

# Civil Service Journal



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*In this Issue:*

IMPACT OF THE MAN ON THE JOB

MANPOWER IN THE 1960s: POOL OR WHIRLPOOL?

FORECASTING EXECUTIVE TURNOVER

THE PLACE OF APPEALS IN THE FEDERAL PERSONNEL SYSTEM

40 YEARS AGO—RETIREMENT ACT LOOSENED THE WHEELS  
SO GOVERNMENT COULD RUN AGAIN

THE MAIRT SYSTEM—AS ITHERS SEE IT

DEPARTMENTS: RECRUITERS ROUNDUP, LEGAL DECISIONS, A LOOK AT  
LEGISLATION, EMPLOYMENT FOCUS, STANDARDS AND TESTS, TRAINING  
DIGEST, THE AWARDS STORY, AND SHELF-HELP

**DOCUMENTS**

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# Civil Service Journal

Volume 1                      Number 2  
October–December 1960

## CONTENTS

### Features

	<i>Page</i>
Impact of the Man on the Job . . . . . <i>by Warren B. Irons</i>	1
Manpower in the 1960s: Pool or Whirlpool? <i>by Frederick J. Lawton</i>	2
Forecasting Executive Turnover . . . . . <i>by Ross Pollock</i>	5
The Place of Appeals in the Federal Personnel System . . . . . <i>by Roger W. Jones</i>	8
40 Years Ago—Retirement Act Passed . . . . .	11
The Mairt System—As Ithers See It . . . . .	12

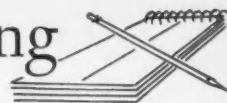
### Departments

A Look at Legislation . . . . .	4
Legal Decisions . . . . .	10
Training Digest . . . . .	14
Recruiters Roundup . . . . .	15
The Awards Story . . . . .	18
Employment Focus . . . . .	24
Standards and Tests . . . . .	30
Shelf-Help . . . . .	32

### U.S. Civil Service Commission

ROGER W. JONES . . . . . *Chairman*  
BARBARA BATES GUNDERSON  
*Commissioner*  
FREDERICK J. LAWTON  
*Commissioner*  
WARREN B. IRONS  
*Executive Director*

## Worth Noting



**FIRST WOMAN'S AWARD:** Nominations will be received up to December 9, 1960, for the first Government-wide award for outstanding women in the Federal service which is about to take its place among the Rockefeller, Jump, Flemming, Civil Service League, Stockberger, and other awards for Government people. The first six winners will be honored at a public ceremony in February. The idea originated with Civil Service Commissioner Barbara Bates Gunderson who noted that, despite significant contributions of women in Government, existing awards programs rarely recognized women and who felt that the public deserves to know more about top-flight women in Government. Civil Service Commissioners Roger W. Jones and Frederick J. Lawton also worked actively in establishment of the new award, which is administered by the Federal Woman's Award Board. The Board is composed of Bertha S. Adkins, undersecretary of HEW; Frederick C. Belen, staff director of the House Post Office and Civil Service Committee; Raymond T. Bowman, assistant director for statistical standards, Bureau of the Budget; H. W. Brawley, executive director, Senate Post Office and Civil Service Committee; Alfred Friendly, managing editor, Washington Post and Times Herald; Representative Kathryn E. Granahan; Robert W. Hartley, vice president, The Brookings Institution; Eugene J. Lyons, assistant to the President for personnel management; Miss Miriam Ottenberg, Pulitzer Prize reporter, the Evening Star; Ralph S. Roberts, administrative assistant secretary, Department of Agriculture; Rocco C. Siciliano, attorney and former Presidential adviser on personnel management; and Commissioner Gunderson, who was elected chairman. Mr. Hartley is vice chairman. The Woodward and Lothrop firm of Washington, D.C., will defray expenses. Agency nominations should be sent to Chairman, Board of Trustees, Federal Woman's Award Board, 8th and F Sts. NW., Washington, D.C., by December 9.

**TRANSITION:** Brookings Institution has launched a program to focus attention on problems of transition to the administration of a new President, to support and supplement related activities of the outgoing and incoming leadership, and to help create a climate favorable to constructive and cooperative action. . . . The House Committee on Post Office and Civil Service has published a report entitled "Maintaining the Integrity of the Career Civil Service," which contains CSC replies to Committee questions relating to transition. . . . High interest in transition was reflected by the number of requests CSC received for copies of the article "1961 Top Team Must 'Hit the Ground Running'" by Chairman Roger W. Jones in the first issue of the *Civil Service Journal*. Reprints are on order, and Federal agencies will be able to obtain supplies (an FPM Bulletin is being issued).

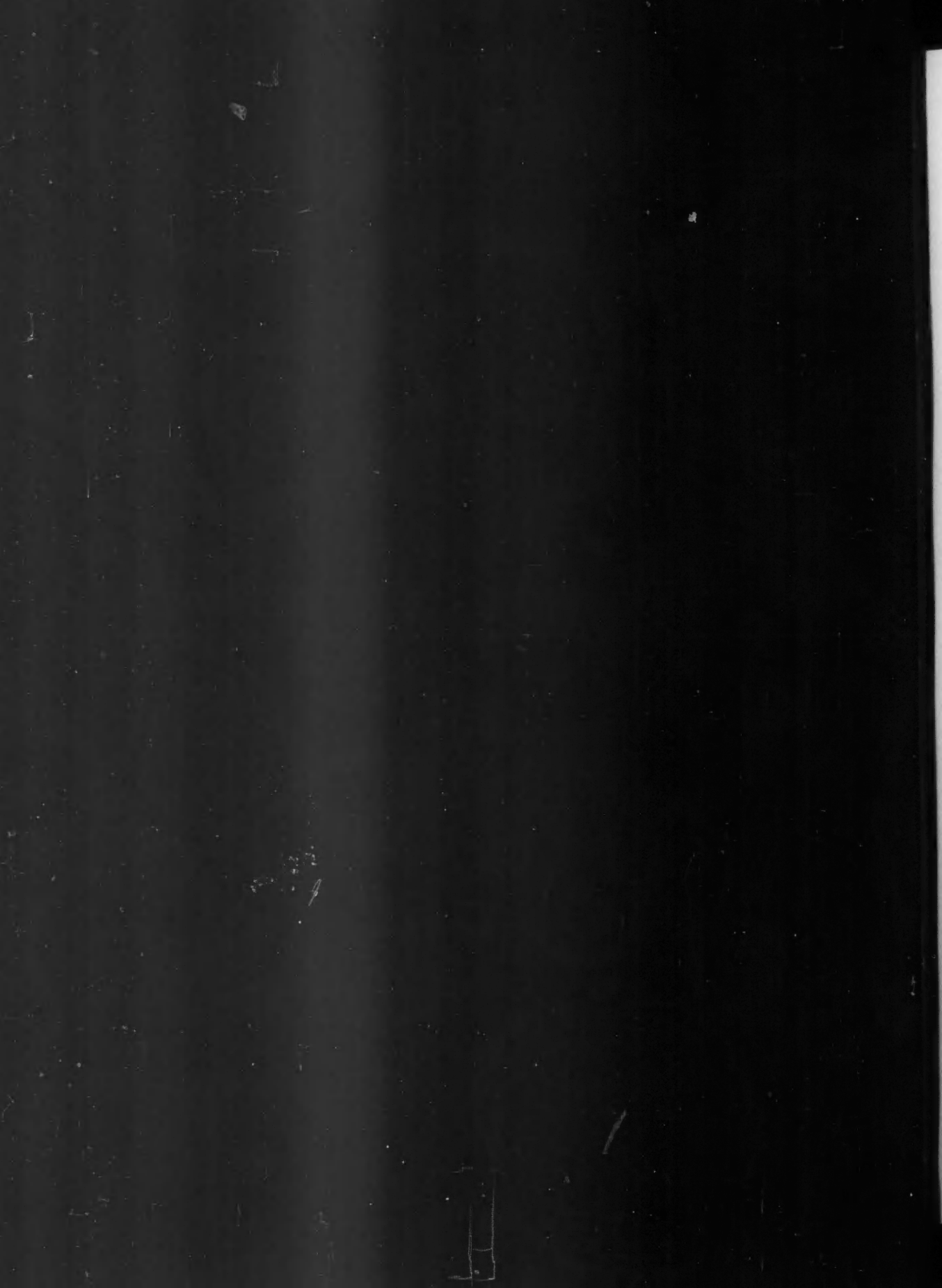
(Continued—See Inside Back Cover.)

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## IMPACT OF THE MAN ON THE JOB

by WARREN B. IRONS

*Executive Director, U.S. Civil Service Commission*

One of the most repeated criticisms of the Federal service is that our personnel system encourages mediocrity. This is an assertion we cannot allow to stand unchallenged. Leaving aside motives of pride in ourselves and our associates, we must not allow Uncle Sam, the Nation's largest employer, to fall into habits that stifle achievement and exceptional performance. Such a drift would not only hurt efficiency in Government itself, but would have a deadening effect, by example, on other organizations.

Those who make this criticism of the Federal service seem to be influenced in large part by the fact that we have done too good a job since the Classification Act was enacted in 1923 of publicizing the fact that we pay for the job and not for the man. While this point needs to be made, I am afraid we have oversold it.

It is almost as if the management of the New York Yankees spelled out what they expect of an outfielder (as I am sure they have), attached a salary figure to the job, and announced they would hold to that figure whether they were paying Babe Ruth or the least inspired outfielder that ever wore their uniform.

Actually no two people do a job exactly alike, and, while we must shy away from being too much influenced by differences really minor in nature, we have to be just as alert to recognize "the big difference" as management in any other walk of life. True, we are frequently more limited in what we can do about it, but not so limited as many people have assumed these many years.

The fact that the man can make the job, that he can substantially change it by his performance from what it was before he held it and what it will be after he is gone from it, has not been emphasized nearly enough. We have been too content to assume similarities of performance and not alert enough to identify and do something about significant differences.

Personally I believe the reason for this tendency is that management has not concerned itself sufficiently with the classification process. We have permitted an air of mystery to surround this specialization. Too frequently management has not had the means, because of lack of basic familiarity with the process, to exert its rightful impact. There is a difference between perceptive participation by management and an arbitrary overriding of staff recommendations.

Recently the Commission has attempted to describe more clearly the basic concepts of its administration of the Classification Act, and to emphasize the impact that the man may have on the job—an impact which may in some cases be so great as to materially change the nature of the job and be a basis for reclassification. This document, FPM Letter No. 511-1, dated August 19, 1960, is significant to all managers and should many times repay the effort necessary to become familiar with it and put its principles into practice.

## Federal Management Must Choose

# MANPOWER IN THE 1960s:

by FREDERICK J. LAWTON, *Commissioner,*  
U.S. Civil Service Commission

"Help wanted!" Is this to be the watchword of the coming decade?

What will it mean to the agencies of the Federal Government? What kind of help will they want, and where will they find it? Or *will* they find it?

These are the questions which a report of the Department of Labor, by implication, asks of Federal personnel administration. And since years have a way of slipping by, we had better start right now to find the answers.

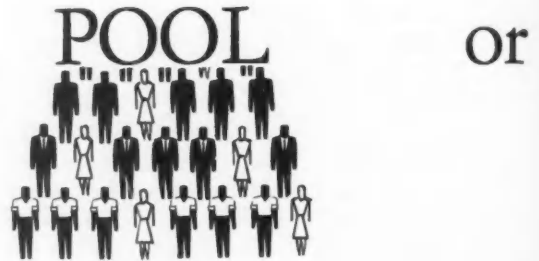
The report in question is "MANPOWER—Challenge of the 1960s," published early this year by the Department of Labor. In a few graphic pages it presents a picture of major changes in America's occupational structure and human resources—changes that are already taking place and that will become more pronounced with each passing year. The picture conveys both a promise and a warning. The promise is one of high levels of employment, more education, continued scientific and technological advancement, and a much higher standard of living.

But to the Federal Government as an employer, the warning is this: Unless responsible management in Government begins at once to construct channels for the productive flow of the changing labor supply, by 1970 our Government manpower pool will become a whirlpool, swallowing rather than utilizing one of our scarcer resources.

America is a land rich in natural resources. In the early years of our history these resources were regarded as virtually inexhaustible, and were used, abused, wasted, and exploited accordingly. In the twentieth century, however, a wiser attitude has prevailed, and the need for conservation and planned use of our natural resources is now universally recognized.

Unfortunately, this enlightened attitude has not yet been extended to include the most important asset of all: the Nation's manpower. The manpower forecast for the next 10 years indicates clearly that equal attention must now be given to the conservation and planned use of America's human resources.

The elements of the forecast that are of particular significance to Federal personnel management are the following:



There will be a 15-percent increase in the population of the United States and an increase of nearly 20 percent in the national labor force.

There will be major changes in the composition of the labor force.

Government service at all levels is one of the areas of employment that will grow faster than the national average rate.

### THE CHANGING PICTURE: WHO WILL WORK . . .

The changes that are taking place may be examined under two general headings: People and Jobs.

The most striking change with respect to people is a major shift in age distribution—a change to which the whole economy will have to adjust. Although the total labor force will show an increase of 13.5 million within the next 10 years, workers between the ages of 25 and 34 years will increase by less than 2 million, and there will be an actual *decrease* in the number between 35 and 44, reflecting the low birth rates of the 1930s. In other words, we are faced with a definite manpower shortage in what has generally been regarded as the "preferred" age group—namely, 25 to 44.

The decrease will be balanced by dramatic increases at both ends of the age scale. In spite of earlier retirements, there will be 5.5 million more workers over 45 years of age, while the number of young workers under 25 (the postwar "baby boom") will increase by 6.4 million.

Of special significance with respect to the huge increase in the young and inexperienced group is the fact that although a larger *percentage* of these young workers will have a high school education or better (70 percent in the 1960s as compared with 60 percent in the 1950s), a larger *number* will not have completed high school.



The other very important change in the composition of the work force will be the rapid increase in the number of women workers. There will be 6 million more women workers in 1970 than in 1960; this represents a 25-percent increase for women, as compared with a 15-percent increase for men. One out of every three workers will be a woman, and their average age will be 41 years.

#### ... AND WHERE?

Before considering the meaning of these population changes to the Federal Government as an employer, let's go on to a brief examination of expected changes in the job picture. The 20-percent increase in total employment within the next 10 years will be marked by a much faster growth in the service industries than in the construction industries. As our technology advances, proportionately fewer workers will be needed to produce the goods we need, while more workers will be needed to provide the increasing services required as our standard of living goes up. Government services—Federal, State, and local—will be among those facing a faster-than-average growth.

In terms of occupational fields, the greatest need will be for trained professional and technical employees, and the smallest will be for semiskilled and unskilled workers; employment on farms will show a marked decline. During the past decade, as the Department of Labor points out, the professional, office, and sales workers as a group exceeded for the first time in our history the number of people employed in manual occupations (skilled, semiskilled, and unskilled jobs). This trend will continue. The fastest growth will occur among engineers, scientists, and other professional and technical occupations. The need for skilled craftsmen

will increase, but the number of unskilled jobs will stay about the same, continuing their long-term relative decline.

#### A CHALLENGE TO FEDERAL PERSONNEL ADMINISTRATION

The revealing statistical picture presented by the Department of Labor obviously calls for changes in Federal personnel policies, programs, and practices—and perhaps most of all in the attitudes of those who hire and supervise Federal employees.

First of all, we must bear in mind that the problems presented are not ours alone. Private employers will be facing manpower shortages in the same groups, and increased needs in the same occupations, as Government employers. We will have to maintain, and in fact improve, our competitive position with private industry in the recruitment and retention of competent people, especially in the shortage groups. Government cannot expect to outbid industry on the salary front, but we know from experience that there are many factors in Federal career employment that compensate for the comparatively low ceiling on our salary scale. Fringe benefits, career development and advancement, participation in work of national and international importance, service to America—these and other special features of Federal service combine to attract and hold many thousands of highly qualified men and women in Government careers. We must take all possible measures to maintain and improve these special attractions and to present them in the most effective ways to potential recruits.

Within the last decade we have come a long way from the general attitude toward recruitment that used to prevail among Government agencies—namely, that there were plenty of qualified applicants who would come to us seeking the opportunity to compete for civil service jobs. We have learned valuable lessons about positive recruitment and have developed many effective techniques, particularly in the area of college recruitment. These lessons and techniques must be applied in the future with increased vigor and over a much wider range of recruiting activities.

#### BALANCING SCARCITY AND ABUNDANCE

The fact by which I was most strongly impressed on first reading "MANPOWER—Challenge of the 1960s" was the acute shrinkage, over the next 10 years, of the 35- to 44-year age group. This is the group which normally supplies a large proportion of the Nation's executives, managers, foremen, and most highly skilled workers. It is the group in Government, generally speaking, in which we find our upper-middle-grade management and professional personnel, and from which top-level jobs ordinarily would be filled. Without this

(Continued—See MANPOWER, page 20.)



## A Look at

# LEGISLATION

### *BILLS REPORTED IN THE FIRST ISSUE OF THE JOURNAL THAT HAVE SINCE BECOME LAW:*

*Health Benefits.* Public Law 86-724 provides a health benefits program for certain retired Federal employees and their families.

*Injury Compensation.* Public Law 86-767 amends the Federal Employees' Compensation Act to make benefits more realistic in terms of present wage rates.

*Overseas Personnel.* Public Law 86-707 provides for improvement of the administration of overseas activities of Government of the United States.

*Retirement.* Public Law 86-622 provides for disposition of contributions in the case of annuitants whose length of service exceeds the amount necessary to provide the maximum annuity allowable under the Civil Service Retirement Act.

### *NEW LAWS NOT PREVIOUSLY REPORTED IN THE JOURNAL:*

*High-Level Scientific and Administrative Positions.* Public Law 86-768 exempts appointments made by the Librarian of Congress in grades GS-16, 17, and 18 from the requirement of prior approval by the Civil Service Commission of the qualifications of the proposed appointees.

Public Law 86-669 creates a National Capital Transportation Agency and authorizes not to exceed 5 positions in grades GS-16, 17, and 18 in addition to the number authorized by section 505 of the Classification Act.

Public Law 86-626, Independent Offices Appropriation Act, 1961, authorizes the Federal Power Commission to place 6 additional positions in the following grades: one in GS-16, one in GS-17 and four in GS-18.

Public Law 86-703, Department of Health, Education, and Welfare Appropriation Act, 1961, amends section 208(g) of the Public Health Service Act by authorizing the Secretary to increase the number of professional and scientific positions (Public Law 313 type) from 85 to 150, of which the number for the National Institutes of Health is increased from 73 to 115.

*Leave.* Public Law 86-559 changes from a calendar-year to a fiscal-year basis the 15 days' leave of absence to which each reservist of the Armed Forces or member of the National Guard who is an employee of the United

States or the District of Columbia is entitled while on active duty or on defense training.

*Reemployment Rights.* Public Law 86-632 amends the Universal Military Training and Service Act by clarifying reemployment rights of national guardsmen performing initial training duty of from three to six months; by reducing the time limit for application for reemployment following initial training duty, general active and inactive duty training of guardsmen and reservists; and by incorporating the provisions of 262(f) of the Reserve Forces Act into the Universal Military Training and Service Act.

*Retirement.* Public Law 86-782 credits periods of retirement during World War II to Federal employees of Japanese ancestry for purposes of the Civil Service Retirement Act and the Annual and Sick Leave Act of 1951.

Public Law 86-713 accelerates the commencing date for payment of annuities under the Civil Service Retirement Act from a "first-of-the-month-after" concept to a "day-after" concept.

Public Law 86-415 strengthens the Commissioned Corps of Public Health Service through revision and extension of some of the provisions relating to retirement, appointment of personnel, and other related personnel matters. More closely identifies the retirement system applicable to Public Health Service commissioned officers with the system applicable to military personnel.

### *BILLS REPORTED IN THE FIRST ISSUE OF THE JOURNAL THAT FAILED OF ENACTMENT:*

*Motor Vehicles.* H.R. 12620 provides for the defense of suits against Federal employees arising out of their operation of motor vehicles in the scope of their employment.

*Retirement.* H.R. 4601 limits to cases involving national security the prohibition on payment of annuities to retired employees.

*Travel.* H.R. 5196 increases per diem and mileage allowances and permits expenses for parking fees.

*Promotions.* H.R. 543 provides that, upon promotion or transfer to a position of higher grade, an employee would receive not less than a two-step increase of the grade from which he is promoted.

Here's One Way To Approach The Problem

## FORECASTING EXECUTIVE TURNOVER

by ROSS POLLOCK

An earnest young man told his bureau chief, "Sir, I am sorry to see you go into retirement. We need a man of your experience around here." The older man smiled and replied, "I appreciate your saying that, but you have no cause to be sorry. You and nine others will probably be promoted when I leave."

As the story indicates, there are often both gains and losses stemming from the retirement of career executives. Management gains all the way around when a slowed-down executive retires. On the other hand, it loses when an energetic executive departs. But, even so, there are gains to partially offset the loss—an opportunity to rewire the organization, to modify or alter its course, and to try out younger men with perhaps newer and better ideas in high positions.

The extent to which management gains or loses in retiring its career executives depends to a considerable degree on how well it has planned in advance to meet the situation when it occurs.

It takes time to develop a group of potential successors: time to give prospective replacements formal training, time to try them in different jobs, time to expose them to different ways of doing things, and time to form sound evaluations about their potential. Management needs time to develop competent successors to competent executives—time that can be gained best when management can forecast the probable turnover among executives.

### AGENCY PROBLEMS

Commission staff has found a great variation among agencies in the patterns of executive departures. For example, the head of a scientific agency reports that he loses practically none of his men through retirement; his major loss is to industrial and university laboratories. An official of another agency reports that nearly all of his professional employees retire by custom at 62; he knows exactly what to expect. One agency official reports that most of his executives are nearing retirement; his problem is immediate and serious. Another reported that most of his executives are in their 40's or 50's; his problem today is to find ways of advancing men in an organization that anticipates small turnover. The loss of executives through disability retirement is quite small

Mr. Pollock is Assistant Director, Career Systems, of the Commission's Office of Career Development.



overall; the figure is a fraction of that of disability retirements in the general Federal employee population.

### CAUSES OF EXECUTIVE TURNOVER

A number of agencies have reviewed informally the causes of executive turnover. Of course, most men must leave when the mandatory retirement age is reached. Few obtain extensions of employment beyond this age. Why do executives leave before that time? The causes were found to arise from factors developing within the executive himself, those related to his family, those arising within the agency, and those coming from outside the agency.

A man's health may affect his decision to retire. If his health is poor, he may be forced to retire before 70. If his health is not good but short of disability, he may decide to stay on the job to the last day in order to obtain the maximum retirement annuity which, with his health benefits, will help pay expected medical expenses. If his health is good, he may decide to leave early and enjoy life while he can. On the other hand, he may decide to stay with the job which gives him a challenge he cannot see in retirement. Health, though important, is hardly a reliable indicator of what a man may do.

An executive's preferences may be important. If he prefers outdoor life, his indoor assignments may cause him to seek to retire early so he can fish or hunt or farm. If he seeks constant change and can see none in the future in his job, he may prefer to retire early in order to seek adventure elsewhere.

A man's family is a significant factor in his retirement decision. Illnesses of wives or other family members have encouraged men to stay on the job. A loss of a wife has caused some men to depart early; others have kept their jobs as a protection against loneliness. Men with children in college rarely retire early; they can hardly afford to do so. Family factors are important but are not easy to gauge as retirement indicators.



The climate in the agency seems to be an important factor with some men when early retirement is contemplated. Some men retire to escape threatened loss of status or diminished job satisfactions. Other men hang on to the end because they "won't be pushed out." Some men leave because they dislike their bosses; others stay on because of the challenge of program and good leadership. The attitudes a man has toward his agency management constitute another set of factors affecting plans for departure which are difficult to assess.

Job opportunities offered by other Government agencies, industries, or universities complicate the picture. Offers within the Government are accepted in terms of their challenge in comparison with the present job. Offers from outside are complicated by the difficulty of comparing income after retirement if one remains in the Government with the same income if one departs. Usually, an employee finds that he must make a very much higher salary outside if he is not to lose out in early retirement.

Changes in business conditions and cost of living can affect executive turnover rate also. When the trend of our economy is up and the cost of living is increasing, some Federal executives receive more attractive offers from non-Government organizations. On the other hand, rising costs of living may spell decreasing purchasing power in retirement to an executive who does not plan to seek outside employment. As salaries are more often adjusted to cost of living than annuities, he may defer his retirement in order to keep receiving a salary as long as possible. Conversely, when the cost of living is stable or pointed downward, a Federal executive may afford to retire earlier. Economic factors, then, affect importantly and uncertainly the decision of a Federal executive to retire.

The final factor we will consider is the effect of Federal personnel system changes on retirements. A promise of increased retirement annuities may delay early retirement or resignation of some executives until the promise is fulfilled or denied by Congress. A significant change in pay that will increase the "high-5" years average which governs his annuity may cause a man to stay on awhile. A chance to obtain new benefits, such as those recently granted in the health and medical field, may cause retirements to be deferred.

The factors which move executives to early retirement or resignation are, then, complex and difficult to use in forecasting turnover. We can say that executives, like many other kinds of employees, stay with their jobs because of the satisfactions, rewards, and challenges. They probably leave when their dissatisfactions with office climate, status in the organization, pay, or uncertainty as to continued employment exceed their satisfactions. The extent of an executive's working exposure to outsiders may affect the result; the more attractive he is to outsiders, the more satisfaction he must have in his job in order to remain with the Government.

## FORECASTING—FROM THE PAST

In spite of the complicated picture of the factors which affect a man's decision to leave the Government before mandatory retirement age, agencies still need to make informed guesses as to what their replacement needs are. How can they do this?

The first, simple system is a forecast which is based on the assumption that what has happened in the past is likely to happen again in the future. The Civil Service Commission has figures on the retirement of career executives in grade GS-15 and above and in positions with roughly equivalent salaries, such as PL 313 positions. With a large enough group to provide a reasonable statistical base, agency officials can use these figures to estimate their losses in the coming 5 years.

The Civil Service Commission's actuary, Maurice S. Brown, using a Federal employee census as of September 1958 and retirement figures for fiscal 1959, developed a table showing the retirement rates of key Federal employees. (See Table 1.) Column 2, headed "Length of

TABLE 1  
RETIREMENT RATES OF KEY FEDERAL EMPLOYEES

Age group	Length of service	No. retirements F.Y. 1959	No. executives reported census 9/1958	Retirement rate (%)
55-59	30+	29	440	6.6
60-64	30+	48	390	12.3
65-69	30+	43	210	20.5
62-64	5-29	26	330	7.9
65-69	5-29	31	370	8.4
70+	5-14	4	20	20.0
		181	1,760	10.3

NOTES:

1. The column headed retirement rate was obtained by dividing the number retired in fiscal year 1959 by the census count of September 30, 1958.
2. Employees receiving \$11,500 through \$16,999 were included in the sample (roughly, GS-15 to 18 and equivalent salaries).

service," separates employees who had more than 30 years' service, and thereby were entitled to more generous annuities, from those with less service at the time of retirement. Note that the average retirement rate in 1959 for all groups was 10.3 percent.

These figures were used to develop a simple formula (see Figure 1) for predicting probable retirements. If you wish to use it in your agency, count the number of employees in GS-15 and above (or with equivalent salaries) that you now have who (a) are 50 through 56 years old and have 25 or more years of service and (b) are 57 or older, regardless of length of service. The sum of these two figures, divided by two, gives you an estimate of the number of employees in these upper grades who can be expected to retire in the next 5 years. (See example, Figure 2.)



### Estimating probable retirements of Federal executives

$$R = 1/2 (a + b)$$

*R* = probable retirements in next 5 years

*a* = No. executives, GS-15 & up, now age 50 through 56 with 25 years service or more

*b* = No. executives, same grades, now 57 years old or older (any length of service)

fig. 1

Of course, the formula cannot be used to give reliable estimates for an agency with a small number of executives. Also, if the agency in its investigations finds that a significant number of its employees must retire within 5 years, the estimate should be corrected by excluding these people from the estimate and then adding their total to the figure derived from the formula. Conversely, if most of the executives are in their early 50's, the figure obtained through the formula will be too high and should be adjusted. The formula can be applied most successfully in an agency with a fairly even age distribution of executives in their 50's and 60's.

What of the agency with a small number of executives? The figures collected may be useful. Men who attain 30 years' service before they retire seem to have followed a somewhat consistent pattern (see Figure 3). Let us look at it in terms of chances that a man will re-

### Example of use of formula for estimating probable retirements of Federal executives

(1) Number of GS-15's and higher grade employees on the rolls.... 88

(2) How many of them are now:

(a) Between 50 and 56 with 25 years or more service..... 24

(b) 57 years old or older (any length of service)..... 13

$$R = 1/2(a+b) = 1/2(24 + 13) = 1/2 (37) = 18$$

(Conclusion: Probably 18 of our key executives will retire in the next 5 years.)

fig. 2

tire. We can predict from this chart that if a man has 30 years' service by the time he is 56, the chances are 2 to 1 that he will retire by the time he is 63. If he will attain 30 years of service by age 64, the chances are 5 to 2 that he will remain on the job until sometime after his 63d birthday.

The chart is easy to apply to specific situations. Suppose you have three men who are between 55 and 60 and each now has 30 years of service. Because such men are young enough to get other jobs and probably because of other factors, you may want to plan as though you would lose two of the three in the next 5 to 8 years.

### FORECASTING—FROM MEN'S PLANS

Ideally, we ought to be able to ask men what their retirement plans are and obtain a realistic estimate from them which would permit us to act promptly. Agencies have found that this simple approach has some serious drawbacks.

### RETIREMENTS OF 161 FEDERAL EXECUTIVES IN 1959 WHO HAD SERVED AT LEAST 30 YEARS

		63 or younger	64 or older
Age-group in which executives reached 30 years' service	56 or younger	49	24
	57 or older	20	48

fig. 3

A man 50 years of age or older who is asked his retirement plans may not have any idea what they are. In the first place, many people hate to face the fact that someday they will have to retire. They do not want to plan ahead as to what they will do after retirement or even to think about when they might leave. This may be particularly true of executives who now enjoy positions of considerable authority. What will they do when they retire—nothing? An inquiry to a man who does not want to face the questions that retirement raises may bring about a surprisingly emotional answer.

Another factor may be important. Studies of businessmen show that a remarkable number of business executives have feelings of insecurity. Some social scientists guess that these feelings have been an important motivating factor in bringing about advancement to (Continued—See FORECASTING, page 26.)

# THE PLACE OF *Appeals* in the FEDERAL PERSONNEL SYSTEM



by ROGER W. JONES  
*Chairman,*  
U.S. Civil Service Commission

In the year and a half that I have been at the Civil Service Commission I have often been asked this question: "What part of the Federal personnel system do you think most needs to be changed?" For almost a year I have been certain of my answer. The part of the Government's personnel system that stands in greatest need of change is the handling of appeals on personnel actions. But in reaching this answer I have found myself plagued by a paradox. Although many, many people agree that the appeals system needs to be improved, they appear to be quite unconcerned as to how soon the changes should be made, what those changes should be in really specific terms, and where responsibility lies for assuming chief leadership in bringing about the changes.

For a long time this paradox bothered me so much that I was unwilling to discuss the appeals system publicly. Was this an issue, I asked myself, which, like Washington weather, is only of talking concern, or was it a real concern which lacked a catalytic agent to activate it? I am now convinced that the concern is real, and that the time has come for public discussion of possible changes in our appeals system.

## PROBLEMS OF ATTITUDES

The first things to be considered in any discussion of major changes in the appeals system are several problems of attitude toward the existing system. In part, these problems of attitude have been influenced by a series of landmark decisions by the courts in the past decade. Although the courts have clearly called for

(Based on an address to the National Federation of Federal Employees Convention in New York City, September 12, 1960.)

both simplification and clarification in appeals procedures, we have moved in the opposite direction. Our adjustment to the pronouncements of the courts, particularly where they have involved failure to adhere to established procedures, has often taken the form of added complexity in the very procedures which the courts had ruled were not being followed. Whatever degree of administrative tidiness the courts have forced in the handling of some aspects of appeals, the chief result of the decisions in such cases as *Cole v. Young*; *Helen A. Watson v. the United States*; *Service v. Dulles*; *Accardi v. Sbaughnessy*; and the recent *Vitarelli* and *Chisbolm* decisions, has been a frustrating kind of circular chase around the bush. I suggest that we need to stop being alternately negative or exuberant about court decisions in appeals cases, depending upon whose ox is gored. We should adopt a positive attitude of willingness to understand and to act constructively on the basic dicta laid down.

In effect, the courts are saying with increasing emphasis that they will interpret personnel law and procedures quite literally; and that if this be injection of the judiciary into personnel management, so be it. Does it not stand to reason that this kind of direct judicial involvement in personnel management can be reversed, or at least not be permitted to increase? It seems to me logical to believe that personnel management can be largely restored as an executive function by two kinds of steps: by deciding what changes in statute are desirable and then working to get them; and, even more important, by working together to establish simpler, Government-wide policy on the handling of grievances and appeals within the agencies themselves, and in the Civil Service Commission.

Once we have really adjusted to the decisions of the courts, and not until then, can we tackle the job of adopting other attitudes of mind which will make it possible first, to restore to our grievance and appeals systems a philosophy of concern with substance and the validity of actions taken, and second, to disengage ourselves from the choking net of constant procedural disputes.

#### TOWARD NEW ATTITUDES AND POSITIVE ACTIONS

What then can we do to establish and maintain these new attitudes? And what positive actions can we take to make these attitudes widely known, both inside and outside the Federal Government? For a starter, I suggest three matters which need attention:

(1) We need to restore, and insist on maintaining, a balance between the desire to be fair to the individual employee and the need to permit agency management reasonable latitude in the handling of personnel offenses of all kinds. In their desire to give the benefit of the doubt to employees, particularly with respect to procedures, the agencies have frequently gone beyond the requirements of law or Civil Service regulations. In effect, they have tied their own hands and then complained loudly when the Civil Service Commission has been unable to untie the knots. Restraint and disciplined good will can correct this situation quite promptly.

(2) We need to stop giving procedural "gimmickery" an importance which is neither deserved nor necessary. To be blunt about it, employees need to get over a growing proclivity always to seek procedural error in the hope that if it is found the substantive merit of the action against an employee can be overcome or lost sight of. On the other side of the coin, agencies need to acquire a more precise sense of responsibility in being both forthright and fair when they prepare their statements of the reasons for proposing action against an employee who has failed to measure up. Good procedures are necessary to insure equal and prompt justice, but they are not a substitute for appropriate action on either side. Fairness to the public who pay the bills is an attitude which both agency and employee can well champion and exemplify.

(3) We need to recognize and to insist that an adverse personnel action against a Federal employee does not necessarily damn him for all time. It should not be assumed that all persons who have failed in Federal jobs have committed some crime or are threats to the security of the United States. Failure in a Government job is often no more serious than failure in an industrial job. It should have no greater effect on future employment prospects in other Federal jobs than a similar fail-

ure has in private industry. Perhaps the failure was one of misassignment or the result of factors which had no real bearing on capacity to perform well in another place, at another time, and under other circumstances.

There is nothing in historical developments which requires our appeals system to be frozen in its present form. I believe that new and positive attitudes of mind about an adequate appeals system can point the way to devising a better one than we now have.

#### CORNERSTONES OF A BETTER SYSTEM

I think there will be little disagreement upon the basic principles to underlie such a better system. It must rest upon four solid cornerstones:

- (1) An adequate method for prompt handling of employee grievances and appeals;
- (2) A set of simple procedures made as uniformly applicable as possible;
- (3) Adequate protection for the rights of employees; and
- (4) Absence of any threat to the authority of the agency to keep its programs and personnel above reproach.

Within the agency itself, the appeals system must maintain the integrity of the agency and its program, and it must do so without jeopardy to the individual integrity of the employee. Management can and does make mistakes, and the employee should be protected against such mistakes. But that protection should not make impossible, or even difficult of achievement, simple corrective or disciplinary actions by supervisors for minor deficiencies and infractions.

We must carry over this same spirit into the consideration of those more serious offenses on which Government agencies should be able to act promptly and definitively, in most cases by discharge of the employee. The rules for handling such cases should be fair and simple, but should provide some protection to both employees and the agency against error or too-hasty action.

Maintaining integrity of both agency and individual involves a careful balancing of the rights which exist on each side of a dispute which becomes an appeal. So far as the employee is concerned, his rights seem to be grounded in part in statute, in part in procedural precedents which have grown up over a long period of time, in part in the American concept of fair play, and finally in our American belief in the innate dignity of the individual. In general, there are five chief employee rights which any appeals system must recognize. They are the right:

- (a) to have a clear notice of his deficiencies set forth in writing;
- (b) to answer the charges made against him and to have a reasonable time to prepare his answer;

(Continued—See APPEALS, page 28.)

# LEGAL DECISIONS

## RIGHT OF APPEAL

*La Marche v. United States*, Ct. of Claims, July 15, 1960. Plaintiff was given a letter of charges notifying him that the agency proposed to discharge him or to take other appropriate disciplinary action. After considering his answer, the agency decided that a suspension of 14 days was a more appropriate penalty than discharge. He appealed the suspension and the Commission refused to accept and consider his appeal under section 14 of the Veterans' Preference Act since a suspension must be for more than 30 days before the statute is applicable. Plaintiff contended that, since the original letter of charges notified him that he might be discharged, his case was a section 14 case. The court agreed with the Commission, stating, "By the time the case reached the stage of such an appeal, there was no action or proposed action involving a suspension of 'more than 30 days,' and the statutory provision for a right of appeal to the Civil Service Commission in relatively serious cases was no longer applicable."

## AUTHORITY TO REMOVE

*Zirin v. McGinnes*, Ct. of Appeals, 3d Cir., August 1, 1960. In May 1959, the Court of Appeals, 3d Cir., held that the District Director, Internal Revenue Service, Philadelphia, lacked the authority to remove an employee. On reargument before the court *en banc*, the court held that this authority had been delegated to the District Director. The case is included here even though it establishes no important principle of law because it illustrates an aspect of appeal cases that may well be raised in other court actions. Agencies must now be prepared to defend not only challenges to the procedures that were followed but also challenges to the authority of the official who took the adverse action.

## ROUND-UP

The above cases are the only significant Federal personnel decisions that have been handed down by the courts recently. Summer is the recess period when many of the judges are on vacation, and only the most pressing cases are heard. In the absence of specific decisions to report on, readers may be interested in a general review of the court decisions that were handed down during the fiscal year 1960.

Only cases in which the court made a decision are in-

cluded. Excluded are cases that were settled by stipulation of the parties, cases dismissed for failure to prosecute, cases that were withdrawn by the plaintiff, etc.

The district courts (including also cases that went on to the courts of appeal) handed down 42 decisions during the fiscal year. The Court of Claims was almost as busy, handing down 37 decisions.

The percentage of cases in which the employee was successful was about the same in both courts, although petitioners in the Court of Claims had a slight edge over those in the district courts. The score: 8 out of 37 cases in the Court of Claims were won by the employee; 6 employees out of 42 were successful in the district courts.

In both courts, the majority of cases arose because of the employee's separation from his job. In the district court, 20 cases related to removals for cause and 9 were cases in which the employee had been affected in a reduction in force. Of the other district court cases, two involved retirement, one resulted from an employee's resignation, two were suits for alleged libel by a Federal official, one related to an appointment, and seven arose out of the Federal Employees' Group Life Insurance Act. The latter figure illustrates the principle that new statutes beget new court cases.

In the Court of Claims, 21 decisions were in cases filed by employees who had been removed for cause and six involved employees against whom action had been taken in a reduction in force. Employees who disagreed with action taken in their cases under the Civil Service Retirement Act accounted for five decisions and five others involved questions of compensation, such as entitlement to overtime pay and right to back pay following restoration to duty.

## THE COMING YEAR

Having looked over our shoulders at last year's cases, let us now take a brief look forward. On the basis of past experience, we can expect a hundred or so cases involving Federal personnel matters to be filed in court. We cannot, of course, predict what specific provisions of law or regulation will be challenged. Two cases, however, are pending from last year that are worth noting. *Born v. Allen*, pending in the Court of Appeals for the District of Columbia, involves the application of section 14 of the Veterans' Preference Act to the Foreign Service. The other, *Colbath v. United States*, pending in the Court of Claims, challenges the legality of the regulations that govern transfers of functions.



40 YEARS AGO

## *Retirement Act Loosened The Wheels So Government Could Run Again*



*It's a safe bet that few of the more than 2 million Government employees covered today by the Civil Service Retirement Act think of the act primarily as a means of promoting the efficiency of the Federal service. Yet the most telling argument made on behalf of passage of the original act in 1920 was that it would promote efficiency through providing a humanitarian means of eliminating superannuated employees from the Government payroll.*

*Although the act of 1920 has been repeatedly amended in the intervening years and new concepts have been introduced from time to time, its origin in conditions which management found intolerable from the standpoint of efficiency is still instructive to all who would understand the nature of the law on the books today.*

Under the spoils system of appointment to Federal jobs which prevailed through most of the 19th century, there was little justified need for a retirement system for Federal employees. It was only when the Civil Service Act prohibited dismissal for political reasons—though initially only in a small portion of the service—that there was a basis for assuming continuity of service leading to retirement. In point of fact, many employees did cling to their jobs until death. Many who were hired under the spoils system were compassionate cases—old at the time of appointment. Few could save enough from their meager salaries to provide for old age, and most department and bureau administrators were reluctant to dismiss loyal employees whose greatest fault was that of growing too old to be of service. The only alternative for those without relatives to care for them was to become wards of charity. Therefore, in a great many cases, old

employees were allowed to remain on the job, even though some were almost totally incapacitated.

Contemporary records, including hearings on proposed retirement legislation, are replete with examples and case histories that ring strangely on modern ears.

### A MOVEMENT BEGUN

In the early 1890's the question of superannuation of Federal employees was beginning to be raised, primarily by employees and employee organizations petitioning Congress. There was support from department and bureau officials who were distressed at the inefficiency of superannuated employees. An occasional pension bill was introduced in the Congress, but none made any headway.

In its fourteenth annual report, covering the period July 1896 to June 1897, the Civil Service Commission took a rather cautious approach to the question, confining its comments to positions for which it had responsibility—those under civil service. Referring to statistics which showed that most new appointees were "in the prime of life," the Commission said: "These statistics . . . afford no foundation for the charge that the merit system tends to a civil pension. No question of superannuation could arise in many years respecting the appointment of persons whose average age when appointed is less than 29 years. The agitation of this question is almost entirely confined to those who were appointed before the civil service law was enacted."

In 1899, in its sixteenth annual report, the Commission spoke more directly to the problem. This report relates that in 1897 the Secretary of the Treasury, laboring under the difficulties of having a good many aged and incapacitated employees on his rolls, had instituted a system whereby the department had created an honorable-service roll which called for the pensioning on-the-job of disabled employees who had reached age 70. This plan also provided for their reduction in salary to \$900 a year. These affected senior-citizen employees were given only the easiest of tasks to perform. Congress questioned the "establishment of a civil pension list" and forbade the practice in an appropriation act.

(Continued—See 40 YEARS, page 25.)



# THE MAIRT SYSTEM

## —AS ITERS SEE IT

*In the field of Federal personnel management, John Fox furnishes a good deal of fun and occasionally points a moral through the mouths of his colorful Irish characters "Mulligan" and "Grogan." First featured in Shot and Shell, the employee house organ of the U.S. Naval Ammunition Depot, Hingham, Mass., Mulligan pieces have been printed in a number of other publications. Here, by permission, we present brief extracts of Mulligan on a number of personnel subjects.*

"Mulligan," Mr. Fox states, "is one of the few surviving members of a delightful generation of South Boston Irishmen whom I knew so well and loved quite dearly when I was stationed for 15 years on the South Boston waterfront."

*The setting of the Mulligan-Grogan colloquies is an ammunition "burning area" at a remote location where unserviceable or highly unstable explosives (as well as an occasional FPM) are dumped for destruction or detonation. Mulligan, of course, is the supervisor and Grogan his subordinate.*

### ON THE FPM

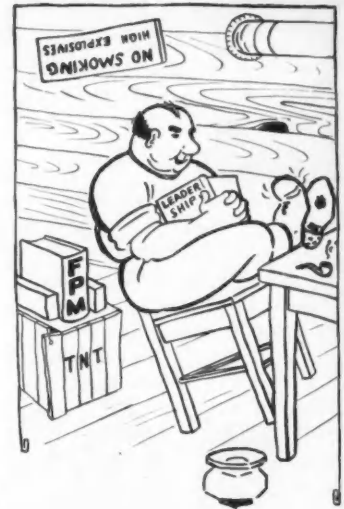
"I run a tight ship here, Grogan. Strictly according to Hoyle, the distinguished author of the Federal Personnel Manual, and a man after me own heart."

"Hoyle, hmm. Do ye suppose he is wan of the Limerick Hoyles, the well-known horse and whisky family that always had a winner in the Belfast Derby?"

"No. None of them could spell, as they were too rich to bother learning. The fellow who wrote this book must have been a college graduate, at least, probably a P-Haitch-D, be the way he throw the lingo. He's a right-wing personnel man who never committed a sin on any subject, according to the way he tells it. It's a lovely book, Tim, that should be kept in every library, up there on the shelf. Iv course, it is perfectly safe to have a copy in most Government offices, as it have not yet been banned in Boston. Few people have ever got beyant the first three pages without remembering that the boss wanted them to sweep the floor this afternoon."

### ON THE CIVIL SERVICE COMMISSION

"Under the law, Tim, the Commission is the world's authorita on mairt, timperance, and the other Sunda School aspicts of government. You might say they are the official sidewalk superintindints of the creer service. They mane no harm. A while back someone tipped



them off on the subject of promotions, but the subject is only wan part of the mairt system. Now they say that no outfit have any mairt unless they write it up and say so.

"The mairt system, Tim, have nothing to do with such worldly considerations as work, but concern itself with the theological virtues of the public service, such as getting the promotion because you deserve it, which is rarely the case."

"I see," mused Grogan. "I wonder phwat the Commission do for amusement in place of committing sins?"

"They write Departmental Circulars to each other," said Mulligan, "and let the rest of the government in on the fun."

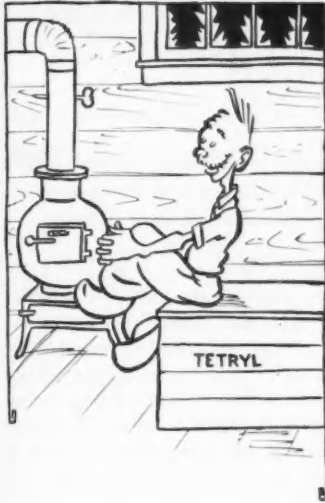
### ON CIVIL SERVICE INSPECTIONS

"Now, Grogan, a civil service report is something to see, they tell me. They make references to this law and footnotes to other laws and comments about this one and that one, and who is misassigned and who isn't, and why you shouldn't have done what you did and should have done what you didn't, and a list of sins that would make you blush for shame as you like to forget such things instead of being reminded of them. They go on and on suggesting this thing, deploring something else, pointing out this error and overlooking that virtue, grinding you up into hamburg and requiring you to put yourself back together if you can."

"They do be hard people to please," commented Grogan.

"And that's a fact," concluded Mulligan. "But they're very polite about it all. At the end of the report after they have torn you to pieces for your sins they always thank you for your cooperation in helping them do it."





## ON PROMOTION

"Bedad, Grogan," observed Mulligan. "They now have it down to a scoince. This is phwat they call the promotion policy. It's all here in black and blue—how you go about getting promoted, phwat you do to qualify, and the lines of work that make you into a successful creer employee. It tells you just where you stand, as if you didn't already know. Right now, in me own case, only 16 people must die or meet with a fatal accident in order for me to get the offer . . ."

"Iv course, Grogan, getting promoted is not just a matter of Larry-turn-the-crank. There are usually three or four other people who have their eye on the job, and most of them complete strangers. That's phwat's heart-breaking about the deal—when you suddintly learn that the other fellow got the job because he was a stranger and nobody had anything against him . . ."

"You can't win, Grogan, promotion policy or no promotion policy."

## ON EMPLOYEE DEVELOPMENT

"Nothing is more deplorable, Tim, than a worker who goofs off when there is nothing else that he can do."

"Yirrah," sighed Tim. "Phwat can a man do whin they's nothing to do, I don't know?"

"He can read regulations," retorted Mulligan, "and give a little depth as well as width to his misunderstanding."

## ON MOTIVATION

"Never let yourself get lulled into a sense of insecurity, Grogan, be the war of nerves that go on in government. Walk on the sunny sides of the alley, and holt your head high in your hands so no sstranger can cut it off whin you aren't looking. I owe me own survival to an unflinching faith that some supervisor is just waiting to give me the works. Let him do the worrying, say I. That's phwat he's paid for. They may nail me with a letter of warning for chronic absinthism, but each time they do it somebody in Personnel chalk up wan more mark against the leadingman for his failure to motivate me in the roight way. In the long run they will call him on the carpet, and make him take a training course in executive development, which will confuse him so bad that he'll ask for a transfer and a new start in loife at some distant outpost where nobody knows him. For these wise guys of bosses come and go with the wind. Under my system, Tim, I may never get promoted but at least I can count on new blood in supervision every year or two. Motivation is the best thing ever invented by Civil Service. It is the poor man's secret weapon against management."

## ON REPORTS

"I expect you to make mistakes, Grogan. That's why lead pencils were invented. But the biggest mistake you can make is to turn in no report atall. How many times have I tolt you that if you don't know the facts, improvise? A report is a report irregardless of what it contain. The leadingman won't understand it and the Ould Man is too busy to read it. In any case you can always amend it if someone questions it. But wanst you let the deadline excape you there is sure to be a lot of interest in why you didn't make the report. It's the deadline that count, Tim, not the report. So in the future, zero in your reports on time and everybody will be happy."

### ABOUT THE AUTHOR

John Fox, a long-time practitioner and observer on the Federal personnel scene, is currently the Chief of Management Staff, Internal Revenue Regional Office, Boston, Mass. After graduation from Harvard in 1930, he took a civilian job with the U.S. Army and literally grew up with Federal personnel administration. From 1950-53, he was Deputy Regional Director, Office of Price Stabilization, in the New England area, and from 1953-59 he was the Industrial Relations Officer, U.S. Naval Ammunition Depot, Hingham, Mass. Mr. Fox has served as Chairman, Federal Personnel Counsel of Boston, 1945-47, and as a consultant to various State and Federal committees and commissions on personnel and government. A former editor of *Education*, a national professional journal, Mr. Fox has many published articles in the fields of public administration and finance, economics and personnel. Since 1939 he has been listed in "Who's Who in the East."



# TRAINING DIGEST

## FOR TRAINING OFFICER'S CALENDAR

### *Interagency Training Bulletin*

Agencies are being asked to review their training courses planned for the February to July 1961 period and to identify those which can accommodate participants from other agencies. *Interagency Training Programs*, the Commission's growing semiannual bulletin, will again contain descriptions of courses available for interagency use.

### *Managing Automated Management*

In many ways, computers can simplify the job of top management by enabling the executive to make faster, better informed decisions. By the same token, mastery of the tool itself introduces problems of organization, decision-making, and best use of resources.

On December 8 and 9 the Commission will sponsor a 2-day seminar in automatic data processing for career executives at salary level GS-16 and above. Its purpose will be to focus thinking of Government executives on the problems, costs, uses, and advantages of computer systems, to gain increased understanding of this electronic aid to management.

### *Seminars for Management Interns*

To supplement agency development efforts, the Brookings Institution in 1958 began a seminar program for management interns in the Washington area. This program brought small groups of interns together with eminent persons in and outside Government to discuss topics of national concern.

The Commission has agreed to carry on the seminar program with the advice and support of the Brookings Institution. The 1960-61 program began on October 6 with a 2-day convocation, followed by monthly seminar sessions concluding in June 1961.

## PERSONNEL DIRECTORS MEET ON EXECUTIVE DEVELOPMENT

Systems for identification of employees with potential for advancement to career executive posts should be kept as simple as practicable, said participants at workshops conducted by the Civil Service Commission's staff this past summer. Personnel directors from nearly all agencies attended.

Participants agreed that good plans contribute materially to the success of executive selection and development programs but pointed out that an important part

of this planning, forecasting executive turnover, is difficult. (See feature article on page 5 of this issue.)

Here are a few highlights from these workshops.

### *AEC installs executive inventory*

Only one form is required in the executive selection and development program now being installed at the Atomic Energy Commission. An executive inventory record is submitted for each executive to the headquarters personnel office. Punched holes in the cards permit rapid finding of men with needed skills. Executive appraisal worksheets are prepared and filed in the field offices but are available on request to central-office personnel officials. (AEC's *Executive Development and Selection; Handbook Appendix 4152, 1959*, contains further information about their program.)

### *Small agencies develop compact record*

Bureau of the Budget, Civil Service Commission, and Department of Labor personnel directors reported that each uses a looseleaf binder to bring together work histories and other data on their top career executives. These easy-to-assemble records, they said, are invaluable in identifying potential promotees and in disclosing areas in which an organization is dangerously short of replacements for key career positions. A description of the Commission's system will be made available to other agencies on request.

### *High standards needed for executives*

Executive skills for the public service should be thought of not only in terms of technical knowledges and skills, said O. Glenn Stahl, Director of the Commission's Bureau of Programs and Standards, but also in terms of the kind of "executive we really would like to have in the public service, especially if you and I were looking at him from the standpoint of the citizen, the taxpayer, the recipient, the client."

### *On-the-job training for executives*

The participants shared the common belief that the best executive training is on-the-job training but some of them argued that neither industry nor Government has established fully effective methods for getting this done well. Busy executives skimp on time for training subordinate executives, hold back difficult, growth-promoting assignments, and are disinclined to release a competent man for rotation through broadening assignments. Programs which build a climate to overcome such attitudes were reported.

# RECRUITERS ROUNDUP

## PROFILE OF A RECRUITER

What makes a topnotch recruiter?

The search for answers to that question has intensified as employers have become aware that the recruiter—who actually meets prospective employees at the point of sale—is the key to attracting the short-supply people of promise every organization needs.

The recruiter often exercises greater influence on the decision of a prospective employee than anything else in a recruitment program—no matter how elaborate and calculated to get results. In face-to-face contacts with potential applicants, the recruiter reflects the organization he represents. To the prospect, he *is* the organization.

Because of the vital role the recruiter plays in Government's efforts to attract a share of the Nation's well-qualified young people, this column presents a profile of the ideal recruiter, drawn from published and unpublished observations of Federal, industrial, and college officials in the recruiting field.

## THE IMAGE HE PROJECTS

Since to the prospect the recruiter *is* the organization he represents, he must be a man with whom the prospect can identify himself, the kind of person with whom he would want to be associated. Therefore, the image he projects is of great importance.

The good recruiter has maturity and commands respect—neither trait necessarily measured by years of service. He should have what has been called "the look of success"—he is well-groomed, poised, dignified, well-spoken, and shows evidence that he is personally well adjusted within his organization. He is "easy to talk to"—out-going, friendly, courteous, and, perhaps most important, a good listener. He is alert and therefore attentive to small details that are important to developing the information he needs and maintaining rapport with the prospect. Above all, he is a man who *believes* in his product. He appreciates the importance of his role in attracting able people to participate in the exciting, challenging, important work of Government. He brings enthusiasm to his work and he transmits it to those he seeks to persuade to join his organization.

## THE THINGS HE NEEDS TO KNOW

The ideal recruiter knows his product, his market, and his prospects. And he constantly does his "homework"—steady reading and research—to keep abreast of developments in each of these areas.

He knows and believes in the advantages of careers

in Federal service and has a good knowledge of Government operations in general and an intimate knowledge of the activities of his agency in particular. He understands thoroughly the "how" and the "why" of the way jobs are filled under the merit system, and can effectively interpret them to potential applicants.

He has familiarity with his market. He develops and maintains effective working relationships with influential people in the communities and on the campuses he visits—faculty members, placement officers, media representatives, community leaders, etc. He is familiar with the curricula of schools and with the kinds and caliber of graduates they produce. He knows his competition and what they are offering, so he can point to "plus" attractions of career opportunities in his agency. He knows his prospects, what interests them and what motivates them to be able to emphasize "what's in it for them." He is a good judge of people, able to size them up quickly, sense what they're looking for, and appeal to their interests and motivations.

## THE THINGS HE NEEDS TO DO

He prepares and plans for his "point-of-sale" operations, making advance arrangements for campus visits and sticking to his schedule. He conducts skillful interviews and follows through on commitments.

He is painstaking in preparing and planning campus visits, giving attention to details of objectives, timing, contacts with officials, facilities, publicity, etc.

He has full appreciation of the importance of skill in interviewing, recognizing that the interview is the payoff point—that all that goes into the recruitment program is aimed at the face-to-face meeting of recruiter and potential applicant. The recruiter greets the interviewee in a friendly manner, puts him at ease with a smile, perhaps a compliment.

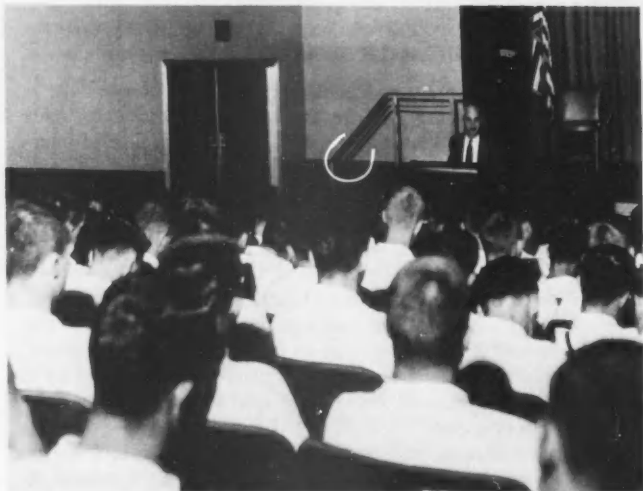
Although the recruiter controls the interview, he avoids rapid-fire questions, encourages the applicant to talk about the things that are important to him, and does not spend time covering the same ground as the application form. He is candid in telling his story, not overselling or overemphasizing advantages; on the other hand, he does not introduce disadvantages, but is prepared to address himself to them if the applicant raises negative points. He evidences a genuine interest in each applicant, even to the extent of offering suggestions to those his agency may not be able to use. In closing the interview, he lets the applicant know what to expect—and he follows through.

Few individuals are likely to embody all of the characteristics of the ideal recruiter. Yet the importance of his function makes it imperative that persons assigned as recruiters come as close as possible to the paragon this article describes. Those presently active in the field may find it worthwhile to take their measure in terms of the "ideal recruiter" to identify areas in which they would seek to improve.



"Think small is our motto," says Diamond Ordnance Fuze Laboratories physicist Norman J. Doctor, passing a light bulb through a needle to demonstrate microminiaturization.

Secretary of State Herter met his Boys Nation counterpart, George Calvin Stewart (left), Boys Nation President Lucien P. DiFazio greeting Boys Nation delegates at the Department.



CSC Chairman Roger W. Jones explains the role of the merit system in Government and discusses career opportunities in civil service in a talk to Boys Nation delegates.



Fellow Pennsylvanians Robert B. Posey (left), Walter J. Noyalis, Jr., and Gen. L. Lemnitzer, Chairman of the Joint Chiefs Staff, meet as Boys Nation visited the Pentagon.

Pictured before the Supreme Court are "Senators" Robert W. Goodwin (Iowa), Kenneth M. Christison (Mont.), Edward G. Randolph (La.), and William E. Jones, Jr. (Ky.).



# BOYS NATION VISITS UNCLE SAM



*The Capitol dome makes a dramatic background for four young "Senators."*

UNCLE SAM annually rolls out the red carpet for Boys Nation, the American Legion's education-for-citizenship program which brings 100 outstanding high school juniors to Washington for a look at representative government in action. The young "Senators," elected earlier at Boys States throughout the Nation, visit executive departments and agencies, the Congress, and the Supreme Court. They also gain practical experience by holding legislative sessions and electing a President, who names a Cabinet and Boys Nation counterpart heads of key independent agencies. Civil Service Commission cooperates with Boys State and Boys Nation to acquaint participants with the role of the merit system in Government and the wide range of career opportunities in civil service. This year the boys heard Commission Chairman Roger W. Jones and saw a demonstration of microminiaturization in electronics by a career scientist from Army's Diamond Ordnance Fuze Laboratories.



## EMPLOYEE ACHIEVEMENTS YIELD SIZABLE

### DOLLAR BENEFITS . . .

Adopted employee suggestions reached a new peak during the past year. Under the Federal Incentive Awards program in fiscal year 1960, management in more than 50 agencies adopted 113,011 suggestions submitted by alert, improvement-minded employees, and estimated the resulting improvements to be worth \$68,606,019 in measurable benefits.

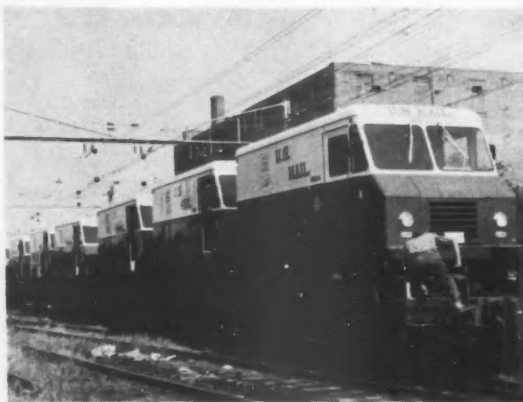
In addition, 76,537 employees did their jobs so well that they received superior performance and special awards, and thereby made it possible for the Federal Government to realize dollar benefits valued at \$76,225,271.

Significant intangible benefits were produced by many of the employee suggestions and superior accomplishments recognized in fiscal 1960. These are the added values which have to do with improvements in safety, service to the citizen, or better operations, and cannot be reduced to money terms.

Here are some specific examples of the benefits reaped by Federal management under the incentive awards program last year.

#### POSTAL EMPLOYEE REDUCES FREIGHT COSTS 45 PERCENT

The average cost of transporting the familiar red-white-and-blue mail truck from factory to assigned city used to be \$143. Cost of transporting the same truck today is \$79—a whopping 45-percent reduction.



The Post Office Department credits the outstanding job done by one of its Washington traffic management officers, Carl Peterson, for this significant contribution to economical postal operations. Mr. Peterson worked out a plan for adapting the new 85-foot-long "piggyback" railroad flatcars to transport postal vehicles instead of shipping them in boxcars, which was more expensive.

Only one railroad had started to use this type of car which was in short supply, and it was reluctant to use the few available cars to carry out the idea. However, Mr. Peterson persuaded the railroad to make one experimental shipment of trucks, which was all that was needed to prove the merits of his plan.

Previously, only 3 trucks could be loaded into a boxcar after very hard and dangerous work—now up to 5 can easily and safely be driven onto one flatcar. Also, 15 trucks can now be loaded on 3 flatcars in the same time it used to take to put 3 trucks in one boxcar.

As a result of Mr. Peterson's efforts, cost of transportation of vehicles has been reduced thus far by more than \$700,000. He received a superior accomplishment award of \$1,000 from an appreciative Post Office Department.

#### SHORTCUT IN IBM PROCEDURE REDUCES CENSUS COSTS \$3,150

In a machine tabulation project conducted at the Jeffersonville, Ind., branch of Commerce's Bureau of Census, some 2 million punchcards were processed through IBM machines twice on two different operations. But a resourceful employee, Robert Adams, hired temporarily as a machine tabulation operator for the project, changed that. He suggested a procedure and a wiring plan which combined the two operations successfully. As a result, management at the Jeffersonville branch was able to show a reduction in labor and equipment costs valued at \$3,150.

Mr. Adams was awarded \$105 for his idea which stamped him, in the words of supervisory officials, as "an employee with unusual interest, curiosity, and insight into tabulating work," and gained him a recommendation for a permanent position in the Washington office of the Census Bureau.



## NAVY PROCUREMENT COSTS CUT \$71,418 BY WOMAN SUGGESTER

Mrs. Agnes Davis, a purchasing agent in the Navy Purchasing Office, Washington, D.C., buys many items—one of which is a machinist's combination square. Specifications for these squares used to require that some components be made of forged steel. Although her job was nontechnical, Mrs. Davis didn't think that the Navy needed to use the expensive forged steel components, since the more delicate and precise component of the set, the protractor, was made of cheaper cast iron.

She suggested that the specifications be changed to allow the steel parts to be made of cast iron. Mrs. Davis also pointed out that cast iron, in addition to being less expensive, offered advantages over the forged steel part in that, if subjected to rough treatment, it would chip rather than burr like forged steel. A chipped area on the precision surface of the tool would not affect its accuracy, whereas a small burr in the same location would.

Under Mrs. Davis' suggested specification changes, procurement costs of machinist's squares were cut \$71,418 the first year—an idea which earned her a \$585 award.

## ... AND IMPORTANT INTANGIBLE VALUES

### \$100,000 SAVED ON ROAD SURVEY JOB

On July 1, 1957, John Childs, newly assigned to the position of chief of party in Commerce's Coast and Geodetic Survey, began the job of conducting geodetic control surveys along 1,000 miles of the proposed Interstate Highway System in Virginia. The estimated time for completion of the survey was three years. Mr. Childs' party completed the job in July 1959—a full year earlier than programmed—at a cost of \$417 per mile of field work. This compares with an average cost of \$535 per mile for similar surveys.

The expeditious completion of the assignment saved the Government, which contributes 90 percent of the cost of such surveys, an estimated \$100,000.

In granting Mr. Childs a superior performance award of \$300, officials of the Coast and Geodetic Survey paid tribute to his excellent organization of the party for maximum production, to his ability to supervise effectively, and to the personal example he set for his men.

### AIR FORCE EMPLOYEE AVERTS FLAMEOUT DANGER

An employee of the Wright Air Development Center, Dayton, Ohio, once again has demonstrated the high degree of initiative and ingenuity which has marked his 40-year Federal career and which has led to many improvements in military aviation. John J. Rose, equipment specialist, recently invented a means of automatically and quickly relighting a jet engine when "flameout" occurs. Engine relight is attained so rapidly in flight that there is no loss of airspeed or altitude—in fact, not even an indication on cockpit instruments.

Prior to this invention, other ignition experts had maintained that an engine should be started after a flameout only after the aircraft had descended to a lower altitude and had reduced its airspeed. The method John Rose developed requires only a relatively minor and inexpensive change in turbine engine ignition systems.

Mr. Rose's invention, test-proven on jet fighters, bombers, and tankers, is a great aid to flight safety, since it provides an automatic relight capability during takeoff and landing, the most critical and hazardous phases of flight. It earned him an award of \$1,700.

### QUADRAPLEGICS BOWL AGAIN WITH AID DEvised BY VA EMPLOYEES

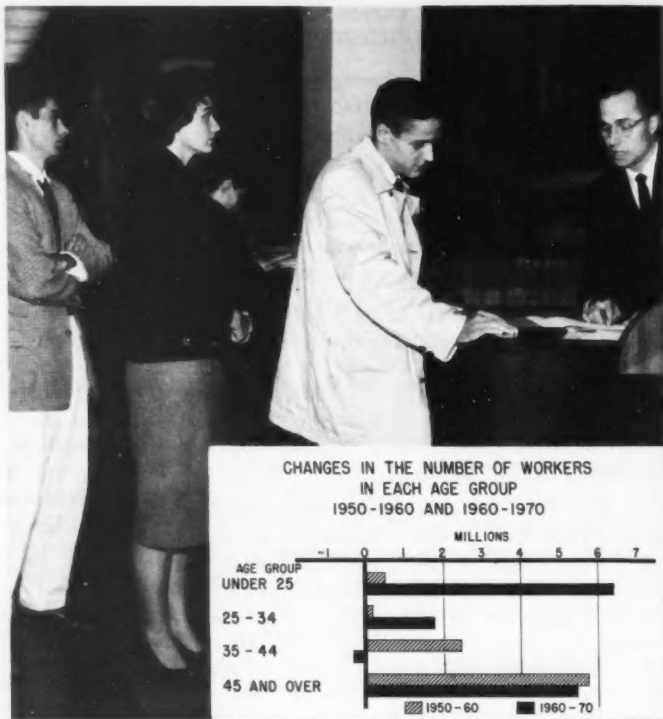
Quadraplegics and other physically handicapped patients in veterans hospitals can once again enjoy the benefits of bowling, thanks to an award-winning suggestion by two employees of the VA Hospital, Hines, Ill. Alfred Martin, a manual arts therapist, and Louis Blaszynski, a recreation leader, teamed up to devise and construct an easy-to-handle special bowling cue shown in the accompanying picture. VA officials report that the bowling cue has been most successful in stimulating interest in bowling among patients who have lost the use or much of the strength in their fingers, hands, or arms. Many patients who had thought they would never bowl again are now participating in a therapeutic activity which is helping to restore their confidence and morale.



## MANPOWER—

(continued from page 3.)

YOUNG WORKERS UNDER 25 will account for nearly half (6.4 million) of the 13.5 million increase in the work force, a very striking change from the pattern of the past decade. Young job seekers of the 1960s will have a better basic education than ever before, and special training will enable many of them to help fill gaps in the older age groups—but competition for the services of the most promising will be keen.—CSC PHOTO.



reservoir of trained career people on the way up, where will we find the career executives and professional leaders we will need? To find the answer we must look to the groups that will be increasing in numbers.

We do have a reservoir of experience in the 45-and-older group. Are we making the best possible use of these people? Are we including them in agency career-development plans without regard to the age factor? If not, the time to begin is now. We must not assume that executive potential is necessarily lacking in the employee who has not become an executive by the time he is 45 or 50. Neither can we afford to limit executive-development programs to those who have the probability of 30 years of service ahead of them. I believe we will find it good business to train executives for as little as 10 years of service—maybe even less.

Perhaps we should put less emphasis on retirement. It may be that the alert and active employee of 55 or 60 will be less interested in early retirement if he feels that he is still in the mainstream of important activity—still "going places"—than if he finds himself marking time in a relatively unimportant backwater.

Then we must consider the 25- to 35-year age group, which will show a slight increase. To make the best possible use of the more talented employees in this group in filling the upper-middle-management gap, it may be necessary to release some of the arbitrary brakes on rapid advancement. It seems to me that as long as

promotion is based strictly on merit, there is no more logic in a hard-and-fast requirement of a certain minimum length of service in each successive grade than there would be in an arbitrary age requirement. With intensified programs of training—carefully planned training of carefully selected people—it should be possible and practicable to put any employee into any job he is clearly ready to assume if he is, in fact, the best qualified person available.

The real boom, so far as age levels are concerned, will occur in the youngest group—the under-25s who are entering the labor market, most of them without previous work experience. Two predictions about this group are particularly important to the Government as an employer.

First, far more of these new young workers will be college trained. Nevertheless, the increase in professional and technical jobs for which college training is necessary or desirable may well run ahead of the availability of such people. This situation calls for the most painstaking attention to utilization—to the recruitment and placement of every college-trained appointee in a position *and an environment* where he can make the maximum use of his individual abilities and training.

Some effective steps in this direction have been taken in the last 5 years under the Federal-Service Entrance Examination program, and also in some of the more specialized agency programs for recruitment of engi-

neers and scientists, but such measures will have to be made more specific and far more widespread throughout the Federal service.

Closely related to the question of utilization is the classification of professional positions. All nonprofessional duties that can be performed by employees without full professional qualifications should be eliminated from such positions. Here again a good start has been made in recent years, but there is still a long way to go.

But above all, the situation calls for more and better in-service training. Agencies will have to expect, and be prepared, to appoint young people with generally appropriate college backgrounds—or, in some cases, with only high school diplomas—and provide for them whatever specialized training is needed, either within or outside the agency.

The National Science Foundation, in its publication *Trends in the Employment and Training of Scientists and Engineers*, stated that over one-half of those young people whose aptitude places them in the top one-fifth of all persons of their age do not enter college. The unrealized potential in this high-ability noncollege group is a twofold challenge to the Federal Government to: (1) successfully recruit these people for our technician and aid positions; and (2) subsequently provide opportunities through training for certain of these technicians to move into professional positions where their high ability can be given full scope.

The second important prediction about the under-25 age group is that 30 percent of them will not be prepared for anything but unskilled work. If the present trend continues, 7½ million young people will enter the labor force in the 1960s without finishing high school, and 2½ million of these will not even have finished

grade school. The increase in the number of school dropouts is not great in itself, but becomes alarming when viewed in the light of the shrinking job opportunities for the partially educated, and the increasing demand for people with new skills.

The dropout problem is currently being attacked from many angles, by public and private agencies, communities, and schools. Government employees should consider it a part of their duty as good citizens to do all they can to impress upon young people the importance of completing their education, and to encourage them to stay in school. We should bear in mind, however, that we may have to draw on the very large high-school-graduate group for many of the more specialized positions, and this in turn may require the employment of the less-well-qualified in lower grade jobs. Here again the answer is training and more training. Special attention should be given to expansion of the Government's excellent apprentice training programs, through which we may be able to meet the increasing needs for skilled craftsmen. And it may well be that we will have to provide short intensive training to fill many positions in the semiskilled fields—such as business machine operation.

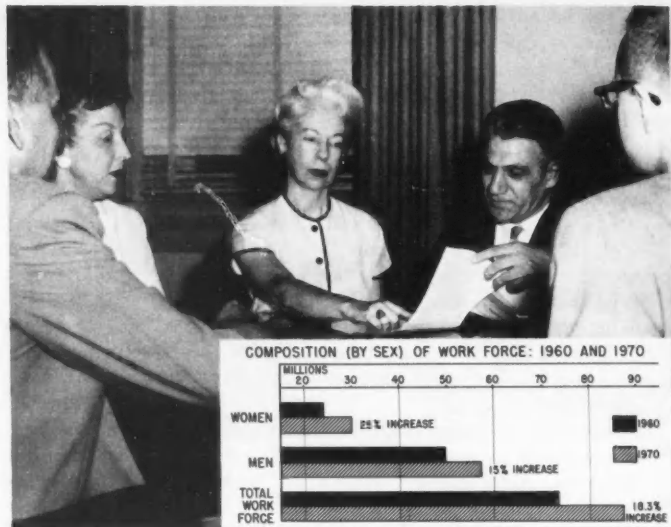
#### A CHALLENGE TO THE MERIT SYSTEM

The foregoing suggestions merely highlight some of the areas in which Federal personnel policies, programs, and practices will have to be adapted to the changing manpower picture. But the most significant and the most urgent message to Federal personnel management, which is implicit throughout the manpower forecast, is a clear call for fundamental changes in attitudes.

**FEW EMPLOYMENT OPPORTUNITIES** will exist for a vastly increased number of young people qualified only for unskilled work, while there will not be enough qualified people to fill increasing needs in skilled and semiskilled jobs. Training on the job will permit employers to up-grade those lacking needed skills.—CSC PHOTO.



**A LARGER PROPORTION OF WOMEN** will be working in 1970; two out of every five women between 20 and 65, and over half of all women 35 to 54, will be in the work force. The rate of increase in the number of women workers will be higher than the rate of increase of the total work force, while the rate of increase in the number of men workers will be lower than the overall rate.—CSC PHOTO.



We must face the facts, and we must face ourselves, with absolute honesty. Under no other conditions can the merit system meet the manpower challenge of the 1960s.

The facts are these:

Additional manpower resources will be available to us if we choose to utilize them. The chief barriers to full utilization of those resources are our own human weaknesses: long-established attitudes of personal prejudice. Such attitudes run directly contrary to merit-system principles.

Federal agency appointing officers and supervisors, as well as those in private industry, will have to forget the preference they have nurtured for the "college-graduate, white, male, 25 to 35" applicant. They will have to forget about all but the first of those qualifications—college graduation—in filling future jobs, and they will have to forget about that one, too, in many cases where it is not really essential.

For more than three-quarters of a century the merit system has been a symbol of equal opportunity for all citizens in Federal employment. Political and religious discrimination, both of which flourished under the spoils system, were outlawed by the Civil Service Act of 1883; and of course we all know that applicants are accepted, and examinations rated, without prejudice of any kind. But other and more subtle forms of discrimination have crept into the Federal personnel picture.

How many personnel officers are there in Government who do not know at least one agency official to whom it is useless for them to make a certain kind of referral—a woman over 40 for a typist vacancy, for example, or a woman of any age for an executive position, or anyone over 50 for anything at all? How many can honestly say that the agency's training, man-

power planning, and career development programs are carried out *invariably* on the basis of "merit and fitness" only, without regard to age, sex, color, or physical handicap?

The legal aspect of discrimination can be, and is, controlled by enforcement of the laws, rules, and regulations governing personnel actions in the Federal service. The ethical aspect—that is, in cases where individual discretion is permissible—is largely a matter of individual conscience. It can and should be a specific item of agency personnel policy, enforced by top agency management.

#### CAUSES AND CURES OF UNDER-UTILIZATION

Suppose we examine briefly the principal pools of untapped manpower that we will be able to draw from during the next 10 years. I have already mentioned the over-45s as a source of potential executives. But far more attention can also be paid to this group in connection with lower grade white-collar positions. There are also many skilled workers in this group. The idea that young workers stay longer has been disproved, as the Department of Labor tells us, by studies that show there is far less turnover among older workers. In addition, older workers as a group rank high in skill, stability, good judgment, productivity, and other plus qualities. To make the maximum use of this valuable source, agencies will have to provide for training or retraining for some of their older employees, to polish up rusted skills or to bring them up to date on technological changes.

It is important to bear in mind that many of these older workers will be women. The 25-percent increase in the number of women in the labor force will include about 55 percent of all women aged 45 to 54, and about



43 percent of all women aged 55 to 64. Under Secretary of Labor James T. O'Connell has commented on this situation. In an address commemorating the 40th anniversary of the Women's Bureau, June 2, 1960, he said:

These facts point, first of all, to a need to educate the Nation's employers as to the abilities of these women and the productive contributions of which they are capable. For the mature woman worker runs up against double prejudice in the employment office, her age and her sex.

Particularly do these prejudices beset the woman who has raised her children to young adults and who, through either need or desire, elects to reenter the labor force. We will witness an increasingly large number of such cases in the years ahead, and not only will this type of woman face the double hiring prejudice, but she will have the added disadvantage of having been away from the workaday world for an extended period of time. But if . . . we can generate a more enlightened attitude . . . I think that, increasingly, she will become a most welcome and valued member of the American labor force. She must, because we are going to need her.

It is hard to find a sensible explanation of the widespread resistance against the employment of older women or their advancement to more responsible positions. The traditional employment pattern of women is well known: employment before marriage, exit from the labor force for rearing a family, and reentry into the labor force when children attend school or grow up and leave home. This would seem to indicate that the "older" woman represents a better long-term investment for employers, on the whole, than the younger one. Another interesting aspect of this matter is that studies have shown that women in career employment tend to be more stable, from the employer's point of view, than men—to stay longer with one organization, and consequently to acquire useful knowledge of the organization that can be gained in no other way—because they are less willing than men to gamble their careers for the sake of a slight raise in pay.

The physically handicapped must still be regarded as another under-utilized group. A great deal of progress has been made in recent years in overcoming the barriers of prejudice against these workers, through the efforts of the President's Committee on Employment of the Physically Handicapped and, within the Federal Government, by the Civil Service Commission's programs of selective placement which have been effectively supported by coordinators in the agencies. We should be increasingly aware of the physically handicapped, however, as a potential source for meeting some of the manpower problems ahead, first because of the increasing effectiveness of rehabilitation programs, and second because of the competence that physically handicapped employees have already demonstrated on the job.

The fourth special group that must be considered as an inadequately utilized resource in the total national manpower supply is the Negro worker, who represents 10 percent of the labor force. Although the percent of Negro workers in professional, clerical, sales, and skilled jobs has doubled in the last 20 years, these occupations even now account for only 20 percent of total Negro employment (as compared with about 60 percent of total white employment). It is true that lack of educational preparation explains much of this difference, "but there is little question," the Department of Labor says, "that it is much more difficult for Negroes to get jobs commensurate with their education and training." There is no room for this kind of prejudice in the civil service, either in initial appointment or in career advancement. Especially in the field of in-service training, opportunities should be made available on equal terms to all employees whose ability and aptitude indicate that they and the agency will profit from it.

The above statement applies, of course, to all our manpower resources. It seems clear to me that training will be the most significant factor in meeting the manpower challenge of the 1960s. In the Federal service we are fortunate indeed in having gained, just 2 years ago, the legislative authority for training that we had been seeking for many years. Now it is up to every Federal agency to make the maximum possible use of the authority that has been granted, to provide the training that will be needed to realize the full potential of our changing human resources in terms of our changing occupational needs.

#### PLANNING: THE KEY TO THE FUTURE

Finally, the situation clearly calls for more and better planning on the part of Federal agency management. Just as the Department of Labor has made forecasts of national manpower resources, agencies must make forecasts of their job needs and resources. They are already engaged in a specific program of identifying, selecting, and developing career managers to fill anticipated vacancies in top career executive positions; this kind of planning will have to be extended and applied throughout the service.

There is no justification for the belief that the merit system constitutes an obstacle to practical personnel-management planning. The principles of "open competition" and "equal opportunity" do not in any degree limit us to a catch-as-catch-can personnel system. On the contrary, they provide a sound basis for the exercise of the kind of decision and initiative which is a free, democratic society's answer to the worker-regimentation of dictatorship. Without such decision and initiative, our Government will find itself with assigned responsibilities which it is unable to carry out; with it, we will go on to a fuller realization of the enormous promise of the future.

## Employment Focus



### THE WOMEN—BLESS 'EM

Women in Federal white-collar jobs have increased by 20,000 over 1954, according to a recently compiled Civil Service Commission survey. While their number increased, they showed a slight drop in proportion to total Federal white-collar employment—from 33.6 to 32.4 percent. This is higher than the percentage of women in the total Federal work force, which is approximately 25 percent. It is less than the percentage of women—42 percent—under the Classification Act, which covers approximately 1 million white-collar jobs.

#### *Their occupations*

The increase was pretty evenly spread over occupational groups, with gains in both the number and proportion of women occurring in these groups: accounting and budget, business and industry, the biological, physical and veterinary sciences, education, legal, mathematics and statistics, and miscellaneous.

There were no gains in number of women in supply, investigation and inspection, library and archives, mechanic (for example, electronic technicians and glassblowers), and general administrative, clerical, and office services, but women maintained their proportion to men in two of the groups—supply and mechanic.

On the date of the survey (October 1959), women outnumbered men in three occupational groups: personnel administration, mathematics and statistics, and library and archives. In terms of General Schedule positions only, women outnumbered men in two additional groups: accounting and budget, and general administrative, clerical, and office services.

Among graded employees, women outnumbered men in both professional and nonprofessional positions in the library and archives group. This contrasts with most other groups, where men outnumbered women in professional occupations. Women outnumbered men in the nonprofessional occupations in the following groups: accounting and budget, personnel, mathematics and statistics, and general administrative, clerical, and office services.

#### *Their grades*

Men and women show a very different pattern in their distribution among the grades. Half of all women were found in the four lowest grades, where only one-fifth of the men were working. GS-4 was the median grade for women in 1959, the same as in 1954. By contrast, the median grade for men in 1959 was GS-9, an increase over 1954 when it was GS-7.

Part of the difference in the median grades of men and women is caused by the difference in the occupations in which men or women predominate. Relatively more men were working in professional occupations which require more education and training, and which consequently are classified at higher grades.

Only 13 percent of the graded professional positions were occupied by women, but they held almost half of the nonprofessional ones. In the professional occupations, the median grade for women was GS-7, the same as it was in 1954. Among the nonprofessional occupations the median remained at GS-4.

Even in the same occupations, women usually have a lower median grade than men. An example is social administration, which has included women for many years. Almost as many women work in this field in Government as men, and their grade range is identical—GS-5 through GS-18. Yet the median grade for women was GS-12, while that for men was GS-13.

Part of this difference in median grade is probably caused by the traditional employment pattern of women. Many women work before marriage, leave the labor force to rear a family, and return to the labor force when children attend school or grow up and leave home. The interruption of their careers retards their progress up the promotion ladder.

Some women, nevertheless, do reach the top of the Federal career ladder. At the time of the survey 18 women were working in positions classified in grades GS-16, 17, and 18.



GIRLS NATION CSC Chairman Sharon M. Sweeny, Grosse Pointe, Mich., visits her U.S. Government counterpart, Roger W. Jones, and Commissioner Barbara Bates Gunderson during the annual meeting of Girls Nation in the Nation's Capital in July and is given an insight into the responsibilities of the Civil Service Commission. A few days earlier, Mrs. Gunderson had addressed Girls Nation, stressing the importance of citizen participation in representative government and describing the wide range of career opportunities in civil service.



## 40 YEARS—

(continued from page 11.)

The Commissioner of Pensions of the Department of the Interior spoke out boldly in his annual report for the fiscal year ending June 30, 1899. He said: "My experience with the large number of employees in this Bureau (1,741 in number) forces me to the conclusion that some means should be devised whereby their long and faithful services may be recognized in a substantial manner when they become disabled for the performance of their official duties . . . to remedy these conditions it appears to me that a system should be devised which may receive legislative sanction by which a certain percentage of the salaries of the employees shall be withheld each month, thus creating a fund by means of which such employees may be retired from service and a reasonable amount be paid them monthly from this fund for their support. I understand that systems have been instituted in this and other cities which have worked successfully in the retirement of employees of the police and fire departments, and that similar organizations have been formed by large corporations looking to the same end. . . ."

In citing the above recommendations of the Commissioner of Pensions in its sixteenth annual report, the Civil Service Commission said: "It is suggested, however, that the question of enacting a law providing for a retirement fund for incapacitated employees, such fund to be created and maintained by withholding a certain percentage of the salaries of employees, is worthy of the serious attention of Congress."

## SLOW ACCELERATION

In 1900 Federal employees organized the United States Civil Service Retirement Association to promote a pension plan. At this time, there were other employee organizations already concerned with the problem. In 1901 a committee of the National Civil Service Reform League recommended that employees be required to purchase deferred annuities while on probation and as a prerequisite to final appointment.

In 1904 the Secretary of the Interior recommended in his department's annual report that appropriate legislation be enacted by Congress for retirement from duty of superannuated clerks or aged employees. Other departments and bureaus began following suit, and congressional committees began a more detailed study of the problem. However, the Spanish-American War, 1898-99, and the Philippine Insurrection which later grew out of that war had created an economy wave which had the effect of slowing down the retirement movement.

In 1909, President Taft, in his annual message to the 61st Congress, second session, spoke in favor of civil pensions as the "only practical solution to the inefficiency caused by superannuation."

Practically every session of Congress during this period witnessed the introduction of many retirement bills. None got very far—the restraining force seeming to be lack of agreement as to how to finance a retirement system. On this there were two distinct schools of thought. One group felt that employees should fully support the retirement system by payroll deductions; the other group felt that the Government should bear all of the cost.

By 1912 political parties had taken note of the retirement movement, and the platforms of two of the then three recognized parties contained planks calling for an equitable retirement law. Success seemed within early reach, especially in the 1916-17 period, but World War I pushed the issue into the background.

## SUCCESS—NOT EASILY COME BY

On May 26, 1919, Congressman Frederick R. Lehlbach of New Jersey introduced into the House H.R. 3149, a bill "for the retirement of employees in the classified civil service, and for other purposes." On June 16, 1919, Senator Thomas Sterling of South Dakota introduced into the Senate S. 1699, the companion bill to the Lehlbach bill in the House.

H.R. 3149 and S. 1699 became immediately known as the Sterling-Lehlbach bill—later to become law as the Civil Service Retirement Act of 1920.

The best evidence of the need for a retirement plan can perhaps be gleaned from the records of the Senate committee hearings.

Gaylord M. Saltzgeber, Commissioner of Pensions, said before the Senate committee: ". . . we were never required to do anything with them [disabled employees], no matter how poor and inefficient they may be, so that they are still continuing on the roll. There are 50 [in the Bureau of Pensions], I would say, whose services are of no use, practically . . ."

Before the same committee, the Hon. Newton D. Baker, Secretary of War, said: ". . . I do not believe that anybody who has had an executive place has failed to realize the practical impossibility of securing the dismissal of superannuated employees who have been faithful and whose only fault is their superannuation and enfeeblement by the process of age. It leads to the clogging up of the service; it discourages and dispirits those who are already in the service . . ."

E. J. Ayers, Chief Clerk of the Interior Department, delivered what was perhaps the most impassioned testimony. He said: ". . . it is very imperative that something be done. This measure or measures similar to this have been considered for a number of years, and hope has been held out to these people that if they would

(Continued—Next page, column 2.)

## FORECASTING—

(continued from page 7.)

high ranks. While we have no comparable data on Government executives, we may assume that a number of them also might have sufficient feelings of insecurity to cause them to resent an inquiry into their retirement plans as a possible indication that the organization wants to move them out. In any event, some executives have responded with suspicion to just such inquiries.

One agency believes that such inquiries can be successfully made (1) if the men are made to understand that the question is asked because of the pressing need of the organization to plan ahead and (2) if the questioner is a top executive in whom the respondent has confidence. Agency officials report that they have had good results with their predictions and believe that it is because they have motivated honest answers.

## FORECASTING—A LOOK AHEAD

Most Federal agencies are moving in the direction of career staffing systems; that is, jobs above the normal entrance level are ordinarily filled by promotion of career employees who started at or near the bottom of the agency hierarchy and who have worked their way up. Sound predictions of expected losses from top levels of a career staffing system can make an important contribution to the success of the system. As the opening story illustrates, the departure of one man can, in a chain reaction, open promotional opportunities to a number of career men and women. This desirable stimulus can stir an organization from top to bottom, and is most effective when the top man's departure has been anticipated and other men have been prepared to move up. However, if at any level the organization lacks men ready for promotion or reassignment, the chain may be broken by the necessity or desirability of bringing in new blood from the outside at above-normal entrance levels. New blood may be needed for many reasons, but it can, nonetheless, constrict the normal flow of the old.

Today we are making the first inroads into reasonably accurate forecasts of our executive turnover and replacement needs. We must do better. We need to improve our ability to predict the effects of organizational and technological changes on the numbers and kinds of executives needed. We need more information about the causes of early retirement and resignation.

The Commission's staff is studying these problems. However, the wide variations in agency programs and personnel mean that Commission effort must be supplemented by agency studies. The Office of Career Development urges agencies undertaking such studies to share their experience and findings with the Commission and other agencies. Only through such cooperation and dissemination of information can we get on top of the problem and stay there.

## 40 YEARS—

(continued from page 25.)

remain they eventually would become wards or pensioners to such an extent that they would be taken care of in their old age . . .

"I hope this committee in its wisdom will either give them something that they may retire on, or give them assurances that it will not be done, and then perhaps it will ease up in some way by which they will commence to either die or quit or be taken out, or something will happen to them so that the wheels [of Government] can run again. They certainly have got the wrench in the cogs at the present time in relation to moving this class of people. And it is pitiful! . . . I have a woman in one of our services who was brought up in culture and refinement. Through reverses she came into the service; and now every morning she goes around the room, and the little brain she has remaining goes back to the days when she was in culture and refinement, and she goes about plucking imaginary flowers from the walls, and she will make a wreath and go hang it on the door knob, and when she has accomplished that then she sits down at a desk and shuffles some papers, and that continues until 3 or 4 o'clock in the afternoon, when somebody has to go out with her and see that she gets home safely, that she is not run over by the streetcars. There are lots and lots of such cases . . ."

The first session of the 66th Congress adjourned with no action taken on the bills.

Senator Sterling, after considerable effort, finally got S. 1699 before the second session on February 5, 1920. Debate on the measure, sometimes heated, ran off and on until April 3 when the Senate passed the bill, as amended.

The House had not taken up the Lehlbach bill, H.R. 3149, but was awaiting the outcome of S. 1699 in the Senate. Upon passage of the Senate bill, Congressman Lehlbach brought S. 1699 before the House on April 29. The House refused to accept the Senate bill and made many amendments to it. On April 30, the House



passed the amended bill by a vote of 272 to 54. The Senate, in turn, disagreed with the House version and requested a conference at which both sides made concessions in the interest of passing uniform legislation that could go to the President. On May 8, the Conference Report was filed, considered, and agreed to in the House.

The Senate agreed to the report on May 17.

On May 22, 1920, President Wilson signed the measure which was designated Public Law 215, 66th Congress—the Civil Service Retirement Act.

It was a victory for efficiency and for humanity in dealing with employees.

### CIVIL SERVICE RETIREMENT—THEN AND NOW

FEATURE	1920 LAW*	1960 LAW**	REMARKS																					
<b>Coverage</b>	Generally restricted to employees in the classified civil service (about 330,000 of 690,000 Federal employees).	Generally covers all employees <i>except</i> those serving on a short-term, intermittent basis, etc. (who are usually under social security), and small groups under other Federal retirement systems.	About 90 percent of more than 2.3 million employees are covered under the 1960 retirement law.																					
<b>Contributions</b>	Employees—2½ percent of basic salary; no Government contribution specified.	Employees—6½ percent of basic salary; employing agencies match employee contributions.	Matching agency contributions required since 1957.																					
<b>Basic annuity formula</b>	6 service classes with maximum and minimum annuity for each class. No credit for service over 30 years. Benefits related to average salary for 10 years before retirement and length of service.  <table border="1" style="margin-left: 40px;"> <thead> <tr> <th>Service</th> <th>Minimum annuity</th> <th>Maximum annuity</th> </tr> </thead> <tbody> <tr> <td>15-17 years</td> <td>\$180</td> <td>\$360</td> </tr> <tr> <td>18-20 years</td> <td>216</td> <td>432</td> </tr> <tr> <td>21-23 years</td> <td>252</td> <td>504</td> </tr> <tr> <td>24-26 years</td> <td>288</td> <td>576</td> </tr> <tr> <td>27-29 years</td> <td>324</td> <td>648</td> </tr> <tr> <td>30 or more</td> <td>360</td> <td>720</td> </tr> </tbody> </table>	Service	Minimum annuity	Maximum annuity	15-17 years	\$180	\$360	18-20 years	216	432	21-23 years	252	504	24-26 years	288	576	27-29 years	324	648	30 or more	360	720	Annuity related to length of service and highest 5-year average salary under this formula: (a) 1½% of "High-5" salary x 5 years of service; plus (b) 1¾% of "High-5" x years of service between 5 and 10; plus (c) 2% of "High-5" x years of service over 10.  Maximum—80% of average salary.	1960 law permits substituting 1% of "High-5" salary plus \$25 for the percentages in any or all parts of the annuity formula. This substitution permits a higher rate of annuity in the lower salary ranges.
Service	Minimum annuity	Maximum annuity																						
15-17 years	\$180	\$360																						
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21-23 years	252	504																						
24-26 years	288	576																						
27-29 years	324	648																						
30 or more	360	720																						
<b>Disability retirement</b>	Any age with 15 years of service if employee became totally disabled for useful service in his job.	Any age with 5 years of service if employee becomes totally disabled for useful service in his job.	Under 1960 law, employees disabled before age 60 are guaranteed minimum disability annuity benefits.																					
<b>Voluntary retirement</b>	No Provision.	Age 62 with 5 years of service. Age 60 with 30 years of service. Age 55 with 30 years of service.	Slight reduction in annuity for early retirement (before age 60).																					
<b>Mandatory retirement</b>	Railway Mail Clerks—Age 62 Mechanics, Letter Carriers and Post Office Clerks } Age 65 All others—Age 70	Employees generally—Age 70, but separation is not compulsory unless and until 15-year-service requirement also is met.	Under 1920 law, separation was automatic at prescribed age, although 15 years of service were required for annuity title.																					
<b>Discontinued-service retirement</b>	No Provision.	Any age with 25 years of service. Age 50 with 20 years of service.	Employee must be involuntarily separated without cause; annuity reduced if under age 60.																					
<b>Survivor annuities</b>	No Provision.	Automatic for qualified widows (and dependent widowers) of employees who die after 5 years' service and for dependent children. Retiring employees may elect reduced annuity with survivor annuity benefit for spouse.	Only benefit for survivors under 1920 law was refund of unexpended contributions and/or any unpaid accrued annuity.																					

\*Public Law No. 215—66th Congress.

\*\*Public Law No. 854, as amended—84th Congress.

## APPEALS—

(continued from page 9.)

- (c) to have advice of others, and legal counsel if desired, in preparation and conduct of his defense;
- (d) to have an impartial hearing at which a transcript or an acceptably complete and substantial record has been made, for future use by both the agency and himself;
- (e) to have a prompt decision, which is further appealable to a responsible level in the agency, and to a central agency.

Similarly, the agency has five rights which are thoroughly consistent with our system of democracy. The rights of the agency are:

- (a) to maintain appropriate standards for the conduct of its work;
- (b) to have a full record of the employee's defense in an action proposed against him;
- (c) to be able to insist that the employee follow established procedures and exhaust his administrative remedies before availing himself of recourse to the courts;
- (d) to be protected against arbitrary harassment designed only to delay and confuse the issue;
- (e) to be assured that any limitations on agency freedom of action are clearly and unequivocally set forth either in statute or in supporting regulations.

Although there may have to be some individual differences because of program sensitivity in different agencies, there should be as much uniformity of appeals within the agencies as possible. It seems to me that it seriously harms the public image of Government to find, for example, in one agency four separate levels of appeals through successively higher echelons, and in another agency with similar programs only one level of appeal, and that one not very well spelled out.

In appeals above the agency level, it is important to maintain integrity of the agency and of the employee, but it is equally important to maintain the dignity and integrity of the Federal Government itself. Our present system gives a confused and confusing image of the Federal Government, which has been created in no small part by statutory differences about appeals to the Civil Service Commission.

### CHANGES AND ISSUES WHICH MERIT DISCUSSION

I suggest discussion of two steps which would break sharply with precedent, but which, I am convinced, would enhance the dignity and integrity of the Federal Government as a whole.

The first step would involve the enactment of a statute which equalized the appeals rights of veteran and non-veteran employees. I believe that it is inequitable, un-

necessarily complicated, and contrary to the spirit of democracy to have one set of rights of appeal for veteran employees and a different set for nonveteran employees. In my judgment, either all appeals should be reviewable both on merit and procedural grounds, or none should be.

The second major change which I believe deserves discussion involves the place at which hearings are held, and whether appeals beyond the agency should include a further right of hearing, or should be on the record. It seems to me that full evidence should be developed as to the advantages and disadvantages of a system in which the right to a hearing is extended while the appeal is still in the agency. There is considerable reason to believe that it would save a great deal of time, provide equal protection for both agency and employee, better protect the public welfare, and prevent much procedural sparring, to have appeals to the Civil Service Commission handled on the record established in the agency. Of course, any such prescription would have to be accompanied by an authorization to the Commission to order further oral proceedings when it made a finding of error in the earlier record, arbitrary or capricious action by the agency, or denial of rights in the agency proceeding. Good procedure would also require that the basis of appeal to the Civil Service Commission should be a statement in writing. The other side, of course, should have an opportunity to answer in writing. But whether under a system of "on the record" appeals there should be the several successive levels of appeal which now exist under Civil Service procedures is a matter which also needs discussion and a weighing of the pros and cons.

Another important issue which merits careful discussion is the more prompt handling of cases. Would a system of equalization of appeal rights, simpler procedures in the agencies, and appeals to the Civil Service Commission on the record make for more prompt disposal of cases? There is evidence to support an affirmative reply to this question. In answering it, however, there must also be taken into account the related questions of finality of decision and the status of the employee while his appeal is pending. Should an appeal to the courts act as an automatic stay in execution of the administrative decision? Should it be the general rule to continue the employee on the job, or, when he could not or should not be permitted to report for duty, to place him in paid leave status for the duration of whatever leave stands to his credit? Is it feasible to apply a rule of reason in the latter cases and limit its application largely to circumstances in which the employee is actually in custody, or where there is danger to the health and welfare of himself or others, or where good order and discipline clearly demand that he not be on the job? Even after exhaustion of paid leave, if for any reason a case should continue beyond that point, should the employee be carried in a leave-without-pay status until final



decision has been taken in his case? Here again, there is much to support the view that neither summary suspension without pay nor removal from the rolls should be an optional matter, and that the circumstances justifying their use should be carefully defined by statute.

Discussion may also be appropriate about the rights and privileges of employee organizations in the appeals process, both so far as appeals within the agency are concerned and in appeals to the Civil Service Commission. There will be no disagreement, I believe, that representatives of employee organizations, as well as employees themselves, should have an opportunity to express their views *before* appeals procedures have been finally adopted by either the agency or the Commission. Similarly, they should also be given opportunity to present their views on the operation of the appeals system either in general or in a specific case, and to be assured that their views will be responsibly considered. I further believe, however, that there is no point in discussing whether organizations or employees should have the right to veto any part of the regulations on appeals. Such a right would not be consistent with our philosophy of government—nor would the right to demand exclusive representation of any member of any employee organization in any appeal action. Choice of counsel cannot be so circumscribed.

#### NEED FOR PERSPECTIVE

A relatively small number of employees in the Federal service have found it necessary to avail themselves of their appeal right, or to undertake to prosecute grievances against their agencies. This bespeaks a high degree of responsibility on both sides. It means that agencies try to be fair and that, in general, employees believe that they are given fair treatment. Conversely, there are relatively few instances in which Federal employees are so delinquent in their responsibilities that their agencies are required to file charges against them. When both sides of this equation are taken into account, it is not surprising that the appeals system, despite occasional and sharp complaints about it from time to time, has not been kept fully up to date. I think, however, that the mass of evidence is conclusive against much more delay in instituting changes and improvements.

Probably a major part of the responsibility to press for change rests upon the Civil Service Commission. But we cannot be successful even in making changes in existing rules and regulations without the hearty support of the Federal agencies and the employee organizations. I suggest that we proceed at least to assess the value of a system which would differ from present practices principally in the following ways:

- (1) Employees would have a right to appeal in their agencies.
- (2) There would be a guarantee of impartial hearing

within the agency and a transcript or other acceptably complete record.

- (3) There would be one level of appeal in the agency except in unusual situations, authority for approval of which would be centrally located in the Civil Service Commission.
- (4) The employee would not be separated from the agency until his appeal was completed.
- (5) Appeals outside the agency, all other factors being equal, would be on the record.
- (6) There would be equalization of rights of appeal for all employees.

If there could be agreement on such a system it might well get us out of our present confusion, and it might well deserve employee, management, congressional, and public support. At least it could be easily understood by all parties affected, and hopefully, it would contribute to the strength of our Federal personnel system.

SALUTING THE  
HANDICAPPED  
AND ALL WHO  
GIVE THEM AN  
OPPORTUNITY



More than 175,000 handicapped workers have been placed in productive employment in the Federal Government since 1942 through the selective placement program administered by the Civil Service Commission in cooperation with Federal agencies. This record is a tribute to the handicapped workers who have demonstrated their value on the job and to those in the Federal service who have helped the handicapped to help themselves. With the annual observance of National Employ the Physically Handicapped Week, it is fitting to salute the handicapped worker and those who work in his behalf. The Civil Service Commission commends all who have cooperated in its program for Selective Placement of the Physically Handicapped, especially those who have been designated by their agencies to be coordinators for employment of the handicapped.

(The above drawing was taken from the recently issued "Hire the Handicapped" commemorative stamp.)



# STANDARDS AND TESTS

## NEW CLASSIFICATION GUIDE FOR RESEARCH JOBS

A new approach to the classification of the Government's research positions became effective with the recent publication by the Civil Service Commission of the Guide for Evaluation of Positions in Basic and Applied Research.

The new guide is unusual in a number of respects. In the first place, it is for wide application, across series lines, to positions involving basic or applied research in the biological, medical, physical, and mathematical sciences, in engineering, and in psychology.

A second unusual feature is the man-in-job concept. This concept recognizes that where the job assignment offers relatively unlimited opportunity for creativity and originality, the qualifications brought to the job by the incumbent will be a major determinant of the duties that will actually be performed. Consequently, qualifications and scientific contributions are recognized as a major classification factor, and comprise 40 percent of the basis for determining the grade of research positions.

"Evaluation by peers" is a third unusual feature. The guide recommends that evaluations be made by a panel composed of scientists and a personnel representative. To facilitate such evaluations, the guide expresses grade level criteria in terms which are believed to be meaningful to scientists, and recognizes the fact that, whether job evaluations are made by classifiers on the basis of information furnished by scientists, or are participated in directly by scientists, ultimately scientists themselves must evaluate scientific work.

The new guide provides a natural tie-in between the classification process and related personnel and management processes. It does this by relating the classification of research positions to the qualifications and contributions of the individual, as well as to the job assignment, supervisory controls, guidance, and originality. Many research installations now periodically review the progress and performance of their research personnel in order to consider them for promotion, reassignment, etc. The guide is well suited to use in making such reviews a complete one-step personnel appraisal.

Emphasis is placed on the principle that positions need not be supervisory to merit high grades. In fact, although its coverage is restricted to nonsupervisory positions, it provides grades through GS-15 with room for nonsupervisory positions at even higher levels. It also states that "it may be perfectly possible for the contribution of a highly creative nonsupervisory researcher

to merit the same grade (for different reasons) as the contribution of the supervisor of the organization or unit."

As a result of the above features, the new guide is believed to be responsive to most of the criticisms (sometimes quite sharp) which have, in recent years, been leveled at classification by the Federal scientific community. It is also expected to improve the job satisfaction of the Government's research scientists by providing an improved, more acceptable, and more easily understood basis for evaluating their jobs. In its draft form, it was enthusiastically received by Government scientists.

The Agricultural Research Service developed the original draft on which the guide is based. This draft was revised to adapt it to the varied needs of all Government agencies and then subjected to extensive testing by trial application. The results of the tests having proved the guide generally satisfactory, it was further revised in the light of the many helpful agency comments received and is now available for official use. It appears in the Position-Classification Standards immediately preceding the 007 standards for Correctional Institution Administration.

## PROGRESS REPORT

The following new or revised material for the Position-Classification Standards is on order from the Government Printing Office for October distribution:

- Appraising and Assessing Series
- Cartographic and Engineering Technician Series (for positions involving use of projection instruments in surveying and mapping work)
- Hospital Housekeeping Management Series
- Plant Quarantine and Pest Control Series, Part I
- Appendix to Guide for Evaluation of Positions in Basic and Applied Research (containing frame-of-reference illustrations)
- Classification of Interdisciplinary Professional Positions (additional material)

The following qualification standards will be printed for September-October distribution in Handbook X-118:

- Crop Insurance Fieldman, Supervisor and Director
- Exhibits Specialist
- Guard
- Park Naturalist
- Plant Quarantine Inspector
- Quality Control Representative and Inspector
- Security Specialist and Officer

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

- Accountant (except Auditor)
- Agronomist
- Bookkeeping Machine Operator
- Customs Inspector
- Electric Accounting Machine Planner
- Engineering Technician
- General Clerk
- Industrial Specialist
- Mathematics Technician
- Optometrist
- Passenger Rate Specialist
- Printing Officer
- Statistician
- Travel Clerk
- Writer and Editor

#### STANDARDS WRITERS ON THE MOVE

The CSC standards staff makes a real effort, in spite of limited travel funds, to get out of the Washington, D.C., metropolitan area to see in their natural habitat the people and jobs in occupations being studied. The occupational specialists traveled a little over 51,000 miles last year to get the facts that make standards reflect a true understanding and description of the work performed. Thirty-nine trips were made averaging about 5 days each. The traveling specialists inquired into 32 occupations out of the more than 65 under study during the year.

#### CHANGE IN THE FSEE REPORT WRITING TEST

Competitors in this year's Federal-Service Entrance Examination will write reports on such subjects as their vocational interests and goals, their special skills and knowledge, etc. Previously the competitors wrote reports on an assigned subject from unorganized data furnished them.

This change in subject matter is expected to improve the Government's public relations with FSEE applicants and to permit more effective placements. Competitors should welcome the opportunity to express themselves on the subject of their own abilities and interests, and appointing officers will have useful placement information as well as material on which to base a judgment as to writing skill. As in the past, the reports will not be used for rating competitors.

The Commission hopes that appointing officers will make increased use of the reports in making appointments from the FSEE, in view of the fact that some of them have complained that many FSEE appointees do not have the kind of writing ability so badly needed in a large number of FSEE-type jobs.

#### STUDY OF SUPPLY JOBS NOW UNDER WAY

A study of changes in staffing needs and jobs in Government supply and logistics support programs is one of the current high-priority projects of the Commission's Standards Division. Previous efforts to tackle these problems by individual classification studies of separate supply series have failed to provide a proper understanding of the significant trends in jobs and qualification requirements in this major area. This new approach will emphasize a broad look at career patterns, education, experience, and written-test requirements, transferability of skills among supply jobs, etc. One of the factors contributing to the difficulty of this project is the great diversity of procedures, operations, and organizational concepts of supply management programs in different Federal agencies.

#### UNUSUAL APPROACH

One of the CSC's standards writers, faced with a need to cite some examples in the obviously unciteable intelligence occupation, came up with the following ingenious solution, which appears in the position-classification standard for the Intelligence Series, GS-132-0: "The information desired may be in the realm of factual, statistical, or other concrete data. For example, what was the production of chariots for fiscal '92 in Assyria? (Assyria does not release information of this sort); who is Marcus Claudius, the man who has just engineered a coup d'etat in Babylon and what is his political backing? Or what are the operational characteristics of the new Etruscan slingshot? It may be of a more speculative nature: What percentage of the gross national product of Etruria will be devoted to offensive armament 5 years from now? What are the reactions of the prime minister of Babylon toward a certain proposal likely to be? In what direction is Assyrian chariot research tending?"

#### TRAINING PROGRAM TO BE REPEATED

The training course in standards development principles given last spring will be repeated this fall to accommodate requests from agencies. The basic purpose of the program is to provide leadership and guidance to agency personnel people who participate in standards development either through actual standards studies or through review and comment on tentative standards drafts released by the Commission. The program emphasizes the basic philosophy and concepts underlying standards development work, rather than technical or procedural requirements. It also emphasizes the high degree of integration of the classification, qualification, and testing viewpoints essential to the development of useful standards.



## SHELF-HELP

Dear Tom:

*You asked for a reading list for a field personnel man. I agree with you that the flood of personnel materials makes unguided reading most difficult. Our library records nearly 300 personnel items each month!*

*Here is a list. It leaves out many fine books. Chances are you may have already read some of them. But not knowing what you have covered, I am starting with the basics.*

*I have tried to select books that balance each other and that will broaden your horizons. You should also, of course, continue to read personnel periodicals. Good luck. Let me know how you make out with the list.*

*The Editor.*

### START READING HERE:

Stahl, O. Glenn

Public personnel administration. New York, Harper and Bros. 1956. 628 pp.

A basic book widely used as an introduction to personnel administration.

### PROCEED TO THESE BOOKS:

American Assembly, The

The Federal Government service; its character, prestige, and problems. New York, Columbia University. 1954. 180 pp.

An analytical study of our personnel system done by its critical friends.

Chase, Stewart

The proper study of mankind; an inquiry into the science of human relations. New York, Harper and Bros. 1948. 311 pp.

A stimulating record of the discoveries made when scientific methods were applied to human relations.

Gagné, Robert M., and Edwin A. Fleishman

Psychology and human performance; an introduction to psychology. New York, Henry Holt & Co., Inc. 1959. 493 pp.

Intended as a text for engineers or natural scientists, this book gives a practical understanding of human behavior. The final four chapters relate psychology to personnel management.

Lee, Irving and Laura Louise

Handling barriers in communication. New York, Harper and Bros. 1957. 209 pp.

A course originally given industrial supervisors. Presents sound theory and interesting applications.

Kluckhohn, Clyde

Mirror for man; the relation of anthropology to modern life. New York, McGraw-Hill Book Co., Inc. 1949. 313 pp.

An anthropologist holds up a mirror to our ways of life, standards, beliefs, and convictions.

### KEEP READING WITH:

Argyris, Chris

Personality and organization; the conflict between system and the individual. New York, Harper and Bros. 1957. 291 pp.

The organizational climate is a factor which strongly affects human relations.

Bass, Leonard M.

Leadership, psychology, and organizational behavior. New York, Harper and Bros. 1960. 548 pp.

Extensive report on numerous research studies on group behavior.

Hall, Calvin S., and Gardner Lindsey

Theories of personality. New York, John Wiley and Sons, Inc. 1957. 572 pp.

Exploration of the effects on man of reward, self-approval, and other motivations.

Hilgard, Ernest R.

Theories of learning (2d edit.). New York, Appleton-Century-Crofts. 1956. 562 pp.

In spite of apparent disagreements among researchers, social science has developed information applicable to the office and factory.

Merton, R. K., L. Broom, and L. Cottrell (eds.)

Sociology today. New York, Basic Books, 1959. 623 pp. Survey of the work of today's sociologists.

Rogers, Carl R.

Client-Centered Therapy; its current practices, implications, and theory. Boston, Houghton, Mifflin Co. 1951. 560 pp.

Chapter 11, a theory of personality and behavior, sets forth a guide to working with people.

Super, Donald E.

The psychology of careers, an introduction to vocational development. New York, Harper and Bros. 1957. 362 pp.

The attractiveness of an organization or a career depends on many factors, some of which are related to a young person's perception of himself.



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## Worth Noting (Continued)

**JOURNAL DEBUT:** The value of the transition article and other features in the initial issue of the *Civil Service Journal* was mentioned by a number of Federal officials and other readers who wrote the Commission to comment on the new quarterly. Most of those who wrote us paid high compliments to the content and appearance of the *Journal*, and some offered advice and suggestions for the future, including a recommendation for a "clearing house" devoted to problems common to a number of Federal agencies.

**RECRUITING:** Appointments from the Federal-Service Entrance Examination for 1960 are running well ahead of any previous year of FSEE operation, with over 4,700 new hires recorded as of August 31, indicating appointments may top 6,000 in a single year for the first time. . . . CSC is sponsoring a one-day conference for top agency recruiting officers on October 18, followed by a two-day workshop for Federal college recruiting representatives on October 19-20.

**HEALTH BENEFITS:** CSC is setting up procedures to notify all retired Federal employees and survivor-annuitants as to their eligibility for coverage under the Retired Employees Health Benefits Act which becomes effective July 1, 1961. It is expected to cover about 415,000 persons. . . . More than 1,738,000 Federal employees—about 90 percent of those eligible—enrolled for membership in the Federal Employees Health Benefits program, which went into effect last July.

**PUBLICATIONS:** HEW's new "Health, Education, and Welfare Trends, 1960 edition" brings together a wealth of data on such matters as national vital statistics, labor force by age groups, Federal expenditures for research and development, enrollments in institutions of higher learning, and average salaries of instructional staffs. . . . CSC offers a *Federal News Clip Sheet*, featuring digests of its news releases, to editors of Federal employee bulletins. For copies, write to CSC's Public Information Office.

**MEETINGS:** National Association of Postmasters of the U.S. holds its national convention in Miami, October 23-27. . . . Public Personnel Association holds its international conference in New York, October 23-28. . . . National Association of Suggestion Systems holds its annual meeting in Philadelphia, October 30-31.

**AWARDS:** Mary E. Switzer, Director of HEW's Office of Vocational Rehabilitation, recently became the first woman to receive the Albert Lasker Award. . . . December 1 is the deadline for agency nominations for the Arthur S. Flemming Awards sponsored by the Junior Chamber of Commerce of Washington, D.C., and December 8 is the deadline for nominations for the National Civil Service League's Career Service Awards.

**MISCELLANY:** The passage of civil service laws in Kentucky and Alaska this year brings to 27 the number of states with merit systems. New York passed the first in 1883, same year the Federal law was enacted. . . . More than 7,500 Federal employees took part in courses conducted under the interagency training program administered by CSC in the Washington, D.C., area during the past year.

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