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Civil Service Journal

U.S. CIVIL SERVICE COMMISSION
Vol. 11 No. 1—July-September 1970

POOL REFERENCE

*Postal Street Academies
open new doors to
inner city youth
... page 14*

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Civil Service Journal

Volume 11 Number 1

July-September 1970

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NICHOLAS J. OGANOVIC	<i>Executive Director</i>

Worth Noting

YOUTH INVOLVEMENT in Government was strongly encouraged in a March 31 memorandum from President Nixon to heads of Federal departments and agencies. Citing the ideals, vision, sensitivity, and energy of youth, the President told agency heads that they have a special obligation to provide for the constructive use of these qualities. "The beginning of this decade," said the President, "is a fitting time for us to demonstrate our commitment to the full involvement of today's youth in the processes of government which will help shape their tomorrow and ours. Only with the help of this generation can we meet the challenges of the 1970's."

DISPLACED EMPLOYEES affected by manpower reductions in the Department of Defense and other Federal agencies will be given first priority for vacancies in other agencies. President Nixon gave strong backing to this effort in a directive to Federal agencies in which he urged their priority consideration. The Defense Department has frozen new hires and promotions to all vacancies for which Defense employees are eligible and available. And in a move announced May 25, the Civil Service Commission now requires Federal agencies to file specific reports on their effectiveness in providing continued employment for displaced workers. Examining offices of the Commission will not certify names from lists of eligibles or authorize appointments from other sources as long as there are qualified and available displaced employees registered with the offices.

STAFFING FOR EEO in Government has been upgraded by a number of moves within the Civil Service Commission. The Commission has reorganized its Office of Federal Equal Employment Opportunity under a single-manager concept, and has promoted James Frazier, Jr., to be Director. Miss Helene Sylvia Markoff, a 20-year veteran of personnel work in the Navy Department, has been selected as coordinator of the Federal Women's Program, under Mr. Frazier's direction. To further strengthen the EEO program in the field, the Commission has appointed EEO Representatives to serve full time in each of its 10 regional offices.

MINORITY CENSUS: Meanwhile, encouraging results have been disclosed by the minority survey conducted last November. Negroes, Americans with Spanish surnames, Indians, and Orientals hold more of the better-paying Government jobs than in any previous survey. In GS grades 5 through 15 minority employment increased at a rate three to five times the rate for non-minorities. Part of the increase can be attributed to recruiting, part to promotions. Overall, minority employment increased by nearly 4,000 since the last previous survey in 1967, while total employment decreased by more than 20,000 positions.

(Continued—See Inside Back Cover)

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PLAIN TALK ON EMPLOYEE FITNESS

Recently, in an address before the members of the Federal Bar Association, Chairman Hampton of the Civil Service Commission gave some "plain talk" about fitness for Government employment that I want to repeat and add emphasis to. It is particularly important to have this type of plain talk at this time as in the area of fitness for Federal employment there are misconceptions that need to be dispelled by focusing the light of truth on what we really do.

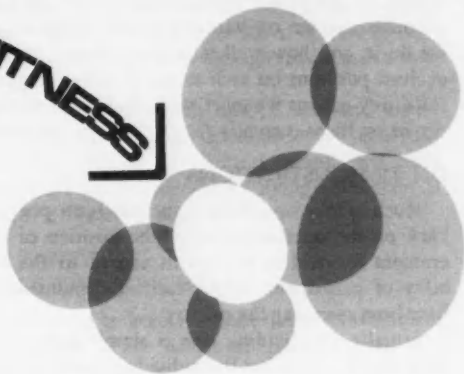
In recent months it has been popular for some persons outside of Government to reincarnate the specter of "Big Brother" peering over everyone's shoulder, keeping voluminous dossiers filled with assorted bits of gossip with which to trip the innocent. Some have spoken of our "puritanical" standards of morality, of keyhole peeping, of invasions of the privacy of applicants and employees. There are others who have the impression that participation in a campus demonstration, no matter how peaceful, constitutes an automatic basis for disqualification for Federal employment. Moreover, there are dire pronouncements about new, drastic, and arbitrary suitability standards being adopted by the Commission.

There is need for plain talk to show that these insinuations are not true. The plain truth is that the Commission has no new standards of fitness for Federal employment. Our present suitability disqualifications have been in effect for years. In essence, they are designed to fulfill two fundamental but interrelated aims: (1) to maintain the efficiency of the public service, and (2) to maintain public confidence in the integrity of its civil servants.

These aims are deeply rooted in our Nation's history. George Washington emphasized honesty and efficiency as paramount considerations in selecting appointees for Government service. Later, the scandals and inefficiencies of the spoils system during the mid-1800's underscored the imperative need to restore public confidence in the integrity of employees of the Government. This was a major influence in the passage of the Civil Service Act of 1883 with its emphasis on capacity and fitness.

As the civil service system grew in strength and stature, the principle of removals "only for such cause as will promote the efficiency of the service" became firmly established—in the Lloyd La Follette Act of 1912 and again in the Veterans' Preference Act of 1944.

None of these statutory requirements—employees whose fitness assures an honest and efficient public service—is attainable without making reasonable and proper inquiry into the conduct of applicants for employment in that service.



by KIMBELL JOHNSON
Director, Bureau of Personnel Investigations
U.S. Civil Service Commission

THE OLD AND THE NEW

As we have said, efficiency . . . public confidence . . . integrity . . . are the unchanging foundations of our time-tested suitability standards for Government employment. They have served us well, and continue to do so as we apply them to the new problems presented in today's climate.

In what sense are the problems new? Certainly if experience teaches us anything, we know there is nothing really new in the field of human behavior. Every basic form of human failing—dishonesty, immorality, disloyalty, violence, intemperate habits—has been with us for as long as history has been recorded. What we find today are the same defects.

But something has changed, gradually but surely. This is why, although the *standards* of suitability for Government employment are unaltered, today's *evaluations* require more sophisticated judgments which take into consideration our changing philosophies. Public attitudes today are more tolerant of some forms of human behavior. A growing body of court decisions has interpreted the constitutional rights of all citizens more broadly than ever before. Public and congressional concern is emphasizing the safeguarding of the individual's right of privacy in any action at the hands of the Government. Investigative processes are increasingly subjected to critical attention. Decisions that might have been summarily made little more than a decade ago are now made under close scrutiny with a deeper consideration of the individual's rights.

All this is entirely right and proper. We do not operate the Federal service in a vacuum. We know that a

prime requisite of Government is to be responsive to the needs and interests of its citizens. So, from that small corner of the public arena which is our official sphere of influence, we constantly appraise what we do, why we do it, and how well it is done. Out of this we have evolved positions on each aspect of the investigative and suitability actions we must take today. I comment in particular on those currently receiving public attention.

ON DEMONSTRATIONS

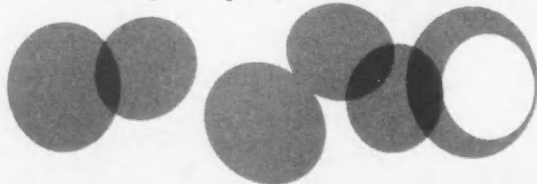
Much smoke and little light has been put in public view on the question of what the position of the Government is—and is not—with regard to the employability of participants in the rash of demonstrations that have been sweeping the country.

Actually the dividing line is simple and clear cut. It boils down to whether the individual's acts were criminal or law-abiding . . . violative of others' constitutional rights or not . . . peaceful or violent. We are fully aware that the right of all citizens to protest, petition, and dissent as guaranteed by the First Amendment to the Constitution applies to applicants for Government employment and to employees of the Government. We have never had, and will never have, a suitability standard not fully in keeping with that constitutional guarantee.

We want to stress the fact that this constitutional guarantee has no age barrier. The youth of our Nation in particular are questioning, probing, searching for answers, seeking to better the world in which they find themselves. If in the process of shaping their own ideals they feel alienated from the established order, disagree with the way the educational or military system is operated, or find themselves at the other side of a generation gap, they have every right to resort to lawful protest and to make public their dissent by proper demonstration to assure that their views are known.

When this right is exercised peacefully and legally—by people of any age—there is no suitability issue. But it is different when a demonstrator turns to illegal means and engages in violence, damages the person or property of others, or acts so as to deny others their constitutional rights. It is one thing to attend a rally, sign a petition, march in a parade, or carry a picket sign; it is quite another to take over a university or Government building without authority, burn it, destroy files or equipment, or inflict physical injury on others. Conduct of the latter type, if recent in its occurrence, and in the absence of evidence of rehabilitation, will result in a finding that such a demonstrator is unfit for Government employment under the Commission's standards.

Such a finding rests squarely on the Commission's obli-



gation under law to examine and certify people for Government employment on the basis of their capacity and fitness. Our general policy concerning criminal conduct applies to the unlawful acts of demonstrators just as it does to all persons who engage in criminal conduct. Among the matters considered are the nature of the offense, the age of the individual at the time of the offense, the social "climate" at that time, and the evidence of his rehabilitation. There are no "rubber stamp" decisions in the consideration of an individual's suitability. Each case rests on its own facts and is judged on its individual merits.

ON MORALITY

The Commission is not the guardian of the public's morals and is not "puritanical" in its approach to determining fitness for Government employment. Our basic concern in deciding cases involving immorality is to determine whether reasonable people, with knowledge of the immoral conduct, would—under today's social philosophy—consider the applicant unfit for Federal employment.

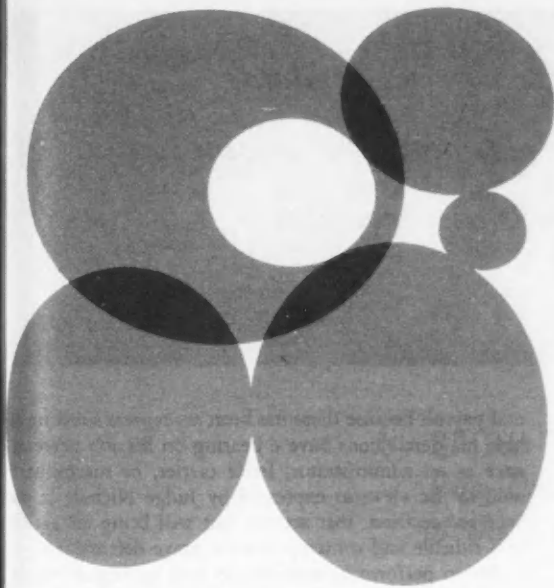
The Commission looks at each case of this kind in the light of today's public attitudes on morality, not those of the distant past. We consider the extent to which the individual's conduct indicates a gross or flagrant abuse of generally accepted standards of moral conduct and would be seriously offensive to the sensibilities of the average person. We carefully consider whether the particular misconduct would bring serious discredit to the public service and would impair its efficiency. It is also significant whether the immoral conduct represents but a few isolated occurrences or constitutes a pattern of frequent and continuing abuse of current moral standards.

Above all, we take into account whether or not notoriety, scandal, or censure was involved in the misconduct. Our purpose is not to exhume so-called "skeletons in the closet" when the individual has a good reputation in the community. The information obtained by our investigators comes from the community voluntarily. We use no subpoenas and no surreptitious means of gathering information. What we get comes from the public and public records.

We believe we have reasonable standards and when these are applied—as they are—by mature, experienced, and fair evaluators the judgments made are wholly consistent with both the applicant's rights and the required integrity of the Federal service.

ON DRUG ABUSE

While drug abuse is surely not new, only in the past couple of years has it cropped up with any frequency in our investigations. The entire subject of drugs and their use is controversial. Medical opinion differs considerably as to the severity of the effects of various drugs and as to the extent to which different drugs may be habit-forming. In addition there are differing public opinions on the use



of drugs. Some term the use of certain drugs no worse than the moderate use of alcohol, while others regard any use of drugs as debasing. The Commission's position on this matter is based on neither medical grounds nor public opinion but on law. Persons who currently use narcotics or other drugs such as heroin, marijuana, barbiturates, LSD, mescaline, and other hallucinogens in violation of law are disqualified for employment in the Federal service.

Our decisions distinguish between the one-time experimenter and the regular or recent user as well as the "pusher." We stress the importance of obtaining sufficient information through investigation to permit the Commission or the employing agency to weigh the risks involved—to consider whether the individual may through a drug habit injure others, impair his own judgment and reliability, or steal equipment or mail to obtain money to buy drugs. In a sense it is the Congress and the legislative bodies of the States that determine our standards on drug abuse. If an individual's use of drugs is illegal and continuing, he is not suitable for Government employment.

ON LOYALTY

There are a few critics who would sweep loyalty under the rug as a discarded notion that has no present-day relevance. They find it convenient to use terms such as "shades of McCarthyism" to disparage the requirement of law that employees of the Government must, as a condition of employment, be loyal to the Government.

The truth is that the loyalty of employees of the Government to the Government has a positive value today that is as important to the integrity of the service as it ever

was. I am referring to the kind of loyalty that puts the interests of the United States above alien interests—the kind that supports the constitutional principles on which our Nation stands rather than seeking to destroy them—the kind that works for reform through reason rather than by force and violence.

Individuals who indulge in disloyal acts and would overthrow our constitutional Government by unlawful means have no place on the Federal payroll. But here, again, past misconduct is not disqualifying when there is demonstrated evidence of rehabilitation.

ON GUARANTEEING CONSTITUTIONAL RIGHTS

We are resolved to keep the unfit out of Government service, regardless of the nature of their particular disqualification. But we are equally resolved to act with full recognition of each individual's constitutional and other rights and not to act arbitrarily or capriciously.

First we attempt to resolve every potentially disqualifying question through investigation. Loyalty questions receive a thorough investigation by the Federal Bureau of Investigation. In all cases under Commission jurisdiction, the completed investigative reports are evaluated impartially and objectively. (Those for agency action are referred to the employing agency for the same careful attention.) We safeguard the individual's rights by giving him the opportunity to answer, refute, explain, or deny allegations against him with the benefit of counsel of his choosing, before a decision is made. If he is found disqualified, he has the right of administrative and judicial appeal to higher authority. We believe these safeguards provide a fair balance between Government interests and individual rights.

A WORD ABOUT FILES

Hints that the Commission had set up new and insidious files to further unworthy investigative ends recently appeared in the press, with attention-getting headlines such as "How U.S. Keeps Tabs on Its Citizens" or "CSC Keeps Blacklist."

The fact is, the Commission has set up no new files and has never had files of the type inferred. We make no apology for the two index files we do maintain as aids to efficient and effective operation. They are legitimate, officially recognized, and invaluable.

The Security Investigations Index contains about 10 million card records on personnel investigations made in the Federal service since 1939. It shows when the investigation was made, what agency made it, and where the file is located. The index is checked whenever an agency begins a personnel investigation. This avoids duplicating previous investigative effort and saves far more than it costs to operate the index.

The other index, called the Security File, consists of over 2 million index cards containing information bearing on the affiliations and activities of individuals for use in

"... the Commission has no new standards of fitness for Federal employment. Our present suitability disqualifications have been in effect for years."

making efficient and prompt investigations. The information in this index is not included for the purpose of establishing that a reasonable doubt exists as to an individual's loyalty; in fact, some of the information serves as a guide to a contrary finding. The information is included as a guide to, or source of, lead information which can be used to determine an individual's suitability for Government employment.

The information in the Security File comes from published hearings of congressional committees, State legislative committees, public investigative bodies, reports of investigation, publications of organizations, and various newspapers and periodicals. It saves much time and money in making investigations by providing in one place a large amount of pertinent information that could otherwise be obtained only by checking literally hundreds of sources in each case. It could be compared to a newspaper morgue.

The Security File is not new; it has been in existence since World War II. It is not a "blacklist" or "data bank" and no one is disqualified because his name is in the File. Potential questions of suitability raised by search of the File are referred for investigation either by the Commission or, when the issue is loyalty, by the Federal Bureau of Investigation. From that point on, the individual is accorded the full benefits of the constitutional and other safeguards described above.

EFFICIENCY OF THE SERVICE

When I mentioned the efficiency of the service and public confidence in the integrity of its civil service in one breath, I did so intentionally. They are inseparable. This view has found favor in the decision of the United States Court of Claims in *Schlegel v. United States*.

Our point of view makes a clear distinction between efficient performance of the duties or tasks of a specific job and the adverse impact of the retention of an unsuitable employee on the efficient performance of an agency's mission and, hence, the efficiency of the service. I am firmly convinced that it is short-sighted to say an admitted homosexual or proven arsonist should be kept on the Fed-

eral payroll because there has been no express showing of how his derelictions have a bearing on his job performance as an administrator, letter carrier, or machinist. I hold to the view, as expressed by Judge Nichols in the *Schlegel* decision, that actions that will bring an agency into ridicule and contempt, to the grave detriment of its ability to perform its mission, do have an impact on the efficiency of the service. And, I would add, on public confidence in the integrity of its civil servants.

Our actions will continue to be governed by this broader view of the efficiency of the service.

PRUDENT, REASONABLE, FAIR

I have not attempted in this article to discuss all the reasons for disqualification given in the Civil Service Regulations. There are others, among them dishonest conduct, dismissal from employment for delinquency or misconduct, physical or mental unfitness, and the habitual use of intoxicating beverages to excess.

Much could be written on each disqualification . . . but like a Bach fugue this would largely amount to variations on a main theme. The principles are summed up in my references to maintaining the efficiency of the service and public confidence in the integrity of the Government and its employees. To them I would add these thoughts:

In the area of suitability decisions there is no substitute for a mature, commonsense, reasonable, prudent approach. Federal officials should not be overzealous, but they cannot and should not gloss over any matters of suitability that come into question.

In order to be fair to the individual there is an increasing burden on evaluators to make sophisticated judgments based on an objective assessment of the facts. There must be sufficient investigation to resolve the issues, coupled with impartial, enlightened evaluation.

The principles and precepts discussed in this article are binding upon the Commission's staff. I commend their careful observance by all in Government who must make the difficult employment decisions in this era of social change.

“... ambassadors of the Government...”

by SPIRO T. AGNEW
*Vice President
of the United States*

THE PRESIDENT does me a great honor by allowing me to welcome you.

You would not be here unless you were idealistic and well-purposed. There is little doubt that there are better ways to have a bigger financial return than by working for the Federal Government. I am sure that you, as some of the most talented young people coming out of our colleges and universities, would have no trouble in enmeshing yourselves in opportunities that would be a lot less demanding than the ones that you have selected.

I feel that there is much that you can do to assist us in Government in bridging what has been recently described as a communications gap between generations. You have the opportunity, as you go to your respective departments and agencies, to make certain that the people recently arrived on the Federal scene, the people who will take over the most serious management responsibilities in years to come, have a conduit between themselves and the heads of their departments.

You also have the opportunity to assist communication between yourselves and the executive branch and interns who serve the Congress.

Last, and possibly most important, you maintain active communication with people your own age outside the Government. We in the executive branch are very desirous of having more rapid and ready communication with people in all segments of life throughout the country, and we feel very strongly about the necessity of initiatives on our part.

Based on my current image, some of you would probably say that a great deal of initiative is needed on my

REMARKS to a group of Federal interns in the East Garden of the White House, June 2, 1970.

part to communicate more freely and with greater fluency with people in your age bracket. I think this is true.

Now if I may offer one or two words that may be of some use to you as you go to your new responsibilities. One is that there is a great temptation to fall into the bureaucratic usages that are so prevalent in an establishment as large as the executive branch of the Federal Government.

You will see that there is a great amount of current vocabulary that is used because it is the “in” vocabulary more than because it conveys a particular thought. I can best describe it by telling you of a memorandum that reached me at the time I was Governor of Maryland. It was about four pages long; and it started off by saying, “Mr. John Smith contacted me yesterday by way of telephonic communication.”

This is a tendency that develops in a system where words like “inputs” and “interfaces” come into vogue very quickly. I would suggest that one of the first services you can perform is to begin to use the most succinct, clear, and unequivocal language that you can.

Another service that you can perform is to resist the impulse to become so enmeshed in the duties of that Rube Goldberg delight, the machinery of the mammoth agencies of the Federal Government, that you forget what the machinery is supposed to do.

I know people in governmental agencies who have been there for years, who can trace a particular system as far as its operational aspects are concerned, who know the procedures and the memoranda and all the devices that are necessary to keep the machinery running by rote, and who, if asked very simply, “What is this supposed to do,” or “In the final analysis, what result are you trying to achieve,” would be lost for an answer.

I hope that you will always bear in mind that the one objective of the executive branch is to transmit to the people the services that its component departments are supposed to perform. It doesn't make any difference how delighted you may become with your knowledge of the complexities of your organization if it doesn't help Joe Dokes down there in the ghetto or out there on the farm get the services that your department is supposed to be performing for him.

The last thing I would leave with you is a sincere hope that you will work within the system in the sense that you will recognize its shortcomings and that you will not suddenly become convinced that every idea that occurs to you is a brilliant splash of initiative that descended on you that nobody else has ever thought of. I have had this happen to me occasionally, but I usually find out that some of those ideas have been advanced by people for generations past.

For instance, you sit in your chair and suddenly decide, if you are working in an agency where transportation is the subject, that it would be a brilliant thing if certain people could be put together into a permanent agency to deliver all facets of transportation, mass transit, the motor vehicle controls, the pollution worries that we have with respect to automobiles, and the like. And suddenly you come up with a reorganizational idea that may put together three or four conventional agencies or departments to reach that objective.

But what you must remember is that you can lose the flexibility that is inherent in ad hoc groupings of those agencies and that you diminish the impact of the collateral and ancillary services that those agencies perform in addition to the ones you may be thinking of at the moment.

So, whatever you have in mind in the way of reorganizational ideas, I would suggest that you test them very carefully against the broad backdrop of everything that the department or agency you are performing for seeks to achieve.

I am very proud that you have selected the Government as a way to express the idealism that you feel. I am very proud that you have chosen to be the ambassadors of the Government to a generation that feels in all too many respects alienated.

I hope that you will feel free to submit to me your ideas on how we in the executive branch can be most effective in bringing about the kind of rapport between the people that we want so desperately.

A system of government such as ours, a representative system, cannot exist unless the people believe in it. I am certain that you believe in it or you would not be here. I know that the President believes in it, and he is delighted to have you here to help him.

I believe in you, and I hope that your efforts will be crowned with success and that many of you will feel, after the tenure of this internship, the compulsion to move permanently into Federal employment. #

QUOTABLE:

... George B. Hartzog, Jr., Director, National Park Service, talks about his approach to management ... from his Distinguished Alumni Address at the Federal Executive Institute, Charlottesville, Va., July 12, 1969 ...

◆ Policy, to be creative in its making and constructive in its implementation, must be validated by the members of the organization. Thus, while the employees of the National Park Service are, on the one hand, members of the management body they are also, on the other hand, a very special and important public.

In light of these "facts of life" I have, quite naturally, formed certain fundamental beliefs that undergird my approach to management of the National Park Service. In stating these beliefs and reporting our management program as it has been shaped by these beliefs, I do not presume to suggest that the way we have approached our responsibilities is either the only way or, indeed, even the best way to manage—although, certainly, the latter is the ideal and the objective we seek.

My first belief is this:

- ... a public agency, such as the National Park Service, cannot operate successfully in a vacuum;
- ... its programs are executed in a political environment—not a partisan environment; that is to say, its programs are scrutinized, evaluated, validated, or rejected in the arena of public discussion among the Congress, the Administration, and the taxpayers and within the context of national priorities.

It is, therefore, the function of management to open lines of communication—and keep them open constantly—with our departmental policy-making leadership, the Congress, and the public to facilitate this evaluation process. . . .

The cardinal principle in communications in a public agency, I believe, is complete candor. If you don't know the answer to a question—say so. It is much better for people to conclude you are ignorant than for them to find out later that you are a liar! Your personal integrity in fulfilling your commitments is an absolute irreducible minimum in maintaining communications with your policy-making officers of the department, the Congress, and the publics concerned with your management.

My second belief about management of a public agency is this:

- ... people do not work for money alone;
- ... efficiency is a byproduct of personal interest and achievement;
- ... people do wish to achieve and to grow.

It is, therefore, a function of management to create an environment in which people may grow and achieve to the limit of their potential. ◆

LABOR-MANAGEMENT RELATIONS

UNION REPRESENTATION IN THE FEDERAL GOVERNMENT

Union representation of employees in the Federal Government continues to increase, but at a lower rate than in previous years, according to data provided the Civil Service Commission by Federal agencies as of November 1969.

Fifty-four percent of executive-branch employees, or 1,477,000, were represented by unions holding exclusive recognition rights in Federal agencies during 1969, compared with 52%, or 1,416,000, a year before. These figures do not refer to union membership—only to employees covered by exclusive recognition. Employees covered by exclusive recognitions numbered 1,239,000 (45%) in 1967; 1,054,000 (40%) in 1966; 835,000 (33%) in 1965; 730,000 (29.5%) in 1964; and 670,000 (27%) in 1963.

Exclusive recognition, which gives unions the right to negotiate agreements on behalf of Federal employees, covered 72% (426,111) of Federal wage system (blue-collar) employees and 29% (416,712) of Classification Act or white-collar employees. Comparable figures as of November 1968 were 67% (400,669) blue-collar and 28% (396,842) white-collar employees.

There were 2,647 exclusive recognitions, up from 2,305 for 1968. Negotiated agreements rose to 1,340 from 1,181 with the number of employees covered by negotiated agreements up to 1,194,000 from 1,176,000 as of the previous year.

The Post Office Department, whose rank-and-file employees are almost totally organized, had 87% (634,000) of its employees under exclusive recognition in November 1969, and the same percentage, with 619,000 employees, in November 1968. This percentage has been about the same since April 1963, when union-management agreements were first negotiated under Executive Order 10988, because the postal field service was almost fully unionized even before the issuance of the order.

Excluding the Post Office Department, the number of employees in exclusive recognition units as of November 1969 was 843,000—a gain of 6% over the figure for 1968, which was 798,000. In 1967, there were 630,000 non-postal Federal employees covered by exclusive recognitions.

In 1966, there were 435,000; in 1965, 320,000; in 1964, 231,000; and in 1963, the first year in which statistics were obtained for coverage under Executive Order 10988, the figure was 180,000.

The union with the greatest number of employees represented on an exclusive basis as of November 1969 was the American Federation of Government Employees (AFL-CIO), with 482,000 employees represented. Other unions with exclusive recognition representing more than about 1% of the total Federal work force (with the number of employees each represents) are as follows:

- United Federation of Postal Clerks (AFL-CIO)—310,000
- National Association of Letter Carriers (AFL-CIO)—203,000
- Metal Trades Councils (AFL-CIO)—75,000
- National Federation of Federal Employees—58,676
- National Association of Government Employees—58,239
- Post Office Mail Handlers, Watchmen, Messengers and Group Leaders (AFL-CIO)—46,000
- National Association of Internal Revenue Employees—39,000
- International Association of Machinists and Aerospace Workers (AFL-CIO)—34,000
- National Rural Letter Carriers Association—31,000
- Post Office and General Services Maintenance Employees (AFL-CIO)—26,000

Of the total number of Federal employees under exclusive recognition, 85% were represented by AFL-CIO affiliated unions, 14% by national independent unions, and 1% by local independent unions.

Two basic dimensions of the Federal labor-management relations picture are clearly illustrated by the statistics: (1) that over one-half of all Federal employees are represented by unions having the right to negotiate written agreements with management on their behalf, and (2) Federal employees belong to many different unions, each representing various segments of the Federal work force. There are 80 national unions and 40 local unions speaking for different groups of Federal employees.

As of January 1, 1970, a new labor-management relations order, Executive Order 11491, became effective, replacing Executive Order 10988 of January 17, 1962. Exclusive recognitions and agreements in effect at the time of the study in November 1969 were subject to Executive Order 10988. These exclusive recognitions and agreements continue under the new order until changed by the ordinary workings of the program, such as a new representation election or the renegotiation of an agreement.

—Tony Ingrassia



the lowdown on

executive hang-ups

by THOMAS B. STAGE, M.D.

Hospital Director
Veterans Administration Hospital
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WHAT ARE THE COMMON emotional problems of a person of middle age, in an executive position? And what are their personality configurations? Speaking as one of them, I would say that most of our personalities are somewhat alike and have helped determine what we have chosen to do in life. Other similar features are the influences our jobs have had on us and our successes and failures.

What might happen to us at this point in time? We don't develop esoteric illnesses with exciting names like schizophrenia and hysteria. We generally suffer

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from our own self-destructiveness in middle age. We suffer from physical diseases that are brought on by stress, by our own tension, by our lack of exercise, by not watching our weight and diet. The accidents we get involved in are sometimes pseudo-accidents caused by driving when we are emotionally distraught or upset, and are really a form of suicide.

These are the things that happen to us at our point in life. Speaking also as a doctor of medicine, I would say one of the most common problems in our age range is depression—the mid-life depression. And the other, of course, is alcoholism.

We don't really know much about alcoholism, but the alcoholism of the mid-life executive is frequently a counterpart and very closely tied in with depression. It is a different illness from that of the alcoholic who starts as a teenager—he seldom gets to be an executive. The people I have seen who start drinking in mid-life frequently are trying to treat themselves, treat their anxiety or treat their depression. I'd like to lump these two together, alcoholism and depression, for purposes of discussion.

Alcoholism is a terrible problem in our country. It is now estimated that there are between 4 and 9 million alcoholics in our population. Out of every 13 men over 20 years old in our culture who drink, one has a serious drinking problem.

Depression is a problem of feeling tone, not a problem of thinking. In many mental illnesses there is a separation from reality and distorted, bizarre thinking. This isn't true of most forms of depression.

Depression must be differentiated from transient grief. If somebody dies who is close to you or you have some other serious loss, it is appropriate to go through a period of grief and mourning. Depression is not the occasional sadness that we all have, sometimes for reasons that we don't really understand. Most of us have periods of sadness, but it usually goes away.

Depression is more serious than this. It is serious because the outcome too many times is suicide. Suicide is highest between the ages of 40 and 60, highest in men, and most often occurs in the fall of the year.

Why? It is a disturbance of feeling tone, and fall is the time of year that the leaves start to fall and winter starts to come. Middle-aged people start thinking about the autumn of their lives and old age starting to creep up on them. Autumn can be a time of sadness. Even the time of day people kill themselves has significance—most suicides occur in the evening, when the light of day is fading away and night is coming on. Others kill themselves early in the morning. They wake up and they think, "God, another day. Everybody else is going to make it but I'm not." So they kill themselves.

This is the problem with depression—it is so close to most of us and the feeling is such a normal feeling, only

BASED on a paper presented at the Federal Executive Institute, Charlottesville, Va.

too much feeling. It is hard for us to step back and look at it. It's a shame that depression can't be easily detected because depression can be effectively treated. There is a lot about mental illness that we don't know, and probably won't know for some years, but one thing that any psychiatrist will tell you is, "Yes, you can treat depression. That's one thing you can treat and treat successfully."

You have to detect the depressed person first. If he doesn't come to you, you're not going to help him. The truth of the matter is that most people with depression eventually recover spontaneously from their depression, if they don't get into serious difficulty and kill themselves or drink themselves to death in the interim period.

This is why all the antidepressant drugs and other treatments for depression look so good. If the person really can in some way be prevented from doing himself in, somewhere between 60 and 90 percent of these people will come out of the depression on their own. Psychotherapy can help in the treatment of depression. There are new antidepressant drugs that can help in the treatment of depression. Those who don't respond to other treatments practically always respond to electric shock treatment which can be life saving in the seriously suicidal patient.

In the past, alcoholism has often been thought to be a hopeless ailment. That is no longer the view. For instance, the DuPont Company has done a lot in the treatment of its employees who have serious drinking problems. They report that about 67 percent of their employees with serious alcoholism problems who want help can be successfully treated. So these problems aren't hopeless at all. But that's the feeling that goes with depression—one of hopelessness.

The problem is that these people won't seek help. Again, it is because depression isn't alien to any of us. We don't get help for ourselves and we don't get help for our associates or wives or parents or our family when they become depressed because we think, "It'll go away. You know, I have felt that way many times myself, I have felt depressed and it went away. It will go away with them."

But sometimes it doesn't go away. It is close to us, unlike schizophrenia and many illnesses which aren't close to us. Most of us can't identify very closely with someone who has bizarre thinking and bizarre behavior. But when somebody is sad, unhappy, and doesn't have any hope, it sounds too much like us from time to time.

If we can't help ourselves and our relatives, then we should be able to seek out help. It has been said, "What we don't know about ourselves *does* hurt us." This is certainly true in depression. It can hurt if we don't do anything about it. Too many tragedies occur, and they occur needlessly. Depression can be treated and people can be helped.

What are the primary elements in depression? There are three major ones usually present in depression. Loss is present in depression in most cases. Second is the inability to handle aggressive impulses, which all of us have inside of us and which get turned back on ourselves in depression. The last one is an over-strong conscience. An over-strong conscience results in guilt, in self-punishment, and in suicide, which atones for guilt. Everything is solved, or is it?

Let's talk about the case of a nice guy—a hard worker, impeccably honest, a guy everybody likes—who has just received an advancement. The people who know him say he really deserved to be advanced. He's one guy who didn't pull strings. They all know how much overtime he put in, how hard he worked, how thoughtful and kind he is to other people. He is the guy who deserves to get promoted.

When he gets promoted, he doesn't do very well. He doesn't perform as people thought he would. He becomes sad, gets depressed, doesn't eat as much, begins to lose weight, displays less interest in his sex life, and has less zest for his job.

He becomes irritable. He sleeps poorly and may sleep a lot. He may nap in the evenings and other times when it is possible. But he doesn't sleep very well. He frequently awakens early in the morning, in the gray dawn, and thinks about his problems. He feels fatigued all the time. He goes to bed tired. Instead of waking up in the morning and feeling somewhat refreshed, he is just as tired as when he went to bed.

He has a lot of somatic complaints, gastrointestinal troubles, aches and pains, headaches. Name it, and he's probably got it. He went to his family doctor, who, after a thorough examination, told him it was his nerves. The doctor treated him with sleeping pills, and they didn't help. Then he killed himself. Unfortunately this isn't a very unusual story.

This tragic train of circumstances was set in motion by a normally happy event—a promotion. What might be some of the factors involved? Very likely he lost the liking and the support of his co-workers. Co-workers mean a tremendous amount to many people. Most of us belong to a group. The group means a lot to us. We go to lunch with them, and very possibly our non-work activities are tied in with them.

Then the person gets promoted and doesn't fit in anymore. It isn't the way it used to be. The conversations are different. The person who gets promoted is more isolated. Another thing he may lose is the set of solutions to his dependency needs. We all gripe about our bosses but in many ways we lean on them. Then, some day we're the boss and other people depend on us. We don't have anybody to depend on any longer. And this is a loss. Such losses are not always physical, like the loss of an arm or a leg. Sometimes the loss is the contact with, and support from, other people.

Where are the aggressive impulses? Why should the get turned around? Depressives are practically always described the same way—"a nice guy." Why are they nice? They don't turn their aggression on other people. People who are thoroughly nasty don't often get depressed. They take their aggressions out on other people.

What did our nice guy do before he got promoted? He turned his aggressive impulses into his job. Frequently we see people who put a lot of their aggressive energies into their jobs. They are busy, and they get a lot of gratification out of doing the job. When they get done, they know it is completed. They think, "By golly, I'm a worthwhile individual. I've accomplished something." They put in extra hours, and again the aggressive impulses are going into the job.

Then this person gets to be a supervisor. He can't really take out his aggressions on his employees, and it is more difficult to channel these impulses into the job of supervisor than of worker. This is why some people realize they don't want to be supervisors and they say so, but sometimes they get promoted to supervisors anyway. Here is the loss and here are the misdirected aggressive impulses.

Let's turn to the conscience and the guilt. If you could resurrect this man, you can just bet he'd say what many other depressives say—because they are conscience-stricken people. "Did I really have to do that extra work or was I trying to butter up the boss? Could I have done my job in eight hours a day? Did I really undercut my co-workers by doing this extra work? Was it just to get a promotion? Was it just to get ahead? Have I cheated my competitors for the job?"

Most of us would just say, "The hell with it. If the competitors had done the extra work, they'd have received the promotion." This man is conscience-stricken. It is the over-strong conscience that he has carried with him from very early life. This is true of many executives. They are driving individuals who grew up with a certain personality structure. What does this have to do with us? Despite what some taxpayers think, public executives are relatively honest, hard-working people. If they weren't, they wouldn't be executives. They work hard, and they're conscientious.

This is the sort of person who gets depressed. A large part of his job is conciliation, arbitration, and compromise. He can't direct his anger at his subordinates or his competitors, or into the job itself. He doesn't get the job satisfaction that comes from doing direct work.

There is a good likelihood, with this personality makeup, that a man will turn these feelings on himself. Many executives, if asked to describe themselves, very likely would be aware of some of their faults and their shortcomings, but probably wouldn't see many of their favorable attributes. This is true of most people with this sort of personality. They can't see the good in themselves.

Most executives are also striving people. They can't

tolerate dependency very well. They may have a lot of dependency feelings, which aren't very acceptable to them. They strive to get ahead, to deny their dependency feelings to themselves and to the world. People who don't worry about being dependent can just sit around and let somebody else feed them. It doesn't bother them.

Middle-aged executives are all in a time of loss and change in their lives. It is much healthier to accept this than it is to deny it and hope that it goes away. It won't. Most of them are at a point in their jobs where promotions may be somewhat limited, and they may have some realization that they are limited.

If we are in a small agency and have a boss who is about our age, we know possibly he is going to outlast us. We're just not going to make it. There is also a nagging awareness that in the thirties and forties we grow and progress; in the fifties we tend to level off. Some people, in their fifties, get a promotion to the position that they have always aimed for and find that it really isn't as satisfying as they had fantasized.

Do they want to get promoted because they really want the job? Do they really want the yacht or the car or the cottage or job for what they can do with it, or rather for the fantasy of what they will be because they have these things? The boss has certain prerogatives and power, but they turn out to be pretty empty. If you want to be the boss because that means you've got the freedom to do more imaginative things and you go ahead and do them, then you don't get depressed. But if you get the job as boss and fantasize that because of that, because of having the position or the status, that good things are going to happen automatically and that life will be more fulfilling, then you may be headed for problems.

The mid-years are a time in our personal life when children grow up and leave. It is almost like a physical loss. Women, particularly, worry about loss of physical attractiveness in the forties and fifties and their lost youth. Men begin to worry more and more about their lack of sexual potency. It is also a time, probably the first time in our lives, that we really accept the fact that death may some day be holding out its hand for us. Until we get into our forties and fifties, we don't have many friends who die.

It can be a healthy thing to accept the inevitability of death and realize that only a certain amount of time is left to accomplish one's goals and to get some enjoyment out of life. Then you go ahead and do these things. Or you can take the other course and just sit around and get depressed, thinking that you're not going to live forever.

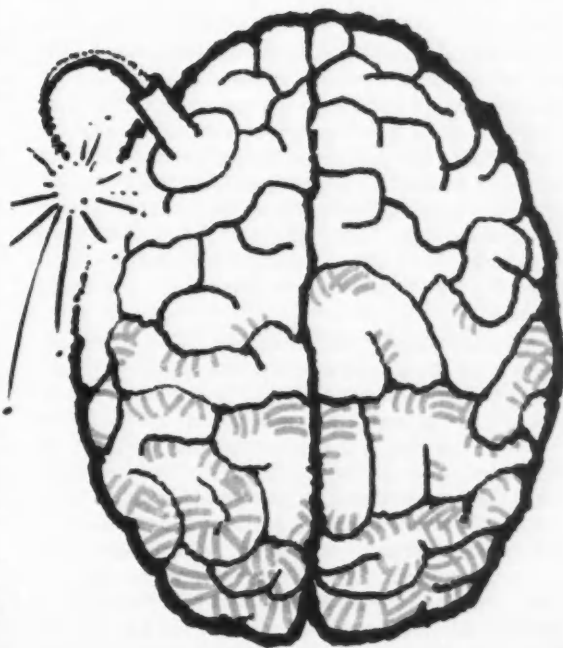
When a depressed person goes to a psychiatrist, the doctor thinks, "I know just about what he's going to tell me." He's usually right, for so often depressed people say the same thing. Their conversation is loaded with "ought" and "must." "I ought to do a better job." "I ought to be a better father." "I must do this," or "I must do that."

It's a reflection of their overriding conscience, their feeling that they're not going to live up to the expecta-

tations of some important person in the past. They invariably say, "I ought to be more conscientious and I ought to do these things that I don't want to do, that I don't get any enjoyment out of doing. To be a good person, I ought to do this." With their over-strong conscience, these people have a real inability to "do their own thing." They do occasionally relax their conscience by use of alcohol and drugs, only to be more remorseful later. They really have a hard time getting rid of these feelings. The "oughts" and "musts" are a reflection of an overstrong conscience.

The other problem with overstrong conscience is the feeling of guilt. It is important to differentiate between what is guilt and what are guilt feelings. If you get drunk, drive too fast, run into a car, and kill some innocent children, then you've got guilt. Psychiatry isn't of much help in dealing with guilt. Guilt is the province of religion and doing good works to atone for your sins.

A depressive may come in and say, "I'm no good. When I was 16 years old I had just learned to drive, my Dad had a new car. He told me to be careful with it. I drove down to the local shopping center too fast and scraped the fender. I told him it had been parked—that somebody ran into it. It's been bothering me for years. I lied to my father." That's a guilt feeling. Or they tell of some minor sexual indiscretion or theft that happened 20 or 30 years ago. The psychiatrist hears these things all the time, these minor occurrences that have plagued this person year after year after year. He asks, "Don't you think it is silly that you would worry about this for



years and let it affect your whole life?" They say, "Yes, but it still nags at me. I can't get it out of my mind."

The other thing that the psychiatrist hears from the depressive is, "I'm the worst guy in the world. I'm the only guy who has had these bad fantasies and these daydreams." They have fantasies or they have daydreams that they can't control and believe nobody else in the world has these fantasies. These are frequently aggressive fantasies.

The person who is hoping to get promoted starts thinking, "I hope my competitor gets hit by a car. How could I think of that? He's really a pretty nice guy and I really hope he doesn't die. Why did I ever think about that?" And the thought comes back again, "If he dies, I'll get the job."

With women, these fantasies frequently are those of anger toward their children, fantasies of killing their children. They can't control their fantasies and get very upset about them.

People also get concerned about sexual fantasies. Unfortunately, this sometimes gets complicated because the depressive worries about his manliness in the forties and fifties. Trying to reassure himself that he still can be loved by a young woman, he gets involved in an affair. Then he not only has guilt feelings but also the complication of *real* guilt.

A conflict that the psychiatrist often hears is that of dependence versus independence. "I can't tolerate being dependent on anybody, being helpless, and having somebody take care of me." This is why depressed people sometimes kill themselves rather than seek help. They just can't stand turning to someone and saying, "I need help. I need to lean on you for a while."

The psychiatrist sees clearly that this is ridiculous. Here is a man who got up in the morning by an alarm clock that he couldn't possibly design, cooked his breakfast on a stove that he couldn't build, run by electrical power that he couldn't produce, wearing clothes that somebody else wove, yet he says he can't be dependent. We are all terribly dependent on each other in our complex society. Nonetheless, many depressed people feel, "I'd be like a little child, I'd be helpless. I can't let anybody know—I can't let myself know—what dependency feelings I have."

Another dilemma we universally see in these patients is the struggle between love and hate. We all have love and hate toward anybody who is close to us. This is normal, but depressed people just can't see this. The proof of this hate is that something like 9 out of 10 homicides in this country occur within the immediate family or acquaintances. It isn't the Mafia, or some burglar, who will do you in. It's your wife! You don't kill strangers because you just don't have that much feeling about them. You don't have that much emotional investment. It is only people whom you love that you also hate. We all have these feelings of love and hate and we have to learn to live with them. We are entitled to hope

that they're at least 51 percent love. Depressed people get hung up with these feelings.

One doesn't want to see depression in somebody else. It gets too close to home. Many times people who are depressed get treated endlessly for somatic illnesses, rather than getting treated for their depression. Or the doctor says, "I can't find anything wrong with you. It's just your nerves. Take a vacation." That is no cure for a depressive.

Are there ways to avoid depression? One of the ways is to find new outlets for the discharge of aggressive impulses that you can't channel into your job. You can get involved in physical activities that are appropriate to your spare time, age, and personality, for example, or take up a hobby.

If you're going to retire at 55 from the Federal Government, what are you going to do? Are you going to go on doing a similar job for a different employer or are you going to take on a whole new career? Some people who are most successful with these mid-life crises are those who say, "O.K. I've done this for 20 or 30 years. I want to do something else." They spend their spare time in the last years of their job experience preparing themselves for a new career. This certainly can be helpful to the country as a whole, as we desperately need skilled people. Many who tend to be depressed can't really get involved with hobbies they enjoy. They have to find ones that are "worthwhile" because of their feeling of guilt.

There is also a tremendous need in our cities for skilled people—boards of education, study commissions, and many other organizations of city government are in need of what you can contribute. Another way of making use of your talents is to prepare for a second career through a program of adult education. Still another approach to facing mid-life crises that may otherwise lead to serious depression is to turn to volunteer service in which you'll be sharing yourself rather than just your knowledge and skill. Any of these alternatives is a good preparation for retirement.

Depressions are common among executives. If we can recognize them in ourselves and colleagues, then we can seek out or point out treatment which is often successful. Better yet is recognition that we and our fellow executives may have the personality configurations that lead to depression; then, hopefully, we can design a program of prevention for ourselves through intellectual, physical, and community activities.

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REFERENCES: "The Business Executive: Psychodynamics of a Social Role" by William E. Henry in *Human Relations in Administration* by Robert Dubin; *Emotions and the Job* by S. G. Rogg, M.D., and C.A. D'Alonzo, M.D.; "Death and the Mid-Life Crisis" by Elliott Jaques (*International Journal of Psycho-Analysis*, v. 46, 1965); "The Mental Health of the Older Executive" by Merrill T. Eaton, Jr. (*Geriatrics*, vol. 24, no. 5, May 1969); "The Executive's Anxious Age" by Harry Levinson (*Think Magazine*, July-August 1962); and "The Problems of Promotion" by Harry Levinson (*Think Magazine*, January-February 1965).



A Look at

LEGISLATION

Personnel legislation enacted by the 91st Congress, second session:

FOREIGN SERVICE (RETIREMENT)

Public Law 91-201, approved February 28, 1970, amends the Foreign Service Act of 1946 as amended, to improve the financing and funding practices of the Foreign Service retirement and disability system and to authorize benefit improvements in the system comparable to those currently provided under the Civil Service Retirement law as amended by Public Law 91-93 (summarized in *Journal*, Vol. 10, No. 3).

PAY

Public Law 91-231, approved April 15, 1970, provides 6 percent salary increases for employees under the General Schedule, Postal Field Service, and Foreign Service Schedules, and employees in the Department of Medicine and Surgery of the Veterans Administration, retroactive to the first day of the first pay period which begins on or after December 27, 1969. Similar retroactive increases are provided for employees of the Agriculture Stabilization and Conservation County Committees, United States Attorneys and Assistant United States Attorneys, and certain other groups of employees in the executive, legislative, and judicial branches whose rates of pay are fixed by administrative action. The act also increases the salaries of judges of the courts of the District of Columbia; provides increases in the aggregate amount of money available for the payment of staff salaries of former Presidents of the United States; and provides for the payment of premium compensation for Sunday, night, and holiday work to certain employees whose work schedules cannot be administratively controlled.

POSITION CLASSIFICATION

Public Law 91-216, approved March 17, 1970, directs the Civil Service Commission to prepare a comprehensive plan for the establishment of a coordinated system of job evaluation and ranking for civilian positions in the executive branch. The act further directs the Commission to establish a special group to carry out the function, and

requires that the task be completed within two years after the date of enactment.

UPPER LEVEL POSITIONS

Public Law 91-206, approved March 10, 1970, amends the Federal Credit Union Act to provide for an independent Federal agency for the supervision of federally chartered credit unions. Section 5 amends section 5108(a) of title 5, United States Code, to increase the number of positions which may be placed in grades GS-16, GS-17, and GS-18 from 2,727 to 2,734.

Pending personnel legislation on which some action was taken during the second session:

PAY (WAIVER OF CLAIMS)

H.R. 13582, as passed the House amended, amends title 10, United States Code, by adding a new section 2774, and title 32 by adding a new section 716, to provide uniform authority, under certain conditions, to relieve members of the uniformed services and the National Guard of repaying erroneous payments of pay and allowances, other than travel and transportation allowances; and provides that persons who have repaid any or all of the overpayments are entitled, to the extent of the waiver, to a refund, providing application is made within 2 years following the effective date of the waiver. Section 3 amends section 5584 of title 5, United States Code, to provide that the waiver of erroneous payments of pay to civilian employees, authorized by Public Law 90-616, be extended to include claims for overpayment of allowance, other than travel and transportation allowances and relocation expenses payable under section 5724(a) of title 5, United States Code.

Passed House; pending before the Senate Judiciary Committee.

RETIREMENT (JUDGES)

S. 1508, as reported to the House amended, amends sections 371(b) and 373 of title 28, United States Code, to provide that Federal judges may retire at age 60 after 20 years of service.

Reported to House; pending House action.

—Ethel G. Bixler



The Detroit teaching staff work to have a classroom ready for the first group of recruits.

THE POSTAL STREET ACADEMY STORY

by **KENNETH A. HOUSMAN**
Assistant Postmaster General
Bureau of Personnel

AFTER MONTHS OF PLANNING and hard work, the Post Office Department on May 4 opened its first Postal Street Academies to high school dropouts.

Storefront schools, located in urban centers and staffed by teachers and streetworkers, opened in Atlanta, Chicago, Detroit, San Francisco, and Washington, D.C. The teachers

and streetworkers have been recruited from within postal ranks and the students from the hundreds of thousands of young school dropouts who reside in our inner cities.

Each of the five cities has one street academy now. In September a second one will be added, and two will open in Newark, N.J.

The concept of storefront schools began in Harlem, N.Y., about 6 years ago when a group of young men decided to do something about the numerous young people who had dropped out of the New York public school system. They established a storefront school about the size of an average delicatessen and offered classes daily for anyone who wanted to participate. The response was more than enthusiastic and before long the need for additional storefronts and a more advanced curriculum became obvious. Just as obvious was the need for funding.

Joining with the Urban League of Greater New York and financed by 14 of the country's largest corporations, the program soon returned more than 700 former dropouts to the classroom. As of last year, more than 300 of these young men and women were attending colleges throughout the country.

Despite this record, the achievement appeared insignificant when it was published that there were an estimated 70,000 dropouts of college age and under on the streets of Harlem and that the Office of Economic Opportunity had listed Harlem as only one of 26 poverty areas within New York City. It was apparent that the storefront concept required additional support if it was to create the kind of impact the problem demanded. The obvious question becomes "But why the Post Office?"

In the words of Postmaster General Winton Blount, "The Post Office Department has great potential in manpower, talent, and structure to open new doors to the urban youth of America who have dropped out of school. No other institution is so well situated and organized to do this job."

Among the Post Office's strongest assets is the fact that it has a multiple business operation in every city in the Nation out of which its employees walk every street and knock on every door. Its many employees are known, trusted, and respected by most individuals in or out of the inner city. These same men walk daily into every business establishment where employment opportunities exist and are often aware on a first-hand basis of the problems and needs of those on whom they call. They know if Mrs. Smith's son has dropped out of school or is experimenting with drugs; they know who is out of work or needs medical or legal help. In short, they represent vast unused community talent capable of contributing to social improvement. The Postal Academy Program capitalizes on these talents.

To assure the success of the postal academy concept, Wib Walling, a veteran of street academy work, was recruited to serve as National Director of the Postal Street Academies. By early 1970, Walling and his staff had recruited three men from each of the pilot cities to come to Washington for a 3-day briefing of what lay ahead. They had been chosen because of their commitment to the youth of their communities and because they had displayed the kind of dedication that would be required to establish quality schools for urban dropouts. The three from each city would compete for the three top postal

academy program jobs there: Director-Trainer (responsible for the operation and success of the postal academies in his home city), Project Director, and Head Streetworker.

Before entering their competitive training period each team of three returned to their community to recruit teacher candidates and streetworker candidates from within the Post Office. Hundreds of postal employees applied for the eight remaining positions in each city. The lead team then left for extensive leadership and endurance training in New Mexico and then on to New Brunswick, N.J., for 2 weeks' training in policies and procedures. At the close of the New Brunswick training session, Walling and his staff selected one of the original three candidates from each city as Director-Trainer, Project Director, and Head Streetworker, respectively.

The teams returned home, this time to select a site and arrange for renovations. In the meantime, the teachers and streetworkers who had been selected had been detailed to the academy program and sent to New Mexico for 6 weeks of training in their respective fields, the teachers receiving extra time in their curriculum preparation and in the introduction to reading and mathematics techniques. By early April the complete staff was ready to start recruiting students.

Recruitment for the postal academies is done on the street by the streetworker, who is the motivating agent. According to Walling, "A streetworker is an indigenous adult who gives himself to teenagers. He is always there—playing ball with youth, hanging out, doing all he can, wherever he can, to relate to youth in an honest manner. Once a trust relationship is built between the streetworker and a youth, real motivation can take place."



The Detroit Postal Street Academy is located in this building at Cadillac and Mack streets.



A Detroit instructor, Evelyn Williams, discusses teaching concepts with Project Director Ed Johnson.

Streetwork itself is not necessarily new. But streetwork as an integral part of an educational system is. A streetworker knows who has dropped out of school and he knows why. It is because of their common experience that a streetworker can help. As Walling puts it, "In order to help that man—you must be that man."

Once enrolled in the academy, the student receives the same concern from his teachers as he did from the streetworker. He is aware that the staff cares about him as a whole human being and is concerned and will help deal with whatever other aspects of his life are affecting his ability to attend classes and to learn.

The goal at the postal academy is to bring the student to the 9th grade level academically and to at least the 8th grade level in reading. It is expected that the average student will take approximately 4 months to reach this level and that 30 of the 50 students who are enrolled will be ready to graduate and move on to an Academy of Transition within this time.

In September a second postal street academy and an academy of transition will open in each of the five pilot cities. The academy of transition will hold 180 students working for their High School Equivalency Certificates. The course is expected on the average to take approximately a year, with classes running from 9 to 3 o'clock each week day. The academy of transition also will be staffed by Post Office personnel in teacher and streetworker roles and will provide a more formal and school-like atmosphere. In each city it is expected that within a year enough students will have graduated from the two "feeder" postal street academies to have the academy of transition filled to capacity.

Because the Post Office has a real need for employees to work nights, part-time jobs will be offered to students who are demonstrating a desire to improve themselves within a street academy or an academy of transition. Thus the postal academy program is able to provide both meaningful education and needed employment for drop-out youth.

In addition to the 180 students studying for High School Equivalency Certificates, each academy of transi-

tion will provide 40 places for underemployed postal employees in levels 1 through 4 seeking off-the-clock instruction for the level 5 clerk-carrier examination. Preparation for this exam will involve daily 2-hour classes for a 4-month term.

It is projected that each academy of transition will graduate annually 120 postal employees eligible for clerk-carrier positions (who will be noncompetitively appointed as vacancies occur in level 5 positions), while also providing 180 High School Equivalency Certificates. Thus, from six street academies, 1080 full- and part-time postal workers will be upgraded each year.

There is more to the postal street academy story than diplomas and upgrading. There is the deep conviction that many of our urban youth need outside support if they are to concentrate on developing their intellectual abilities. The Office of Economic Opportunity has pledged the support of their legal services offices throughout the country; local State vocational rehabilitation offices have also agreed to provide for the medical needs of eligible street academy students.

The isolating or fragmentizing of an urban youth's life into distinct and separate compartments is probably one of the major causes of youth dropping out of school. The effects of inadequate housing, hunger, drugs, and poverty cannot be shut out when the student enters the classroom. Postal streetworkers and teachers are aware of this. They are aware also that loving humanity is not enough; there must also be the ability to help alleviate individual problems. Their capacity to respond to these pressures has been enhanced by the broad support of OEO, HEW, the Department of Labor, local service agencies, and postmasters throughout the country.

The hopes for the postal street academy program rest on its ability to provide an atmosphere which supports and encourages an attitude toward learning and inquiring, and to transfer the burden of education to the student. It is a difficult task but one that the academies hope to solve. Underlying the academy concept is the belief that education must free the student to approach his life with an awareness of what he and his world are all about.

In the words of a former student at one of the early storefront schools, "Education is more than simply learning from the books you read and study. It is, rather, an attitude, an approach to living, a life-style of awareness about yourself and your world. It is a search, through experience, for understanding. It is discovering who you are now and why you are that way. And it is choosing and planning who you will become. It is analyzing the values you have been given by your parents and your society, and determining which of those values you will keep to guide your hopes about the future. Education is a process of forming concepts that allow you to structure your environment rather than be structured by it. Education—the discipline of study and the life style of awareness—becomes your tool for making the life of your choice."

#



TRAINING DIGEST

FEDERAL TRAINING REPORT—1969

- Nearly 1.2 million Federal employees were trained in fiscal year 1969, a 4 percent increase over fiscal 1968.
- Although 38 percent of all Federal employees participated in training programs in FY 1969, time spent in actual training accounted for only 1 percent of the total Federal man-hours available for work.
- Training of Postal Field Service employees doubled in the last 2 years, while General Schedule and Wage System employee training dropped slightly during the same period. General Schedule employee training, however, still accounts for 61 percent of the total Federal training received.

This is just a sample of the statistical data collected by the Training Information and Resources Division of CSC's Bureau of Training and published in its FY 1969 annual report, *Employee Training in the Federal Service*. It has been distributed to key Federal personnel and training officials and can be purchased from the Superintendent of Documents.

The report, now in its third year of publication, summarizes training data collected from 62 agencies and categorizes the results into such areas as participation, numbers of training personnel, and expenditures. It presents Government-wide trends in training permitting comparisons between agencies, and, for the first time, contains an overview designed to inform Federal managers about special emphasis programs and to show the relationship between training and other manpower programs.

The 127-page report also contains numerous highlights and examples describing how training has contributed to the development and improvement of Federal programs. For example, the Small Business Administration sponsors a 40-hour Community Development Program, now being administered to over 300 of its employees. The program, which was developed for SBA loan officers and management assistance officers, teaches skills in how to help communities bring about economic growth.

The 1969 report shows that interagency training proved to be an increasingly important service to Federal agencies. Participation in interagency training reached a total of 138,134 employees, a 33 percent increase over FY 1968 and 74 percent over FY 1967.

The Commission encourages agencies to continue to share their training resources to an even greater degree. By doing so, agencies can expect to achieve better training programs more economically and avoid costly duplication.

A new feature of the 1969 report is a section describing current developments in Federal training. These pages review the legislation, policies, and guidelines which have been enacted or issued during the past fiscal year and which have had a significant impact on Federal training.

MANAGEMENT SEMINAR AVAILABLE

Material is now available so that agencies themselves can conduct the Bureau of Training's new management course, *Advanced Management Seminar*. The week-long residential course, designed for top-level managers, uses the systems approach as a unifying force in the study and application of organizational communication and decisionmaking. The Seminar's integrative approach seeks to provide the participant with techniques for developing an effective organization.

Information and arrangements for agency-conducted sessions may be obtained from the Director, General Management Training Center, Bureau of Training (202)632-5662.

UNIVERSITY OF NEW MEXICO PROGRAM

The University of New Mexico Division of Public Administration, with support of the National Aeronautics and Space Administration, offers a Program for Advanced Study in Public Science Policy and Administration of interest to government people. Designed to prepare scientists, engineers, and technologists for administrative posts, the program provides for the award of in-service fellowships that formally link the program to government agency or company executive development programs.

The agency or company usually continues the salary and fringe benefits of the In-Service Fellows, while tuition, fees, and book costs are underwritten by the University. The Fellows are expected to return to their agency or company at the completion of an academic year of study.

Presently employed middle-management or scientific staff members interested in future science-executive careers may get additional information about the program by writing Dr. Albert H. Rosenthal, Director, Program for Advanced Study in Public Science Policy and Administration, University of New Mexico, Albuquerque, N. Mex. 87106.

—Michael J. Marquardt
Training Information
and Resources Division



100 years
from kites
to radar
and beyond



ESSA PHOTOS

WEATHER. It's talked about and worried over, cursed as a spoiler of plans, held up as a thing of beauty by the poet and songwriter. It rules our lives, fouls up traffic, inspires spring fever and head colds. It has been with us through the ages and shows absolutely no signs of going away.

Yet, thanks to the national weather services of the United States, which are 100 years old this year, we are far from being at the complete mercy of the elements. As the weather services enter their second century, they are armed with a knowledge of the atmosphere and a technology for observing and predicting weather that could not have been dreamed of by the most visionary weatherman a hundred years ago.

The Environmental Science Services Administration, a Department of Commerce agency created in 1965, is a focal point for Federal weather services to the general public. Its several agencies, including the Weather Bureau, are at the center of a nationwide effort to keep us informed about the weather. This continuing effort involves weathermen in many other Federal agencies as well, and in universities and private industry.

It all began on February 9, 1870, when President Ulysses S. Grant signed a joint resolution of Congress authorizing the establishment of a national weather service—action growing out of congressional concern about shipping disasters on the Great Lakes due to storms. The Secretary of War was directed to provide for taking meteorological observations and for giving warning of the approach of storms.

This duty was assigned to the Army Chief Signal Officer, and later that year the first systematized, simultaneous weather observations ever taken in the United States were made by Army Signal Service "observer-sergeants" at 24 stations and then telegraphed to Washington. Civilian weather service functions were subsequently transferred from the Army to Agriculture, where emphasis was on greater service to the farmer, and then to the Department of Commerce to permit better coordination of Government activities related to aviation and commerce.

The second century of national weather services promises to be just as exciting and innovative as the first has been. Having taken us from an era of "observer-sergeants" and kite observations to one of radar and computers and weather satellites, who can doubt that anything is possible for the Nation's weathermen.

—Sylvia J. Bayliss

Opposite page, top, weathermen watch as a Hargrave kite carries a weather instrument aloft from a field near what is today Washington National Airport. Opposite page, bottom, World War II technology gave weathermen a major observational tool—

radar, capable of scanning thousands of miles. This page, a weatherman at the ESSA National Hurricane Center, Miami, Fla., rechecks the position of a major storm on a satellite photograph before issuing a public advisory.



PENSION CLERK, 89, GETS HIGH HONORS

WASH. STAR, 7/27/20
Made "No. 1" on List of First
Ten Veterans Seeking to
Retire on Pensions.

Honor of having claim No. 1
the retirement law today fol-
lowed by E. Simonds, eighty-
old, the oldest male em-
ployed in the bureau of
March 17, 1827, and
since April 14, 1862.
The pension bill
public claims which have
1,000 which have been
bureau from
partment.

SMILES AND TEARS AS SUPERANNUATES TERMINATE SERVICE

Aug. 20, 1920
Shown Em-
Aug. 21

Retirement of 6,000 Workers Witnessed Of Many Families

Many familiar faces are missing
this morning in the government bu-
reaux. Some desks are vacant, and
over others stand new and unaccus-
tomed figures.
Workers gathered in little groups
in the halls yesterday and held
farewell receptions. Many were
looking toward the future with un-
certainty, for although under the
law retirement annuities range
from \$150 to \$720, few have made
adequate preparation for their re-

AT LAST! MAYBE!

Uncle Sam Is Going to Be Efficient and Grateful By Pensioning His
Civil Service Workers



LEAVES U.S. SERVICE AFTER SIXTY YEARS

John C. Hesse, 85, Among
Those to Be Pensioned by
War Department.



The Civil Service pension bill is near the threshold of becoming the law of the land. If the bill gets to the President, receives his approval and then meets with no opposition from the Supreme Court, thousands of Government workers will retire to spend their old age in workless comfort, and there'll be a brighter lining to the everyday cloud hanging over the heads of younger workers.

Uncle Sam has never paid his clerks enough for them to accumulate sizable nesteggs for gray-haired rainy days. He has been rather stingy. So these old people had to stick to their jobs, and heads of departments held them on long after they were past the working. Deprived of their jobs only the poorhouse stood between them and hunger.

Probably the oldest government employee in point of service is George Suter (photographed at workbench in the accompanying picture group). Suter is 88 and has worked for Uncle Sam sixty years. He never missed a day in all that time!

Then there is James B. Snow (baldheaded man in the picture), who has labored in the Treasury Department fifty-four years, all but one year of which was spent in the same office. He is 80.

Another "old-timer" is E. B. Edwards, of the Pension Office. He's the man with the cap and is in the picture. For thirty-seven years he has worked in one office. He's 89.

There are many of these old people working for Uncle Sam, men and women. Some have to go to work in wheel chairs. Some travel on crutches. They're too poor to quit work. Younger persons could do their work faster and better. If the pension bill gets through the extremely old will retire, younger blood will step in.

CONTEMPORARY NEWS
accounts of the first pension
retirement celebration were
throughout the city and the
retirement celebration was
held and the thousands of

IN 1920 THEY WERE

The Lucky Ones

by
ELIZABETH F. MESSER

AUGUST 20, 1920, WAS A DAY of high excitement in the civil service. For the first time in history Federal employees could retire, and several thousands of them were doing so. Government's first retirement parties were in full swing throughout the bureaus and departments.

In Washington, major celebrations were held at the Navy Yard, the War Department, and the Government Printing Office, and everywhere those fortunate enough to be able to retire were holding impromptu day-long receptions to say goodbye to friends and to receive their congratulations and good wishes. There was a "song service" at GPO, speech-making at the War Department, music and speeches at the Navy Yard, and widespread presentation of gifts: Walking canes, watches, silver trays, "a clock which strikes the ship's hours," a silver water pitcher "to be used for other purposes now that the country has gone dry." Similar ceremonies were held in other large cities across the country.

Until her retirement on July 26, Mrs. Messer was Assistant to the Director, Bureau of Retirement, Insurance, and Occupational Health, U.S. Civil Service Commission.

Washington's four major newspapers (*Times*, *Star*, *Post*, *Herald*) reported the day's events at length and joined in the round of congratulations: "For those veteran employees who have now gone into retirement, there is a feeling of warmest congratulation and of hope for their comfort and enjoyment." All spoke of the "smiles and tears" that marked the occasion: "Some bade farewell to their fellow clerks with smiles, while others could not restrain a tear or two when the time came to say goodbye to those by whose sides they had toiled for decades."

In the Washington area on that day, 130 employees retired from the War Department; 133 from the Navy Yard; 138 from Interior's Pension Bureau; 153 from the GPO; and smaller numbers from other departments and bureaus. Among them were at least two who held the Congressional Medal of Honor for acts of bravery during the Civil War: John C. Hesse, 85, retired from the Adjutant General's Office, War Department, after 60 years of service, and Colonel Sylvester Bonnaffon, Jr., retired from the Customs Service in Philadelphia after 30 years of service.

The Department of State was reported to be the only large department losing no employees by retirement; seven of its staff were eligible but were retained for further service under a provision of the law which permitted exceptions for those who did not want to retire and who were certified as efficient.

Though estimates of total retirements ran from 4,000 to 6,000, no one knew exactly how many were actually retiring because the requests for retention of some employees were still being processed and because the applications of hundreds outside of Washington, especially in the scattered offices of the Post Office Department, were being delayed. When all applications were in and had been adjudicated, the Interior Department's Bureau of Pensions found that 4,000 employees had retired August 20, a number that rose to nearly 7,000 by the end of the fiscal year. According to the Bureau's first annual report on the retirement system, 551 of these were 80 or more years old, the oldest being 93. Of the 551, only 32 were women.

The applications for retirement were numbered serially (as they still are today) and the Bureau of Pensions published the names and numbers of the first 10, all except one of whom were its own employees. "Honor of having claim No. 1," reported the *Star*, "fell to Edwin B. Simonds, 89 years old, the oldest male employed in the bureau of pensions who was born March 17, 1831, and has been employed in the bureau continuously since April 14, 1883. . . . Claim No. 2 went to Louisa Schermerhorn, the oldest female employee in the bureau of pensions; born August 25, 1834; entered the Government service in July, 1890, and employed in the bureau of pensions continuously since August 1, 1891."

The first annuity checks were dated September 1, 1920, and paid benefits for the 11-day period August 21-31. Annuity check No. 1 went across the country to Los

Angeles—to Albert Ashendon, for many years an employee of the Minneapolis Post Office. Check No. 2 went to Alexander Adams of New York City, and check No. 3 to Algernon A. Aspinwall, former chief of the Pension Bureau's Board of Review in Washington. Their names stood one, two, and three, respectively, on the alphabetical list of employees approved for retirement.

One of the first annuity checks was mailed to Ireland, for a retiree already on his way back to "the old country." Pension Bureau officials said they expected, in time, to be mailing checks to many lands as many retirees would "wish to see the old home across the seas, where many of them were born, and to take advantage of the opportunity offered by retirement and the end of the war." That expectation has been met in full measure. Today civil service retirement checks, totaling over \$1.6 million, go each month to more than 12,000 annuitants in some 90 different countries on all five continents of the earth.

Even as the first employees were separated for retirement, it was recognized that annuity rates were too low. The *Post* reported: "It is evident already that the retired pay provided in the act is entirely inadequate. At present the highest rate . . . is \$720 a year. Twenty years ago that would have been considered a good allowance. Sixty dollars a month then would have supported a man or woman, but not now. Under existing cost of living \$720 a year will scarcely more than pay the rent of a modest apartment or house. True, the hope still springs in the breasts of the American people that the cost of living will be substantially reduced within a few years, and as that reduction is realized the purchasing power of the retired pay will become greater. But it is generally conceded that not for many years will prices get back to the levels of the prewar period."

It was to be 6 years before there was any adjustment in annuity rates—and still longer before the cost of living came down. Today's automatic increases tied to rises in the Consumer Price Index assure much more timely adjustments and, coupled with the previously authorized ad hoc increases, maintain the purchasing power of annuities for practically all retirees at a level at least as high as at the time of retirement.

There was early speculation about financing of the system. The *Herald* reported that "The Government will annually pay out in pensions about \$2,640,000 per year to retired employees, while it is estimated that the amount paid into the retirement fund by the government employees at the rate of 2½% of their salary will be more than \$14,000,000 a year. On the surface it would appear that the accumulated contributions of employees would in the end exceed the amount paid by the government but . . . the government will, after the first 10 years, pay a gradually increasing share of the burden." Today agencies automatically match the employees' 7% contribution, Government has now formally assumed responsibility for the unfunded liability of the system, and the first request for a supplementary appropriation to finance the increased

unfunded liability resulting from general pay raises and other future liberalizing legislation has been submitted.

TODAY'S "OLD-TIMERS"

None of the 1920 retirees is still living, but some who retired shortly thereafter are still with us, and the retirement system has still other "old-timers" in terms of years in active service and of years of life. They have seen many improvements in benefits since first coming under the system and many increases in annuity rates since retiring.

Those longest on the annuity roll include 11 employees who retired (7 of them from the Post Office Department) within the first 5 years that retirement became possible. They have now been receiving regular monthly benefits for at least 44 years, and one who retired in 1922 has been on the annuity roll for 47½ years. All except one have received annuity checks for more than twice as many years as they worked for Government.

The one longest in service, and the only one of this group who did not retire under the disability provisions of the law, is a man involuntarily separated from a Master Mechanic position in the Naval Ordnance Plant at Charleston, W. Va., when that establishment was inactivated in 1922. At that time he had no title to annuity, deferred or otherwise, but a 1926 amendment to the law authorized reduced benefits, payable at age 55, to 15-year employees involuntarily separated at any time after August 20, 1920. Under this provision, his monthly benefit became payable effective March 23, 1922, prior to enactment of the measure which gave him title. He was 99 this past March.

Another of the group, this one a woman, retired from a clerical job in Navy in 1923; four others retired in 1924; and two more during the first half of 1926. With a single exception, all are now receiving annuities greater than their average pay while working—in one instance, more than double that amount. None made retirement contributions for as long as 5 full years.

Those with longest service include scores with half a century of Federal employment, but there are eight who had served more than 55 years when they retired.

The all-time record for length of service, so far as we know, is held by a professional man who first retired mandatorily in 1946 from Interior's Geological Survey, returned later as a reemployed annuitant, and retired again last year at age 91—with a grand total of 65 years and 10 months of Federal service. In a delightful response to our congratulatory letter he declined publicity—adding, "I would not care to have any picture of me that was made within the last half century exposed to public view"—but reminisced briefly about other professionals with whom he had worked through the years. The last 20 years of his service was "at the pleasure of the appointing officer," whose satisfaction with his work seems clearly demonstrated by the record.

There must be something about the Department of the Interior that contributes to stability of service, for three others of this small group of eight also retired from that Department—one other from Geological Survey and two from the Bureau of Commercial Fisheries at St. Paul Island, Alaska.

Those oldest in years include fourteen retirees, six of them ex-postal employees, who are 101 or more years old. The oldest annuitant was 109 last January; he retired from a city letter carrier job in Cleveland and now lives in Middletown, Ohio. Born a few months before Lincoln's first inauguration, he has lived during the administrations of 22 of our 37 Presidents.

The second oldest retiree is a woman, soon to be 107, who retired from a clerical position with the Veterans Administration and still lives in the Washington area. Six others are 103, 4 are 102, and 3 are 101.

The oldest civil service annuitant ever was a Negro man named Mark Thrash, born Christmas Day, 1820. He worked as a laborer in the Chickamauga National Park in Tennessee for 28 years and retired in 1922. Widely publicized as "oldest person, oldest voter, and oldest pensioner in the USA," he died in December 1943, only a few days before his 123d birthday. Civil Service Commission staff members called on him several times to verify his age and his continuing receipt of annuity benefits. They concluded that his age was substantially correct and found that when he became so feeble he could no longer go to the post office for his check, he sent his "boy," aged 90, to pick it up for him.

AND TODAY'S "AVERAGE" RETIREE

Today's "average" retiree, of course, is much younger and has much shorter service. He is about 60 when he retires and has had about 23 years of Federal service. If the feedback from our 1968 survey of more than 4,400 recent retirees is indicative, he is also an active, interested, and well-adjusted individual. He has a definitely positive, yet realistic, outlook on retirement and he commends that attitude to others.

Nine out of 10 of the retirees responding anonymously to our questionnaire said that they are personally satisfied with their retirement. Most are in as good health as when they were working, are getting along all right financially, and are enjoying their social life and their non-work activities. They offered many suggestions in answer to our question, "What advice would you give to people regarding preparation for retirement?" Though it is impossible to condense the advice and comments of so many retirees into a few sage conclusions, their suggestions did fall into a clear and unmistakable pattern, here presented and elaborated in their own words.

"LOOK FORWARD TO IT"

Retirement, they say, is "a door opening to new and wonderful things," "a whole new life of freedom of thought and movement," "a time to do and enjoy many things we didn't have time for while we worked."

"Look forward to it with zest and eagerness, and be thankful to reach a time in life when you *can* retire," wrote one.

Another's advice was "the same as I'd give to a high school graduate—it's a fascinating age in an interesting world. Never fear the future. Live now, by giving the best you have in any situation; don't worry about getting—it all comes back with good interest." And still another: "Look forward to retirement as you would look forward to any desirable major change in your life. . . . Look upon it as the chance to do things you always wanted to do, and then *do* them."



"PLAN FOR IT"

Though a few didn't think much of planning, most warned against "jumping in unprepared" or "just drifting along." They stressed:

- Start serious preparation at least 5 years in advance—10 wouldn't hurt.
- Cultivate early in employment a sincere and varied interest in things about you—especially in people, civic affairs, education, the religious community, and related matters. "You will find your retirement days need 48 hours each."
- Same as preparing for living—it's not a short-term course.

The work-oriented respondents said that plans should include expectation of, and preparation for, paid employment (preferably part-time) after retirement from the "regular" job. Others stressed the importance of developing "inner resources"; of learning to slow down and relax; of making and keeping friends; of cultivating hobbies; of becoming a whole, well-adjusted person—*all long* before actually retiring.

"SAVE FOR IT"

Practically every person who offered any advice at all emphasized the importance of saving for retirement:

- Start saving for retirement the day you start working.
- If you want to travel when you're old, be a miser when you're young.
- Be sure to plan to supplement your annuity.
- Work like hell, and save like the devil!

Though the need for saving to assure economic security after retirement was recognized by all, a number cautioned, in one way or another, against overdoing a good thing. "Retire as soon as finances will allow, and do not put so much stress on worldly things that you will not be around to enjoy them," wrote one. And another: "You can't take it with you!" They had some quite specific recommendations about how to assure financial security including: Have a cash reserve equal to at least 1 year's pay; make all major house repairs, and have them paid for, before retiring; pay all debts off, and take on no installment payments after retirement; get a late-model car, fully paid; have all costly dental work done before retirement; and have a good health insurance program.

"ENJOY IT"

"Look forward to each new day, fill it, live it, *enjoy* it," urged one. "I do, and I can truthfully say that I am the most contented, as well as the busiest, 'unemployed' civil servant that Uncle Sam has." Others advised:

- Relax and *enjoy* it—you have it coming to you.
- You've been waiting a long time—make the most of it.
- Enjoy the retirement cycle of life—we retirees are *the lucky ones!*

Many prize the luxury of being able "to do things the easy way, and when you want to, not by the clock." Another made his point in more colorful language:

I sit up in bed in my apartment each morning, look downtown at the Federal Office Building, thumb my nose, and turn over for another nap. Of course, if it's snowing real hard, I peer out at the peons waiting for a bus and the poor working stiffs scraping their cars, then *before* I turn over, I say "ho, ho, ho" . . .

They enjoy their independence, their children and grandchildren, their social and community activities. They point out, too, that older people can still learn and enjoy new things, and offered many concrete examples from their own personal experience to back up that assertion.

"HELP OTHERS"

Many clearly regard their retirement years as "a time to be of service to others." Over and over again they emphasized this theme, and gave practical suggestions:

- Play with the neighbor's kids—for free.
- Schools and libraries always need help.
- Learn what is needed in your community *for which no funds are available*—then see what you can give, to satisfy your own need for a reason-for-being.
- Do all you can for others, but *not for pay*—if they can afford to pay for the service, let them hire somebody who is trying to make a living doing it.

The strength with which the service message comes through suggests that the gap between today's youth and the old-enough-to-retire generation may not be quite so great as it sometimes appears and that many Federal retirees share some of the ideals and values about which youth is now concerned. And their comments reflect their appreciation of the young:

- Buy a home in a college town, and keep young people around you.
- Keep up with a moving world—don't live in the past!
- Stay away from old people with static minds.
- Be tolerant of young people—what was right for one generation is not necessarily right for another.

We were impressed by the thoughtfulness and sincerity of the many write-in comments from which these few were selected and by the wealth of experience they reflect. Federal retirees are fortunate enough to have a good retirement system, sensible enough to appreciate it, and wise enough to make good use of the advantages it offers them.

They must be doing something right, since so many of them are happy with their retirement. Some part of their advice must therefore be worthy of serious consideration both by those who have already opened the door to the "new adventure" and by those, still thinking about retirement, who aspire one day to join "the lucky ones."

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THE AWARDS STORY

NEW EMPHASIS ON MANAGEMENT IMPROVEMENT

The Bureau of the Budget, in a recently revised Circular A-44 of February 16, 1970, established a Government-wide management improvement program. This action strengthens and broadens the former Federal cost reduction program. Features of this new policy include:

- Emphasis on management effectiveness techniques, rather than on dollars saved.
- Periodic study of Government-wide operations (e.g., Federal reporting and related paperwork processes).
- Dissemination of management improvement information applicable to other agencies.
- Presidential recognition of exceptional improvement actions.
- Annual reporting to BoB, by September 30, on progress made toward meeting objectives in urgent problem areas and activities.

SUPERIOR TEAM EFFORTS NEEDED

The Bureau of the Budget has indicated that "in order to be successful, persons at all levels of an organization must be motivated to seek ways to improve management and efficiency in Government." To encourage and recognize superior efforts a variety of motivational techniques are to be used. Individuals or units which have done a highly exceptional job of reducing costs or improving operating effectiveness will receive Presidential recognition. Heads of agencies will nominate, and the President's Advisory Council on Management Improvement will recommend to the President, persons to receive this high honor.

Complementary internal program incentives to be used include: Awards ceremonies, certificates of merit, letters of appreciation, recognition through publicity media, symposiums and workshops, and money rewards via the incentive awards program.

MATCHING INCENTIVE AWARDS WITH COST REDUCTION

The Federal incentive awards program provides a fundamental base for granting recognition for outstanding achievements within the management improvement program. Federal managers and supervisors must be alert to identify individual and unit cost reduction achievements and to use the flexibilities of the incentive awards program for proper recognition. Fully implemented, the management improvement program will increase agencies' total management efforts in improving effectiveness within identified problem areas or activities. Further, it will encourage and reward superior efforts in "establishing objectives, measuring progress, evaluating results, and taking corrective actions."

YOUTH IN GOVERNMENT

President Nixon, in a memorandum dated March 31, 1970, to the heads of Federal agencies, has called for greater involvement of youth in governmental activities. Calling youth "society's greatest resource," the President stated that "Young Americans today are more aware than

Astronaut Neil Armstrong receives one of the 10 career service awards given by the National Civil Service League at their annual awards banquet. Mr. Armstrong was cited not only for his performance as spacecraft commander of Apollo 11, but also for his entire career record of integrity and devotion to the highest principles of public service. Pictured with Mr. Armstrong are League representatives Bernard L. Gladieux (center) and James E. Webb (right).



ever before of the problems and opportunities before us" and "have in high degree the ideas, vision, sensitivity, and energy that assure our future."

The President emphasized that agencies should "provide mechanisms through which ideas can be expressed and considered"; assure that there are "open channels of communications . . . established and freely used"; and "provide for listening, considering, and responding with fast means for ideas to reach officials who can act on them."

Underscored is the necessity for every agency to develop and use the most effective suggestion system—one in which ideas are evaluated promptly with the highest standard of objectivity and in which persons at all levels of the organization are dedicated to seeking the improvements and providing the contributions needed throughout Government.

MEDAL OF FREEDOM AWARDED

The President's Medal of Freedom was granted April 18 to the courageous Apollo 13 team—James A. Lovell, Fred W. Haise, John L. Swigert. Their achievement in surmounting extreme dangers in deep space rallied to-

gether people throughout the world. A less well known part of this record is that the President on the same day took the unprecedented step of granting the Medal to the entire mission operations team in Houston. At a ceremony the President read the following citation:

"We often speak of scientific 'miracles'—forgetting that these are not miraculous happenings at all, but rather the product of hard work, long hours, and disciplined intelligence.

"The men and women of the Apollo mission operations team performed such a miracle, transforming potential tragedy into one of the most dramatic rescues of all time. Years of intense preparation made this rescue possible. The skill, coordination, and performance under pressure of the mission operations team made it happen. Three brave astronauts are alive and on Earth because of their dedication, and because at the critical moments the people of that team were wise enough and self-possessed enough to make the right decisions. Their extraordinary feat is a tribute to man's ingenuity, to his resourcefulness, and to his courage."

—Dick Brengel

Assistant Director

Office of Incentive Systems

EQUAL EMPLOYMENT OPPORTUNITY

A major new management tool of the equal employment opportunity program in Government is that of agency self-evaluation.

The self-evaluation concept recognizes that agencies are in the best position to develop effective equal employment opportunity plans to suit their own particular situations—plans coordinated with all aspects of personnel management at every level in their organizations. This concept has the advantage of giving agencies the initiative in designing their plans and in measuring their individual rate of progress, while always keeping before them the big picture of what the total program must accomplish.

This approach is in line with the intent of Executive Order 11478, which directs that full equality of opportunity in Federal employment be assured for all, regardless of race, color, religion, national origin, or sex. The order, backed up by Civil Service Commission instructions on agency action plans, requires each agency to establish and make operational a system allowing for periodic evaluation of the effectiveness with which the agency's program is being carried out.

Managers have a leadership role in assuring that agency policies are followed. Much of the success of the equal employment opportunity program depends on their commitment to the program itself and on how well they fulfill their responsibilities in this vital managerial area.

The Civil Service Commission, as a means of assisting agency management in accomplishing equal opportunity objectives, is developing instructions for agencies to reach them in the form of a Commission Bulletin. Included will be guidelines on how to go about making internal evaluations and details on reporting results to the Commission.

The guidelines will be just that—a basic framework for agencies to build on in assessing the effectiveness of the equal opportunity plans they develop. The reporting agenda will set forth the major action elements that should be covered during the evaluation, with each of the elements serving as an objective against which each agency can evaluate its own program. A self-contained evaluation and reporting device, the reporting agenda will be useful as a checklist for reporting purposes.

The forthcoming instructions, while specific in terms of reporting requirements, will offer agency management a great deal of flexibility in conducting equal employment opportunity evaluations. Agency managers may go beyond the basic criteria outlined in order to conduct the most thorough and comprehensive evaluations for their own individual situations.

In issuing these instructions, the Commission's aim is not only to assist agency management in meeting new responsibilities incurred under the Executive order, but beyond this to encourage the development of equal employment opportunity plans that are truly effective in terms of design, function, and results.

—James Frazier, Jr.



by
Gerald Caiden

reality & fallacies in Civil Service Training

BY VOCATION, I AM a professional educator in administration. Which brings me to my first point. When I lecture to students at a university, this is considered *education* even though all the students may be civil servants. If I give the identical lecture to the same students at a civil service training center, it is considered *training*.

First Fallacy: We believe that we know what we are talking about when we discuss civil service training. We assume that everybody knows what we are discussing. Many books and articles ignore definitions altogether.

I suggest that each one of us has something different in mind. I could illustrate this by quoting many different definitions. You will find that they are rarely precise or, if precise, open to serious dispute. Three will suffice for present purposes:

(1) "Imparting specialized knowledge to civil servants"—this definition emphasizes teaching and instruction and presumably implies a learning process.

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(2) "Organized programs for the development of increased efficiency in civil servants"—this emphasizes the imparting of knowledge and skills useful for civil servants in their work and has a vocational aim.

(3) "Any learning that establishes a pattern of behavior"—this emphasizes the informal aspect, namely, that people are learning all the time.

The dictionary is not much help.

Training: practical education in any profession, art, or handicraft: planned experience: instruction: discipline.

Education: training, bringing up, instruction, strengthening of the powers of the body or mind: preparation.

Some have tried to distinguish between them in various ways.

- By purpose: training is vocational whereas education is general preparation for life.

- By institution: training is conducted under the auspices of employers whereas education is provided by society, usually in schools and universities.

- By scope: training is less ambitious than education. On this theme I heard a good illustration—you can train a monkey to ride a bicycle but as long as he does not know where he is going, he is not educated.

These attempts to distinguish obviously fail, and anyway they are meaningless when applied to contemporary civil service training.

The modern civil service is too large and varied to think of it in purely vocational terms. Depending on one's definition of civil service, it covers from 5 percent to 40 percent of the working population, even 90 percent in totalitarian communist regimes, and it covers every conceivable craft, skill, and profession involved in public policy implementation. I might remind you that most of the new professions of the twentieth century are solely found in the civil service, that is, the state is monopoly employer. At one end, we have trades, such as mailman, which can be given simple courses of instruction, and through experience we know that there will be almost 100 percent success. At the other, we have policy planners, scientific administrators, general managers with extremely diverse vocational backgrounds, whose main assets are leadership capacity, dynamic personality, decision-making, creative thinking, etc., in which the type of training for development is still experimental but includes every known instructional device.

There is no point in splitting hairs over definitions of training and education. I personally lean to the view that training is any learning that establishes a pattern of behavior in a work situation. I suggest that it comprises:

- work performance—i.e. technical, which involves skills and knowledge, principles and techniques
- work satisfaction—i.e. psychological, which involves attitudes and behavior
- organizational loyalty—i.e. social and psychological, which also involves attitudes and behavior.

Training would include pride in work, confidence in the organization, and concern for the employer's reputation. However, perhaps more important than content is inspiration. Training should aim to capture the imaginative excitement about learning, best seen in young children but so often destroyed by bad parents and bad teachers.

It is impossible to talk about civil service training, as such, in isolation. We can talk about specific methods of instruction or particular courses in isolation but these are not necessarily the most important aspects and to concentrate on them may lead us to discuss comparative trivia.

The pattern of behavior that is required in a civil service varies from unit to unit, function to function, level to level.

- It cannot be isolated from the image, purpose, role, and scope of governmental administration.
- It cannot be isolated from the structure of the civil service—whether it contains horizontal barriers with separate entry levels, whether it contains vertical barriers with separate advancement channels, whether it contains overlapping divisions, classes, and grades with free mobility throughout the civil service, whether it is geared to a closed career service pattern or open recruitment at all

levels. In other words, it cannot be isolated from recruitment, allocation, probation, transfer, promotion, salary patterns. They in turn cannot be isolated from full employment policies, the composition of the labor market, competition between public and private employers, the education system, the attractiveness of the civil service, and turnover between employers.

- It cannot be isolated from the controversy about whether there is something really unique about public administration which distinguishes it from private administration. I believe there is and therefore training in public administration should be handled differently from training in private enterprise. If asked why, I would refer to size, political direction, public monies compulsorily raised, the nature of public services, quality of work expected, public morality, rule of law, egalitarian administration reflected in procedures and methods (that all citizens should be treated equally), professionalization, openness, and outside controls which do not obtain in private administration.

In reality, therefore, as every civil service is different, so no general definition could suffice. I would go further and say that because there are no real boundaries, we should not construct false ones for the sake of neatness. Indeed, we should welcome people who will not limit themselves but have the vision to see the complex interrelationships and come to a broader understanding of what training involves.

Second Fallacy: That civil service training is relatively new, that it has emerged since the outbreak of World War II.

We find books and articles dating civil service training from a specific event, such as the Asheton Report in the United Kingdom in 1944 or the establishment of a central training school in a certain year. Much of the writing about training concerns itself only with postwar developments and concentrates almost entirely on training courses. Alas, much of the literature is unduly repetitive and self-congratulatory.

In truth, as long as there have been civil services, so there has been civil service training if in a somewhat primitive form. Formal classes of instruction are at least 3,000 years old, ever since writing was developed. The teaching of public administration as we now know it dates from eighteenth century Prussia. Central training schools for technical skills date from the nineteenth century in such areas as health, telegraphy, direct taxation, etc. Central training schools for administrative skills also date from the nineteenth century in such diverse countries as France, Spain, Turkey, and Thailand.

Civil service training is not new. What is new is the amount of professional and academic interest. This interest is illustrated by the outpouring of literature referred to, by the increase in training courses, training personnel, and education for administration, by the extension of international aid schemes in training and education, and

by the establishment of institutes of administration and management. But interest must not be misinterpreted for action. In the mid-1950's, for instance, a survey conducted of 200,000 manufacturing units in Great Britain revealed that only 200 provided systematic training.

Why has there been this increased interest in training? I suggest the following reasons.

First, a growing realization that people really do matter, that they are not just hands to be hired and dispensed with at will. Just as you invest in plant, so you should invest in people because without people, plant, organizations, rules, buildings are useless and meaningless.

Second, the armed forces in World War II proved that investment in people paid, especially in large complex organizations. The weaknesses of an organization could be eliminated to some extent by training and the son of a street pedlar could be taught to fly jet airplanes in 3 to 6 months.

Third, the management scientists began to be influential. They showed that the people doing the jobs were not necessarily the best people to determine how the jobs should be done. Hence, the growth of Organization and Methods, etc., in which we train people to simplify work operations and teach them new or different skills.

Fourth, in full employment, people no longer have the same incentives to train themselves but expect to be trained at minimum cost and inconvenience to themselves, and perhaps there has also been some weakening of discipline and work attitudes. On the other side, employers have seen that training is an attractive recruitment device.

Fifth, there has been a shift in the education system as the educators outstripped the vocational trainers. Youngsters are no longer trained for specific employment and are not ready to start work straight away on leaving. The education system has been slow to adapt itself to contemporary needs, its vocational training has been outdated, and other institutions have been forced to develop their own education and training facilities. Further, the ivory tower attitude still persists and we find much teaching for the past but not for the present or the future.

Sixth, organizations have increased in size. There is almost no possibility of inheriting the business and consequently little incentive for self-improvement. Marrying the boss's daughter no longer helps even if you can determine who is the boss. Work is much more complicated than ever before and cannot be performed without prior training. The risk of untrained people is too high; they may destroy thousands of dollars worth of complicated machinery, and cause vicious bottlenecks and many other disasters probably known to you.

Seventh, governmental functions have expanded in old areas and in new areas. Most activities have to be undertaken by large-scale organizations operating in highly complicated ways. Many are monopolies, that is, they can be found only in the civil service. And the new activities such as planning, research, development, etc., are highly sophisticated.

Eighth and finally, there is the pressure of international competition—the challenge of the sputnik and the space race which indicates that the future belongs to those countries with the highest educational and training achievements. The cold war and the battle of ideology are being fought over the relative superiority of governmental and economic systems. The power blocs are competing for the allegiance of newly independent states and offering assistance, not without strings attached.

The interest is justified—as, in the past, training had to struggle for recognition against great odds. Now it is established, at least in the advanced countries, and everyone else is trying to catch up. It is becoming more diversified and experimental. The underlying philosophy is that if an organization is to have genuine status and prestige in the community, its standards of performance must be high; that the organization depends for its existence on its people, and the development of their competence to the maximum; and that training must aim to broaden the horizons of the organization's people by enabling them to see their work as having some social purpose.

Third Fallacy: That training is simple, that it can be left to relatively low-ranking officers, that anybody can train and be trained, that this being the case, too much fuss is made about training.

In truth, it is easier to tell a person what to do than to instruct him how to do it. Rather than spend time doing this, we tend to delegate it to somebody else, thereby losing part of our personal influence and opening up all kinds of possibility for mistakes. The result is that we do not delegate tasks but training; that when we complain about the inadequacy of subordinates, we are blaming the training they received not our own lack of responsibility in seeing that it was competently performed; that when we perform tasks that should be delegated, we show that we cannot trust our subordinates or their training.

In the long run, the time we saved originally is multiplied in unnecessary performance of tasks that should be delegated, and when we collapse through overwork, strain, etc., or we get dismissed for incompetence, we have nobody to blame but ourselves and our inability to see how difficult and personal training really is. We are responsible for insuring that our subordinates are sufficiently trained to carry out their tasks.

Training civil servants is like training anyone or anything else, be it race horse, performing seal, or athlete. When done by an expert it looks simple, but when done badly the results are disastrous.

So, in civil service training, it is easy to spell out the basic requirements. To meet them is complicated and to achieve success requires an exceptional combination of circumstances. As to the results, they are getting better as methods improve and standards rise. But they could be better if it were recognized that training is not a mass

affair but individual, and if it did not have to overcome the deep-seated prejudices of those who got to the top on sheer natural ability alone. It is still not recognized that the trained civil servant, like the trained athlete, is likely in the long run to outpace the untrained—and increasingly so as training improves.

Because of the prejudices against training, we have to contend with the following consequences:

(1) Training is low in priorities. Everybody is so occupied with the real work of government, that training is overlooked. Really important people cannot be spared for training purposes either as instructors or trainees. Training is a place to put anyone you want out of the way and perhaps out of sight (while you reorganize in his absence?). When economies are demanded, training suffers first. The trainers are given low classifications, low prestige, and inadequate support and facilities.

(2) Everybody thinks he can train. There is the mistaken idea that the best worker is the best trainer. The result is that we get bad instructors, people who cannot get their message across, boring lecturers, and irrelevant pep-talks. Training officers are poorly selected and they come and go like movements of traffic lights.

(3) Time, expenses, and facilities are begrudged. Training is treated as an expense not an investment. It receives inadequate support at the top—not only is support not given, it is not seen to be given either. Top people will not give a few minutes to open or close a training course attended by their subordinates and thereby diminish the effect. Yet they are impatient over results for they want spectacular returns. Training is left isolated and training officers do not know where to go for advice.

(4) Distractions are overlooked. Courses are interrupted. Work may pile up in a trainee's absence and he is aware of it. On residential courses, anxiety over family separation is ignored. Lack of rapport between trainers and trainees is disregarded.

(5) Lack of follow-up. There is no response in seeking results in an attempt to evaluate training methods. I conclude this section by saying that a properly trained staff is a necessity, not a luxury.

Fourth Fallacy: That all training is good; that the civil servant is improved as a performer and a person; that the more training, the better the civil service; that there cannot be too much training; and as everybody can be improved, it makes little difference who is selected.

The underlying assumptions here are that everybody needs to be trained and that training is such a pleasant experience that most people welcome it if given the opportunity. But not everybody needs to be trained formally and people can be overtrained for the jobs that they have to do or that are available. Much training has been bad and people are rightly suspicious of it when offered.

Training can be bad for any number of reasons, among them: it can be badly performed, or inadequate, or out-

dated. Or the trainees lack proper work habits, educational skills, or for some other reason cannot learn. The training can be irrelevant, distorted, or overloaded. Bad selection methods can also be fatal to training. Finally, training can be poorly organized or overtheoretical and abstract.

In fact, too much is expected of training. There are many things it cannot do.

- It cannot overcome staff shortages when there is too much work to be done by the people available to do it.
- It cannot rectify bad organization, poor communications, inadequate leadership.
- It cannot substitute for morality and ethics—the backbone of honesty, accuracy, punctuality, respect for laws.
- It cannot combat inadequate accommodation, poor equipment, lack of capital.
- It cannot nullify obstructionist attitudes, group norms, etc.
- It cannot create natural ability, entrepreneurial skills.
- It cannot replace administrative reform.

Fifth Fallacy: That we know why training succeeds or fails.

We do not know.

There seems to be a taboo on evaluation, on trying to determine what happens to the trainees. Access to them is difficult. Criteria for determining success or failure are debatable. The purposes of evaluation are suspect.

We do know that we can recognize some general principles, but we cannot yet produce ready-made solutions to the problems of a particular organization.

Training is still an unknown territory in which controversy is abundant. We are divided over the qualifications of training officers, over who should determine training needs, over the right combination of training methods, over the locus of control and coordination, over the value of outside training, short and long courses, residential and nonresidential, over the differences in training men and women, young and old.

Some specific questions should be raised about training.

Are we satisfied with overall attempts to coordinate training activities conducted by public and private employers to insure that resources are used to maximum advantage? Do training methods suffer from the same defects as the education system as a whole? Is induction training adequate? Should more attention be paid to training in public relations, work simplification, delegation, and executive development? Is enough done to evaluate training?

Trying to answer these and other questions should provide stimulation, intrigue, and fascination.

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QUOTABLE:

... Dr. Eric A. Walker, President of Pennsylvania State University, focused attention on the continuity rather than the gap between generations in this "Charge to Graduates" address delivered at the University's September 1969 commencement . . .

♦ LADIES AND GENTLEMEN of the graduating class and those who got advanced degrees. Let me extend to each of you my personal congratulations and those of the entire university on the degree you have earned today.

This ceremony marks the completion of an important phase of your life. It is an occasion on which all who know you can share in your sense of pride and accomplishment. No one has more pride in your accomplishment than the older generation. But I am not going to tell that older generation how bright you are. Nor am I going to say we have made a mess of things and you—the younger ones—are the hope of mankind. I would like to reverse that process. For if you of the graduating class will look over into the bleachers to your left or right, I will re-introduce you to representatives of some of the most remarkable people ever to walk the earth. People you might want to thank on this graduation day. These are people you already know—your parents and grandparents. And, if you will bear with me for five minutes, I think you will agree that a remarkable people they are indeed. Let me tell you about them.

Not long ago an educator from Northwestern University by the name of Bergen Evans, a radio performer known to your parents, got together some facts about these two generations—your parents and grandparents. I'd like to share some of these facts with you.

These—your parents and grandparents—are the people who within just five decades—1919–1969—have by their work increased your life expectancy by approximately 50 percent—who while cutting the working day by a third, have more than doubled per capita output.

These are the people who have given you a healthier world than they found. And because of this you no longer have to fear epidemics of flu, typhus, diphtheria, smallpox, scarlet fever, measles, or mumps that they knew in their youth. And the dreaded polio is no longer a medical factor, while TB is almost unheard of.

Let me remind you that these remarkable people lived through history's greatest depression. Many of these people know what it is to be poor, what it is to be hungry and cold. And because of this, they determined that it would not happen to you, that you would have a better life, you would have food to eat, milk to drink, vitamins

to nourish you, a warm home, better schools, and greater opportunities to succeed than they had.

Because they gave you the best, you are the tallest, healthiest, brightest, and probably best looking generation to inhabit the land.

And because they were materialistic, you will work fewer hours, learn more, and have more leisure time, travel to more distant places, and have more of a chance to follow your life's ambition.

These are also the people who fought man's grisliest war. They are the people who defeated the tyranny of Hitler, and who when it was all over, had the compassion to spend billions of dollars to help their former enemies rebuild their homelands. And these are the people who had the sense to begin the United Nations.

It was representatives of these two generations who, through the highest court of the land, fought racial discrimination at every turn to begin a new era in civil rights.

They built thousands of high schools, trained and hired tens of thousands of better teachers, and at the same time made higher education a very real possibility for millions of youngsters—where once it was only the dream of a wealthy few.

And they made a start—although a late one—in healing the scars of the earth and in fighting pollution and the destruction of our natural environment. They set into motion new laws giving conservation new meaning, and setting aside land for you and your children to enjoy for generations to come.

They also hold the dubious record for paying taxes—although you will probably exceed them in this.

While they have done all these things, they have had some failures. They have not yet found an alternative for war, nor for racial hatred. Perhaps you, the members of this graduating class, will perfect the social mechanisms by which all men may follow their ambitions without the threat of force—so that the earth will no longer need police to enforce the laws, nor armies to prevent some men from trespassing against others. But they—these generations—made more progress by the sweat of their brows than in any previous era, and don't you forget it. And, if your generation can make as much progress in as many areas as these two generations have, you should be able to solve a good many of the world's remaining ills.

It is my hope, and I know the hope of these two generations, that you find the answers to many of these problems that plague mankind.

But it won't be easy. And you won't do it by negative thoughts, nor by tearing down or belittling. You may and can do it by hard work, humility, hope, and faith in mankind. Try it.

Goodby and good luck to all of you. ♦

**AT YOUR
SERVICE**

the
national
referral
center

by **JOHN A. FOEHRKOLB**, Director,
National Referral Center



WHENEVER A MAGAZINE or a newspaper runs an unusual advertisement, it is customary to clearly label it as such. Thus the reader will not mistake the ad for straight, unbiased reporting.

So, to avoid misunderstanding, I will admit that this apparent article is actually an advertisement. I'm selling a new and aggressive concept in recruiting called the "National Referral System."

The NRS has been part of the Civil Service Commission's nationwide recruiting picture for about a year now and we believe we have what can be a very valuable service to Federal agencies recruiting for occupations that are in chronic short supply. We know we have a good system and we are eager to get it operating at a peak capacity.

The National Referral System, a part of the Civil Service Commission's Operations Support Division, Bureau of Recruiting and Examining, represents an effort to bring together in one place information about eligibles (on interagency board registers) who are available for employment in more than one geographic area. Operating within the framework of current competitive examining procedures, this system provides for an accelerated and positive approach to matching available shortage talent with specific agency needs. In August 1969, the National Referral Center was implemented on a trial basis in the nationwide examining plan for nurses, and in November 1969 the NRC was expanded to cover computer specialist positions.

WHY A NATIONAL REFERRAL SYSTEM?

There are 65 interagency boards of U.S. civil service examiners located throughout the United States. These boards are responsible for providing high-quality personnel for job vacancies at agency installations in their geographic jurisdictions.

Many of the eligibles whose applications are on file with these boards have indicated that they would be willing to consider employment in other parts of the country and overseas. The National Referral System provides a systematic means for them to be considered for jobs beyond the bounds of the local board's jurisdiction.

HOW DOES IT WORK?

When an applicant files under one of the nationwide examinations covered by the System he is asked to complete a résumé (Supplemental Qualifications Statement) in addition to SF-171 (Personal Qualifications Statement). If an eligible applicant is available for employment outside the geographic area served by the board he filed with, a copy of his résumé is sent to the National Referral Center. Similarly, whenever a recruiting or "direct-hire" authority is issued, the issuing board will notify the Center and provide information about the position or positions involved. As a result, the Center will have talent available for wide employment consideration

and, as a statistical dividend, current information about urgent agency needs for personnel.

When the Center is notified of a vacancy, the résumés of qualified applicants will be referred for consideration directly to the agency appointing official. Agencies with direct-hire authority or recruiting authority furnished by servicing IAB's may appoint any eligible referred from the Center.

When the résumés of eligibles for a vacancy are referred by the Center to an agency that does not have a direct-hire or recruiting authority, the agency may forward the papers to its servicing IAB and ask for a specific, by-name certification, if the eligible is within reach. When used this way, the Supplemental Qualifications Statement is considered an acceptable application, and the grades and scores reported will be accepted by the IAB without need for re-rating or further application.

Speed and aggressive recruiting are the keys to making this system work. The interagency boards are instructed to give top priority to processing candidates for positions covered by the referral center.

This means that rating and registration is usually completed 2 or 3 days after a candidate has filed in an examination. After rating, the eligible's résumé is immediately sent to the National Referral Center and then routed to the proper Federal installations.

Thus, the agencies have up-to-date and solid information on qualified candidates for occupations that are usually in short supply, and in many cases within 10 days of a candidate's filing date. We're emphasizing speed. Key words in getting this information to the National Referral Center are "Expedite," "Immediately," "As Soon As Possible." Once the appointing officer in an agency has received the résumés of qualified applicants, he shouldn't let the information get cold—he should get it into the hands of the manager who has the vacancy.

If there's a particular interest in an applicant, he should be contacted immediately. There doesn't have to be a commitment to hire, but often knowing that the agency is interested will keep him from making a final decision on the local employment offers he may have. A phone call, personal letter, or telegram is best for this initial contact. No form letter or other routine inquiry of availability. If the applicant is interested in the agency, and if a Personal Qualifications Statement is needed, this is the time to get one. This important initial contact should not be wasted.

WHAT ABOUT INTERVIEWS?

Chances are, some sort of interview will be required. Agencies have been handling this in different ways. For some jobs the interview can be handled by telephone, either by the operating official or by the personnel office. Some agencies, for example the Public Health Service, have installations nationwide and may arrange for an interview at the office nearest the candidate's residence. One

agency lined up a number of interviews around the country and assigned a recruiter to swing through several States, interviewing as he went.

A CASE HISTORY

Let's examine the system as it actually works. We'll look at the case history of Mary A. Fisher, a professional nurse.

Miss Fisher was living in New Jersey when she decided to look around for other job opportunities. She was primarily interested in moving to Tampa or Orlando, Fla., and filed with the interagency board in Mobile, Ala., the board that has responsibility for filling most professional nurse vacancies in Florida. On the résumé she was asked to submit, Miss Fisher indicated that she would also consider Federal employment in Delaware, Maryland, Pennsylvania, Virginia, and in her home State of New Jersey.

Miss Fisher's filing date was October 22, 1969. Two days later she received an eligible rating as a clinical nurse for grades GS-5 and 7. On October 31, only 9 days after filing, her résumé was received in the National Referral Center and was immediately forwarded to several hospitals in the locales she was interested in.

Mrs. Eleanor Voss, a recruiter at the National Institutes of Health in Bethesda, Md., immediately reviewed Miss Fisher's résumé and telephoned the nurse to determine her interest in working at NIH.

Miss Fisher liked the NIH idea and submitted the additional information needed. Mrs. Voss next made the necessary checks with previous supervisors, character references, etc., and on December 7, 1969, Mary Fisher was appointed as a clinical nurse, grade 7. In this case, the telephone contacts and exchange of letters were considered an "interview."

PRACTICAL APPLICATIONS

We have been working with the chief nurses of HEW's Public Health Service, Indian Health Service, and Occupational Health Service to make the National Referral Center a real mainstay in their efforts to recruit high-quality professional nurses nationwide. These organizations are in an excellent position to use the referral center's resources. Their headquarters are located in Rockville, Md., right outside Washington, D.C., and the chief nurses are well aware of their organizations' needs in hospitals and clinics throughout the Nation.

When the referral center receives information about a professional nurse who appears to meet the qualifications for a position with one of these organizations and who indicates appropriate geographic availability, we immediately send this information to the appropriate chief nurse. She then calls or sends a personalized letter to see if the nurse is interested in one or more of the installations serviced by her office.

We have a similar arrangement with the Office of the Surgeon General, Department of the Army, which has hospitals and clinics located throughout the United States.

The headquarters office in Washington, D.C., has alerted appointing officers at these medical installations to the need for immediate action on National Referral Center business.

When the Center receives information about a nurse who appears qualified for employment at one of these facilities, the installation's appointing official is notified immediately. It is then up to him to make contact with the candidate and "sell" the idea of coming to work with the organization.

POSSIBLE APPLICATIONS

We have an organization geared to speed and flexibility. Through the National Referral Center, Federal agencies can make maximum use of the nationwide inter-agency board recruiting and examining network to augment their own recruiting efforts.

Let's examine some of the possibilities offered by this new program.

In one office of the Civil Service Commission we now have a resource file—a reservoir of information about eligibles in examinations covered by the National Referral Center. These are eligibles who are not being hired locally and who have indicated that they are ready to travel.

Our main business is referring information on eligibles to Federal installations that have received direct-hire or recruiting authority. That's the backbone of our service.

Agencies with a continuing need for eligibles, or with a backlog of hard-to-fill vacancies, are also welcome to send representatives to the National Referral Center at any time to review the resource file.

With the increased military use of computers, the Armed Forces are discharging more and more people who, while on active duty, have acquired the necessary experience to qualify for a computer specialist position in the Federal service.

We have identified the military bases that may be expected to employ, and eventually discharge, the highest number of computer-trained personnel. Working through the Department of Defense "Project Transition," we have made it possible for about-to-be-discharged servicemen with computer experience to apply under Announcement No. 420.

The interagency boards nearest these military bases have agreed to expedite the rating and registration of these applicants and to immediately forward the résumés of eligibles to the National Referral Center. The Center will then have current information on what may be the most valuable and most mobile talent pool available anywhere in the country: Servicemen about to be released from active military duty and anxious to begin their civilian careers.

Recruiters from the General Services Administration and from the Department of Housing and Urban Development were quick to seize upon the possibilities presented by such a recruitment source. HUD has requested

that they be notified as soon as the Center receives information about qualified servicemen who are about to be separated from active duty. They plan to contact these servicemen immediately regarding computer-related civilian positions.

Consideration for a job is not restricted to HUD, of course. The first two applications received under this program were given immediate consideration by HUD and two other agencies concurrently.

WHAT NOW?

Now, what about the future of this fledgling program?

This summer the National Referral Center is expanding to cover shortage-category engineer and physical scientist positions, grades GS-9 through 13, and in November we will cover accountant, auditor, and Internal Revenue agent positions, grades GS-5 through 12.

I have mentioned that the backbone of our business is referring information on qualified candidates to Federal installations that are having difficulty filling vacancies because of a shortage of local eligibles. We expect to be sending referrals to hundreds of Federal installations nationwide.

We have got to "get the word" to personnel shops and to operating officials across the country. When personnel officers get National Referral Center referrals, they have to know what they are, what to do, and how to do it—fast. When an operating official has a vacancy or vacancies not being filled, or when the quality of eligibles is marginal, he should ask the personnel shop, "Have you tried the National Referral Center?"

The National Referral Center needs intensive in-house exposure. We'd like to be featured in an issue of an agency newsletter to spread the word. Let us know if you have a newsletter or magazine that can use an article about the Center's activities. If an agency has occasion to bring a group of field personnel people to Washington, D.C., we'd like to know about it and have a few minutes on their agenda. These are the people we want to reach.

I mentioned some of the special arrangements we have made with a few Federal activities. If an agency wants to work out similar arrangements with the Center, give us a call, or write, or drop in to see us. We're located in room 6307 at the U.S. Civil Service Commission, 1900 E St. NW., Washington, D.C. 20415, and the phone number is (Area Code 202) 632-5657.

Now that you've finished reading my advertisement for an important new service, let me emphasize that the National Referral Center will be most effective in helping those who are ready and able to help themselves. This program can give a tremendous boost to an organization's hiring system and it can be the answer to a recruiter's prayer, but it needs both top-level interest and grassroots support.

The National Referral System is "At Your Service."

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ADP Billboard

Three years in the making—3 years in the baking. This is FPMIS—the Federal Personnel Management Information System—the Civil Service Commission's answer to the personnel information gap. The "making" years (1967 to 1970) were spent in research, study, systematic planning, and assessment of alternatives.

In-depth exploration of seven major aspects of personnel information by a high-level interagency committee resulted in the emergence of FPMIS as a concept in early 1968. The essence of the concept: Apply the full power of computer technology to maintain a standard base of personnel information on each Federal employee which will satisfy total needs of decisionmakers at all levels of Government. A high order of improvement in the decisionmaking process would result. An added inducement—a reduction of \$50 million, at a conservative estimate, in personnel paperwork costs.

Armed with these worthwhile incentives, the Civil Service Commission's Bureau of Manpower Information Systems began the systematic planning of FPMIS. From the planner's drawing boards emerged the blueprint for the new system, consisting of information subsystems for statistics, skills inventories for placement programs, and recordation of retirement, training, incentive awards, and safety information.

The basic foundation for each of these computer-based subsystems was standardization and improved paperwork processes. These two phases were pursued on a full-time basis while the blueprints for FPMIS were being drawn. The results of this 3-year effort culminated in publication of a "Preliminary Plan for FPMIS Implementation" issued by the Civil Service Commission in March 1970 for the specific purpose of exposing Federal agencies and major users of personnel information to the detailed plans for personnel standardization, paperwork simplification, and the initial FPMIS subsystem—the Statistical File Subsystem.

This brings us to the "baking" years for FPMIS—a period to be devoted to refinement, final approval and acceptance, detailed system design, conversion, and implementation. Our timetable calls for the first three phases of FPMIS to go into effect by December 1972.

Here is what the system will look like:

- All basic records on Federal employees that are needed for statistical purposes will be maintained in computerized form.
- The employing agency is responsible for maintaining the records of its employees. A small service bureau operated by the Civil Service Commission will perform the function for very small agencies that do not possess computer capability.
- A minimum list of data items for satisfying Government-wide requirements will be recorded and kept

updated in the agency data banks in standard form. Additions to satisfy special needs of an agency will be permitted.

- Essential paperwork processes governing inputs and outputs to the agency records will be prescribed.
- Agency "summary type reporting" to the Commission will be replaced by magnetic tape record submissions which will relieve agencies of an onerous reporting task and permit a major overhaul of the Commission's statistical reporting processes for satisfying the needs for Government-wide work force data.

FPMIS promises to emerge shortly as a viable system for maximizing use of the new technology for meeting the personnel management informational needs of the seventies. No longer will decisions be clouded with "guesstimates"—a sound factual basis for decisionmaking will be the order of the day.

—Victor J. Cavagrotti
Director, Office of
Information Systems Planning

TASK FORCE *on* JOB EVALUATION

Enactment of Public Law 91-216, the Job Evaluation Policy Act of 1970, is the culmination of intensive efforts over a 3-year period by the Subcommittee on Position Classification, House Committee on Post Office and Civil Service, under the chairmanship of Congressman James M. Hanley. In the course of its work, the Subcommittee conducted an extensive study of Federal job evaluation and pay practices, and published a detailed report which revealed major inconsistencies and inequities in Federal pay practices.

Public Law 91-216 requires the Civil Service Commission to conduct a 2-year review and to submit to Congress a comprehensive plan for the establishment of a coordinated system of job evaluation and ranking for civilian positions in the executive branch. The Commission has expanded this effort to encompass a similar review of the various pay systems which govern the setting of salaries and wages of white-collar employees.

To develop the plan, CSC Chairman Robert E. Hampton has established a Job Evaluation and Pay Review Task Force, and appointed Philip M. Oliver as its director. Mr. Oliver has broad experience in personnel work, salary administration, classification, line management, industrial relations, and policy formulation in government and private industry. At the time of his selection he was a special assistant to the Assistant Secretary of Labor.

There is much interest in the work of the Task Force, which applies to 2,900,000 Federal employees who are paid, and whose positions are evaluated, classified, and administered, under approximately 65 systems. Interested parties include over 100 national and local unions representing about 52 percent of all Federal employees; at least 3 dozen associations with Federal membership; and Members of the House and Senate. The general public is also concerned, since the Federal payroll represents about 15 percent of the Nation's annual budget.

Last May Mr. Oliver testified before the House Post Office and Civil Service Subcommittee on Position Classification and indicated that his Task Force expects to "... choose and select the techniques and best features of the many schemes and weave a common thread into the plans that evolve so that a comprehensive system truly exists. . . . This will be followed by extensive validation and discussion with interested parties in order to add the refinements that will make the system work. The completed report will have to contain, therefore, the comprehensive system, detail of the plans within the system, pay structures that satisfy and are compatible with the system, and the identifiable linkages among the plans, plus legislation to place the system into operation. . . . In addition, a transition plan and time schedule will be developed to assure an orderly conversion.

"In conclusion, an administrative procedures manual for guidance to the Commission upon approval by the Congress will be required. Some thought will also be given to the training program that is so important whenever a new system is installed. This will have to extend down to the lowest level of supervision to assure total understanding and administration."

To carry out this plan, a group of job evaluation experts from Government and industry has been assembled. Members of the Task Force, in addition to Mr. Oliver, are: John S. Bynon, formerly Chief, Planning and Analysis Branch, Division of Personnel, Tennessee Valley Authority; William S. Fradkin, formerly Deputy Chief, Compensation Division, Department of Commerce; Barry E. Shapiro, Management Intern, Civil Service Commission; Harold Suskin, formerly Personnel Officer, Office of Education, Department of Health, Education, and Welfare; and Robert J. Trudel, formerly Chief, Salary Survey Support Office, Bureau of Policies and Standards, Civil Service Commission.

In order to have as broad public participation as possible, three Advisory Committees are being established to offer advice and counsel to the Task Force. They represent unions and associations, directors of personnel of Federal agencies, and private industry, respectively.



A selection of recent CSC issuances that may be of special interest to agency management:

- FPM Letter 292-7, Federal Program Data Standards for Personnel:

- transmits new program data standards for use in both manual and ADP systems in the executive branch of the Government. The new standards, developed by the Commission in cooperation with an Interagency Advisory Group task force, will be incorporated into a forthcoming external FPM Supplement.

- FPM Letter 307-3, Veterans Readjustment Appointments:

- gives details on the new veterans readjustment appointments authorized by Executive Order 11521. The new program provides expanded employment opportunities, coupled with training or education, for returning veterans who need special help in readjusting to civilian life and in getting started in productive, satisfying careers.

- FPM Letter 339-12, Medical Fitness Review of Applicants:

- modifies the criteria for medical fitness review of applications for employment to speed up the examining process and to insure that applicants who indicate that they have a physical impairment are considered for specific positions which are to be filled.

- FPM Letter 550-56, Additional Duties for Which Hazard Differential is Authorized:

- authorizes hazardous duty pay for certain specified duties involving boarding or debarking from vessels in 3-foot seas under foul weather or icy conditions or at night.

- FPM Letter 713-4, Honorary Recognition for Achievements in Equal Employment Opportunity:

- urges agencies to grant honorary recognition on a selective basis to Federal employees who make an outstanding contribution to equal opportunity in Government through the excellence of their leadership, skill, imagination, and perseverance.

- FPM Letter 792-1, Federal Employees Occupational Health Programs:

- brings together the informational issuances needed to develop the occupational health programs for Federal employees authorized by Public Law 79-658.

- FPM Letter 305-8, Cancellation of Vacant Quota Supergrade Positions:

- announces the automatic cancellation of any quota supergrade position vacant for 180 days or more.

—Mary-Helen Emmons

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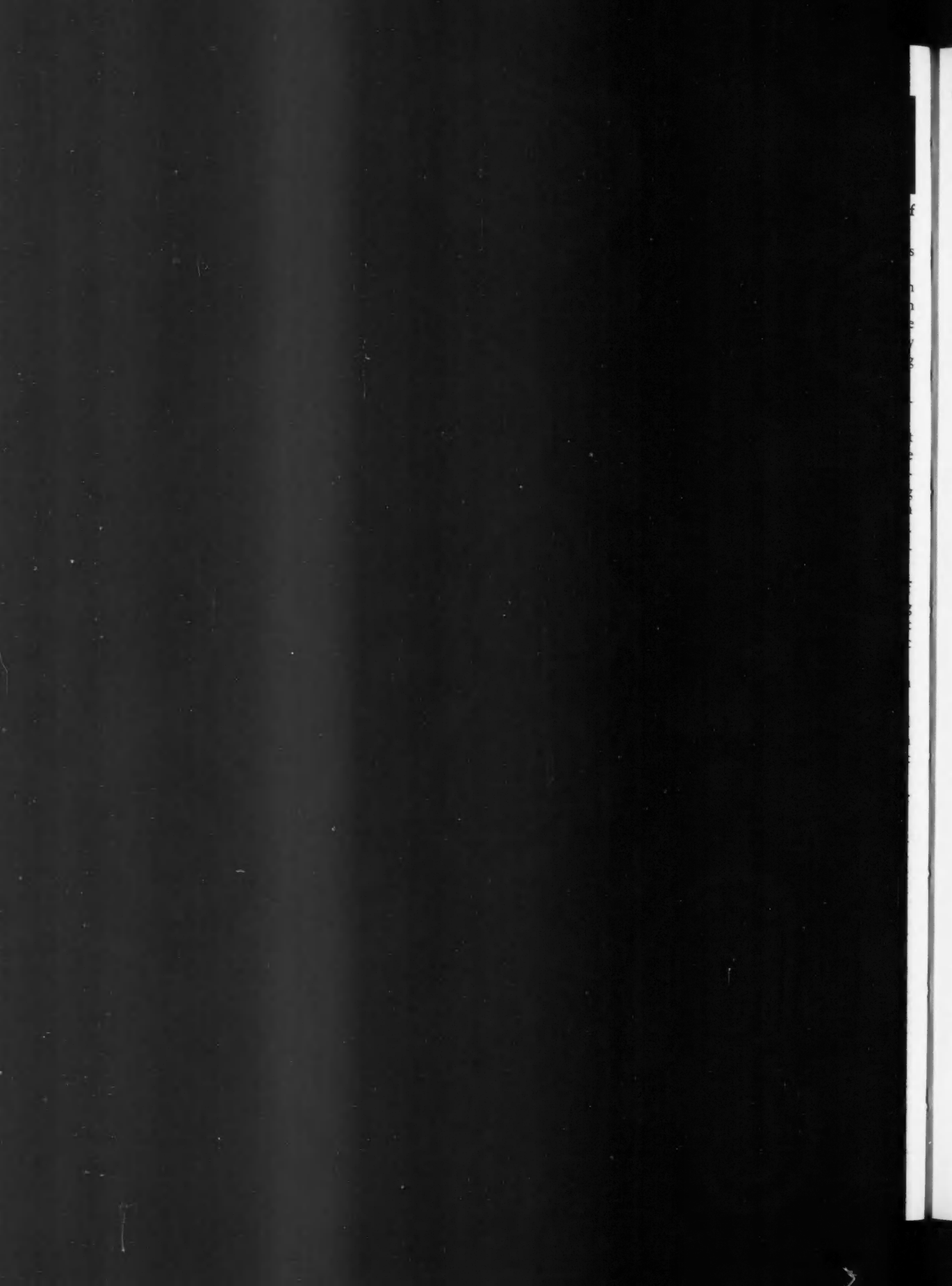
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Worth Noting (Continued)

UPWARD MOBILITY is expected to escalate under an eight-point plan recently furnished by the Civil Service Commission to the heads of all Federal departments and agencies. Developed in consultation with agency personnel directors, employee organizations, and interested citizens' groups, the plan provides long-range goals and a series of steps designed to improve the opportunities of Federal employees in the lower grades to move upward.

THE WOMEN'S BUREAU of the Department of Labor does not mind admitting its age—an even 50 years in June. When the Women's Bureau was created by Act of Congress on June 5, 1920, working women were frequently subjected to "sweatshop" working conditions. Today, as the Bureau marks its 50th anniversary, the battle for equal treatment for working women is still to be won, but real gains have been made. The principle of equal pay for equal work has been recognized by Congress, better working conditions and better safety standards have been achieved, and further improvements can be predicted for the future. The Bureau also works for better counseling and broader educational opportunities for girls, and looks for an end to the kind of stereotyped thinking about women which has so often limited their horizons.

VETERANS' READJUSTMENT on returning from service continues to be a priority concern. Executive Order 11521 authorized Veterans Readjustment Appointments to help returning veterans find their place in civilian life—particularly those with little education, who are the least prepared to compete for opportunities. In a continuing series of Institutes being held in cities having CSC Interagency Boards of Examiners, Commission people have been sitting down with agency personnel officers, chiefs of staffing, and training officers. Together they work out program details, discuss available hiring authorities, and assess the way agency manpower needs can be filled by veterans. Thus far, both the agencies and the veterans seem to profit from this method of bridging the information gap.

HANDICAPPED EMPLOYEE OF THE YEAR is Robert L. Smith, who could write a book about the problems of readjustment to civilian life. Bob Smith was part of the hard-pressed U.S. Army forces battling Chinese troops pouring into Korea during the bitterly cold winter of 1950. Shot and taken prisoner, he was held for 10 days without food or medical attention. When he was liberated by U.S. Marines it was too late to save him from quadruple amputation. He found his adjustment to civilian life complicated by another agonizing adjustment—to four artificial limbs. Hired by the Veterans Administration as a tabulating machine operator in 1955, he has since progressed to his present position as a computer programmer, and he has received numerous commendations for excellent work. He drives a standard automobile, and insists he is not handicapped in relation to his job. His supervisors agree.

—Bacil B. Warren

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