been sought for years by the proponents of a "Career Executive Plan," with virtually none of its drawbacks. If coupled with a well-managed career executive roster, it would enormously facilitate the mobility of top-level career executives and staff officers into spots where they are either urgently needed or where their interests lead them. In the long run, a man is likely to make the greatest contribution in the field in which he has the greatest interest.

The roster would continue to be managed by the Civil Service Commission, as it is at present, and would need no new authorizing legislation for its continuation and further development. The "Earned Status Plan" would provide, in most cases, a sufficient degree of "rank-in-person" so that shifts of personnel at the supergrade level could be achieved in the great majority of cases which were contemplated under any version of the Career Executive Program. Under the "Earned Status Plan," however, it would not be necessary to single out the highest paid group of employees in the Government and say that these people deserve to acquire a personal status or rank which they can carry with them elsewhere, while the vast majority of Government employees are denied this privilege. No invidious distinctions would be made.

OBJECTIONS AND SAFEGUARDS

There will be objections to such a plan. One argument which will certainly be made against it is that it seems to strike at two basic principles of the Classification Act: equal pay for substantially equal work, and pay appropriate to work performed, based on the difficulty and responsibility of work assigned. It may be alleged that such a plan may undermine the entire Classification Act. When any system is jeopardized by lack of flexibility and adaptability to changed conditions, any reasonable adjustment which will help it meet the demands upon it will help to preserve it, not to undermine and destroy it. The proposal to enact the Social Security Act in 1935 was attacked as a long step down the primrose path to socialism. It proved, in fact, to be a very valuable step in adapting the free-enterprise system to changed conditions and thereby preserving and enhancing the system.

Other questions which will come to mind are: Won't this plan be subject to abuse by supervisors in such a way as to have adverse effects on individual employees? Under such a system could not a supervisor transfer a person to a lower grade job for no good reason except that the supervisor did not like the employee? Two safeguards against this should be sufficient. First, it is proposed to continue the existing appeal rights of employees against actions which they consider to be adverse

to them. Second, it is suggested that during the initial stages of this program, the Civil Service Commission should retain the authority to approve or disapprove all transfers to lower grade jobs where the individual will retain his acquired status. As soon as the Commission satisfies itself that the function can properly be handled by departments and agencies, it should be authorized to delegate such review and approval authority, as it now does in respect to the classification of positions up through GS-15.

Another question is whether the plan would not be subject to abuse in the interest of employees and to the detriment of the Government. The safeguard of review and approval by the Civil Service Commission to assure protection of the Government interest should be adequate. There will be times when an individual may use this as a means of "tapering off" into a less strenuous job toward the end of his career without loss of pay, but this happens now, sometimes in ways which are to the great disadvantage of the Government. A man may be in a key career post and start to decline in his ability to cope with the rigors of his office. He may retain the capacity to do other less strenuous jobs, and do them well. If it were suggested under present law and regulations that he be moved to another spot, more appropriate to his capacities, he would regard it as a great indignity, and if a veteran, might appeal to the Civil Service Commission and win. If a shift could be made which would preserve his salary and dignity, and, to the greatest degree possible, provide him an opportunity to serve the Government in a position which challenged his interests and was within his capacities, both the individual and the Government would be served.

Within the supergrades, GS-16, 17 and 18, it would, of course, be necessary to authorize the Civil Service Commission to create additional positions in these grades each time they approved the shift of a man out of a regular supergrade position, to a nonsupergrade, or a lower supergrade, with permission granted to remain in his previous grade. A few other technical or substantive adjustments would undoubtedly be necessary.

A TRIED AND PROVEN CONCEPT

The principle of this proposal is, as previously indicated, a very modest rank-in-person concept. Not only has this principle been the basis of the personnel system of the armed services throughout the world, and through centuries of history, but it has demonstrated its usefulness in other personnel systems. It is high time for some of the desirable features of having rank attach to an individual as well as to a job to be incorporated into the Federal civil service. The "Earned Status Plan" is a proposal to do that.

Employment Focus



Federal employment in December 1960 totaled 2,372,580. This was about 9 percent above the level in 1950 and about 20 percent below the level in December 1945 after World War II. Less than 10 percent of the total worked in the Washington, D.C., metropolitan area in 1960.

MOST AGENCIES INCREASE

During the last 10 years employment in the Veterans Administration decreased about 7 percent while the other large agencies increased. The Post Office Department recorded the greatest increase, 20 percent, and the Department of Defense about 4 percent, while the total for other executive branch agencies was 14 percent above 1950 levels.

If we go back to World War II levels, the Veterans Administration has shown the largest relative increase, 91 percent. This is much less than the increase in the number of persons eligible for veteran benefits. There are more than three times as many veterans in the civilian population today as there were in 1945. Employment in the Post Office Department has increased 33 percent since World War II. The Department of Defense had 44 percent fewer employees in 1960 than it had in 1945, and the total of all other executive branch agencies was 1 percent lower than in 1945.

CALIFORNIA LEADS

The largest concentration of Federal employment in 1960 was reported in the State of California, 239,464 workers. More Federal employees have worked there than in any other State since it took the lead during World War II. In recent years there have been more Federal employees working there than in the Nation's Capital. California gained about 13 percent in Federal employment in the last 10 years, a little more than the national average of 9 percent, and its loss since World War II has been only 11 percent or a little more than half the national average of 20 percent. The Department of Defense employed 58 percent of the persons working there for the Federal Government in December 1960.

SLIGHT LOSS IN D.C.

The Nation's Capital ranked second in number of Federal workers. The 235,864 persons working there in December 1960 was only about 1 percent below the level both 10 and 15 years earlier. Most Federal agen-

cies have their headquarters in Washington, D.C., and employment is relatively stable. The Department of Defense accounted for only 31 percent of the workers in Washington, as compared with 45 percent for all areas.

NEW YORK IS THIRD

New York State was the area third in size with respect to Federal work force. Of the 179,784 persons reported there, 79,814 were employed by the Post Office Department, the largest employer; only 29 percent worked for the Department of Defense. Total employment there was only 5 percent above the 1950 level and 27 percent below the level in 1945. The State had gained less in the last 10 years and lost more since World War II than the average for the country as a whole.

HALF PENNSYLVANIA'S WORKERS IN DEFENSE

Pennsylvania followed with 129,084 employees in 1960. About 52 percent of the employees worked for the Department of Defense. The increase since 1950 was 4 percent, or slightly less than in New York; the decrease since World War II was also less, 14 percent. Most of the change in Pennsylvania reflects the increase in postal workers there.

TEXAS EMPLOYMENT UP

Federal agencies reported 112,647 workers in Texas. Employment there was 15 percent higher than 10 years ago and 2 percent higher than in 1945. More than half of the employees worked for the Department of Defense.

OTHERS UNDER 100,000

None of the other States reported as many as 100,000 workers in 1960 although both Illinois and Ohio had that many during World War II. Illinois had dropped to 98,915 and Ohio to 88,786 by 1960.

SOME STATES SHOW LARGE INCREASES

Several States had relatively large increases in Federal employment during the last 10 years. In most of these States an increase in employment of the Department of Defense was the controlling factor; an increase in postal employment was also a contributing factor. New Mexico had 73 percent more workers in 1960 than in 1950; Delaware, one of the smallest States in Federal employment, was 62 percent above the 1950 level; Alabama had increased 60 percent; Arizona, 59 percent; Maine, 57 percent; Florida, 44 percent; Connecticut, 39 percent; and Colorado, 32 percent.

DEFENSE A FACTOR IN DECREASES

Some of the States have fewer Federal employees working there today than they had in 1950. In seven

States Federal employment had dropped more than 8 percent; in seven others the decreases were of smaller proportion. In most of the States where decreases had occurred, the Department of Defense showed the major reductions; in a few the Post Office total had also declined.

SEVEN STATES SHOW MARKED LOSSES

The largest percentage loss in Federal employment occurred in the State of Washington, where 45,643 persons were reported in 1960, a drop of 21 percent during the 10-year period. Wyoming and Nebraska were 17 percent below their 1950 levels, with 4,695 and 15,402 employees, respectively, in 1960. Tennessee dropped 15 percent to 34,052 employees in 1960; reductions in the Tennessee Valley Authority contributed to this decrease. North Dakota and Arkansas dropped 14 percent to 5,863 and 13,107, respectively. Indiana, with 31,682 employees in 1960, was 8 percent below the 1950 level. Of these seven States with losses of 8 percent or

more in Federal employment, only Arkansas showed a loss in population also.

SMALLER LOSSES IN OTHER STATES

Most of the other States which dropped in Federal employment had decreases of only 1 or 2 percent. Kentucky, Ohio, Virginia, and West Virginia dropped only 1 percent; West Virginia also had a decrease in total population. Louisiana and Missouri each dropped by 2 percent.

ALASKA DECREASES, HAWAII INCREASES

The new State of Alaska had 5 percent fewer Federal employees than it had as a territory in 1950. This is because certain services formerly performed by employees of the Office of Territories, Interior Department, are now performed by employees of the State of Alaska. Hawaii, our other new State, had increased about 1 percent despite the change to statehood.

Flora M. Nicholson

FEDERAL CIVILIAN EMPLOYMENT BY STATE - DEC. 1960
SHOWING PER CENT CHANGE 1950 - 1960





SHELF-HELP

ORGANIZATIONAL BEHAVIOR

A major revolution is taking place in the theories and practices of management and organization. The status quo of our thinking is being challenged by the social scientists. "Organizational behavior" is their rallying cry, and their findings are throwing new light on the behavior of people in organizations. A new thinking is emerging that calls for a departure from customary viewpoints and practices concerning top efficiency, increased productivity, and morale.

As an aid to agency managers and others who would explore this "new thinking," *Shelf-Help* departs from its usual format and identifies some of the books and research papers that are sparking this revolution. The choice of items is representative of the more recent literature on the subject and should not be considered as all-inclusive, or as endorsement.

Early writings on group behavior date back to antiquity, and are of great interest to the scholar. However, they do not provide much of a practical nature to today's busy administrator who would gain more from reading the more recent works that are based on careful research. The nine books discussed, though not offering pat answers, can nevertheless provide a sharpened perception of some of the underlying forces that can cause organizations to go soft and fail in their stated goals, and can suggest some means of mastery over the complex forces that shape today's organizational environment. First, however, we would do well at least to pay respects to several basic research studies of a few years ago that laid the foundation for today's new thinking.

One of the earliest and probably most familiar of findings was the 1948 study of clerical workers in the Prudential Insurance Co. of America. This research, supported by a grant from the Office of Naval Research, was made by the Survey Research Center of the University of Michigan. It highlighted the effectiveness of the worker-centered supervisor over the work-centered supervisor in terms of productivity and morale. Since then, the social scientists and more advanced management writers have got a lot of mileage out of these findings. The research is credited with inspiring a large number of related and exploratory studies along with an intensified demand for the services of behavioral scientists from administrators in industry, government, and education.

Some years later, two other significant contributions were made to emerging theories of management and organizational behavior. One came from the Tri-State Management Institute conducted by the American So-

ciety for Public Administration, meeting at East Lansing, Mich., in June 1957. The other came from a workshop at the 1959 annual convention of the American Psychological Association, meeting in Cincinnati, Ohio.

The ASPA meeting produced a collection of selected papers on "Administrative Leadership in Government" by Rensis Likert, Henry Reining, Jr., John W. Macy, Jr., et al. Likert highlighted the fact that the studies of the Institute for Social Research revealed that highest levels of motivation and employee satisfaction were obtained by deviating systematically from the practices and procedures which, according to prevailing management theories and systems, were supposed to get the best results.

Reining suggests a cautious approach to the newer theories. He warns against discarding the time-honored thinking before the new is completely crystallized; he suggests a reasonable frame of reference that recognizes the validity of fusing the old with the new.

Macy infuses a spirit of urgency into our need to recognize that vastly changed conditions have arisen since we did our original thinking about management and organization. He urges that our course be charted with full recognition of the challenges that our social, economic, political, and technological changes have brought about.

The A.P.A. convention of 1959 in Cincinnati produced a series of five papers grouped in the autumn 1960 issue of *Personnel Psychology* under the heading of "Psychologists in Administration (a symposium)."

In opening the series, Edward M. Glaser of Glaser, Snowden, and Associates, pointed out that the training of psychologists has been focused on equipping them to be competent scientists, teachers, or professional practitioners. Later they find themselves in roles for which they are unprepared—management and administrative functions, such as setting objectives, planning, organizing, coordinating, supervising, and being accountable for certain more or less measurable results.

Despite Glaser's belief that psychologists lack preparation for administration and managerial chores, the authors of the several papers displayed an unusually acute perception of the limitations of traditional theories of management and organization.

In the same series, Carnegie Institute's Harold J. Leavitt did an excellent job of summarizing recent theoretical developments in administration and organization, while Carroll L. Shartle (Ohio State) provided an illuminating study of "Work Patterns and Leadership Style in Administration."

THE NEW THINKING

Chris Argyris, Associate Professor of Industrial Administration, Yale University, has been working for some time in this field and has produced two volumes of genuine significance. *Personality and Organization* is devoted to the conflict between system and the individual. *Understanding Organizational Behavior* is a handbook describing concretely his methodology in how to conduct research in an organization, the requirements of research upon the participants, and the advantages to the organization that might come from the research. Primarily aimed at the researcher, this book has value for the operating executive and his staff advisers as well.

Grimshaw and Hennessey's *Organizational Behavior* is a handbook of cases and readings that provides considerable insight into the subject. The cases are graduated according to hierarchial levels of the organization and can be extremely useful in a supervisory staff meeting or in a training course in interpersonal relations. The readings are current and well chosen and provide in themselves an inviting introduction to the whole field of organizational behavior.

One of the most profound explorations of the realm of theory is Mason Haire's *Modern Organization Theory*. This book provides an exciting and rewarding excursion. It is a symposium of the Foundation for Research on Human Behavior. Included among the contributors are some of the best known names in the field.

Leadership, Psychology, and Organizational Behavior by Bernard M. Bass is an extensive treatment of what is now known about leadership. This is no mere compilation, for Bass has very capably organized this knowledge and has provided a theory for applying it to live situations.

Saul W. Gellerman's *People, Problems, and Profits* is a disarming text that presents the use of psychology in management so interestingly that the reader finds it difficult to lay the book down. A few chapter titles will give some idea of the kind of book it is: "The Psychology of Using Psychology," "Face to Face Management," "Learning by Making Mistakes," "Communication: The Art of Making Sense," and "A Philosophy for Mature Management."

Strauss and Sayles' *Personnel—The Human Problems of Management* captures the recent findings of the behavioral scientists and applies them to the dynamics of the going enterprise. The authors treat of "The Meaning of Work," "Work Groups and Informal Organization," "Motivating People to Work," "The Supervisor's Use of Authority," etc.—quite obviously not the customary chapter titles of a traditional personnel text.

The Human Side of Enterprise by Douglas McGregor of M.I.T. presents a sharp contrast between the old-style management thinking and the new. By comparing traditional management theory with theory based on recently acquired knowledge of human behavior, the author

brilliantly challenges many present-day management techniques.

Loren Baritz, Assistant Professor of History at Wesleyan University, has provided in his recent book, *The Servants of Power*, an excellent history of the role of the social sciences and their impact on our managerial concepts. He presents a threatening prospect of what will happen when the "power" of the social scientists gets into the hands of American managers. While we may prefer not to agree with all this author's views, his book is one that managers should not ignore.

None of the authors mentioned here provides management with a pat answer or a readymade formula for coping with today's management problems.

The increasing size and complexity of the American enterprise, whether it be industrial or governmental, has challenged management to develop fully the achievement potential of its people. This challenge has confronted management with the need to up-date its theories and practices if it is to stay in the race.

One thing these books do. They challenge all who have managerial responsibility to take a long and objective look at what the behavioral scientists are discovering through research. The next step is up to the managers themselves.

Franklin G. Connor

Personality and Organization. Chris Argyris. Harper & Bros., New York, 1957. 292 pp.

Understanding Organizational Behavior. Chris Argyris. The Dorsey Press, Inc., Homewood, Ill., 1960. 179 pp.

Organizational Behavior. Austin Grimshaw and John W. Hennessey, Jr. McGraw-Hill Book Co., Inc., New York, 1960. 505 pp.

Modern Organization Theory. Mason Haire. John Wiley & Sons, Inc., New York, 1959. 324 pp.

Leadership, Psychology, and Organizational Behavior. Bernard M. Bass. Harper & Bros., New York, 1960. 548 pp.

People, Problems, and Profits. Saul W. Gellerman. McGraw-Hill Book Co., Inc., New York, 1960. 254 pp.

Personnel: The Human Problems of Management. George Strauss and Leonard R. Sayles. Prentice-Hall, Inc., New Jersey, 1960. 750 pp.

The Human Side of Enterprise. Douglas McGregor. McGraw-Hill Book Co., Inc., New York, 1960. 246 pp.

The Servants of Power. Loren Baritz. Wesleyan University Press, Middletown, Conn., 1960. 273 pp.



SIX CAREER WOMEN IN THE SPOTLIGHT

The first FEDERAL WOMAN'S AWARD for outstanding service in the Federal Government was presented to six distinguished career women on February 24, 1961, at a banquet in Washington, D.C. The women selected for this top honor represent high achievement in astrophysics, economics, foreign policy, medical research, penology, and transportation. They were chosen from among the 74 women nominated by Federal agency heads for their outstanding contributions to the quality and efficiency of the career service, for their influence on major Government programs, and for personal qualities of dedication, integrity, judgment, and leadership. At the presentation ceremony each received a citation from the head of her agency (or his representative), and a personal memento.



At the Award banquet (l. to r.): Miss Kinsella, Dr. Yalow, Mrs. Wickens, Dr. Sitterly, Dr. Aitchison, and Miss Dorothy Bacon (representing her sister Ruth, who, being stationed in New Zealand, was unable to attend). The desk ornament each holds is a gold medal encased in a lucite block.



BEATRICE AITCHISON
Director of Transportation Research, Bureau of Transportation, Post Office Department—for outstanding leadership in research and training in the field of modern transportation economics and traffic management.

RUTH ELIZABETH BACON
Chargé d'Affaires, American Embassy, Wellington, New Zealand, Department of State—for outstanding contributions to the formulation and maintenance of U.S. foreign policy in the field of Far Eastern Affairs.



NINA KINSELLA
Warden, Federal Reformatory for Women, Alderson, W. Va., Department of Justice—for outstanding leadership and influence in raising standards of correctional treatment and her accomplishments in equipping women to lead law-abiding and useful lives.



CHARLOTTE MOORE SITTERLY
Physicist, National Bureau of Standards, Department of Commerce—for outstanding scientific achievement in the fields of atomic spectroscopy and astrophysics.



ROSALYN SUSSMAN YALOW
Radiological Physicist and Principal Scientist, Radioisotope Service, Bronx (N.Y.) Veterans Administration Hospital—for outstanding professional achievements in the field of medical research employing radioisotopes.

ARYNESS JOY WICKENS
Economic Adviser to the Secretary of Labor, Department of Labor—for outstanding technical and administrative skill in initiating and directing statistical programs of enormous scope and significance.



No report on the Federal Woman's Award would be complete without recognition of the role played by Barbara Bates Gunderson, Chairman of the Award's Board of Trustees, and former Civil Service Commissioner. Largely



through her initiative and leadership, the award became a reality. Success was due also to the fine work of the Board of Trustees and the judges, and to the splendid cooperation of Woodward and Lothrop, Inc., of Washington, D.C.

Worth Noting (Continued)

tunity, CSC has stepped up efforts to emphasize the recruitment of minority-group members for Federal careers. As one of his first duties in his new post of special assistant to the executive director, Ross Clinchy began a 6-week tour of 24 predominantly Negro colleges to meet with officials and students to encourage more well-qualified Negroes to apply for Federal employment through the merit system.

AWARDS: Achievements of 22 outstanding career civil servants recently received national recognition through the presentation of three groups of top non-Federal awards. Ten recipients of the National Civil Service League's Career Service Awards, six winners of the Rockefeller Public Service Awards, and six recipients of the first Federal Woman's Awards were honored for distinguished achievement in the fields of administration, foreign affairs, science and technology, conservation and resources, law and regulation, economics, finance, and education. . . . The Navy Department has established a new top award to recognize exceptional scientific achievements by its career employees. The "Navy Award for Distinguished Achievement in Science" will consist of a medal, lapel emblem, certificate, and cash award of not less than \$5,000. . . . Spectacular achievements in nuclear weapons development by three Army engineers have won them the top award of \$25,000 permitted under the Federal Employees Incentive Awards program—third such award to be made under the program (story on page 7).

PERSONNEL PEOPLE: Seymour Berlin has been named to succeed Frank Barley as director of CSC's Bureau of Inspections and Classification Audits when the latter leaves Federal employment on April 30 to enter private business. . . . Calvin P. Deal is the new Executive Vice Chairman of the Interagency Advisory Group, succeeding M. Dale Rogers, now an assistant chief of CSC's Examining Division. . . . William Lehman, on loan from the Bureau of the Budget, is acting as personnel director for the Peace Corps.

MISCELLANEOUS: With the abolishment of the President's Committee on Fund-Raising Within the Federal Service, CSC Chairman John W. Macy, Jr., has been designated by the President to be responsible for arranging for national voluntary fund-raising programs within the Federal service. . . . CSC has completed work on a revision of Government's famous Form 57—Application for Federal Employment. A number of employee suggestions were considered in the course of the revision, and agencies are being notified of the action taken on specific suggestions. The new form will not be available for several months. . . . Recently revised retention preference regulations, governing reductions in force in Federal agencies, become effective on May 1. CSC issued the new regulations after extensive consultation with employee and veterans organizations and personnel officials.

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