

Civil Service Journal



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UNITED STATES CIVIL SERVICE COMMISSION

DOCUMENTS

Civil Service Journal

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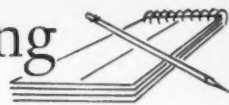
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U.S. Civil Service Commission

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BARBARA BATES GUNDERSON.....	<i>Commissioner</i>
FREDERICK J. LAWTON.....	<i>Commissioner</i>
WARREN B. IRONS.....	<i>Executive Director</i>

Worth Noting



CSC TRANSITION: John W. Macy, Jr., Executive Vice President of Wesleyan University, Middletown, Conn., has been selected by President Kennedy to succeed Roger W. Jones as Chairman of the Civil Service Commission. Mr. Jones moves to the State Department as Deputy Under Secretary for Administration, a post of equivalent rank. Mr. Macy was Executive Director of CSC from 1953 to 1958.

CAREER DEVELOPMENT: Civil Service Commission has completed the Government-wide roster of career executives serving in competitive positions at grade GS-16 and above, or equivalent levels in other classification or pay systems. Representing a comprehensive inventory of the top career staff in the executive branch, the roster will enable agencies to consider and use Government-wide executive resources in filling top level positions. It will aid in locating highly qualified individuals to fill short-term consulting or special project assignments, will be an important resource in staffing new or expanded agencies when future events require major shifts in programs and personnel, and will facilitate reporting to the President on executive manpower resources. CSC will soon furnish agencies with punch cards containing information on their employees who appear on the roster. . . . Twenty-eight percent of the Government's career executives may be lost through retirement during the next five years. This CSC projection is based on agency estimates that over 3,000 key careerists may retire by the end of 1965.

AWARDS: Five outstanding Government officials were recipients of the President's Award for Distinguished Federal Civilian Service, highest honor the country can bestow on its career civil servants, at a White House ceremony on January 11. (See pages 16 and 17.) . . . Agencies nominated more than 70 outstanding women for the new Federal Woman's Award. Selections by the judges will be announced and the six recipients will be honored at a public ceremony during February. . . . Two Federal agencies received special recognition at the recent national convention of the National Association of Suggestion Systems for the effectiveness of their incentive awards programs. Veterans Administration received a plaque for increased employee participation in its program, while Navy was given a plaque for its imaginative promotional project, "Campaign 40."

RECRUITING: "Federal Career Days" are becoming increasingly popular as a means of stimulating interest in Government employment and aiding recruitment on the Nation's campuses. So far this academic year, successful cooperative efforts of agencies, the Civil Service Commission, and colleges have resulted in staging Career Days at Duke University (in cooperation with the University of North Carolina and

(Continued—See Inside Back Cover.)

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PRESIDENT JOHN F. KENNEDY SAYS—

“Career Service A Full Partner”



I welcome the opportunity offered by the *Civil Service Journal* to direct a message to you.

During the early years of our Nation the President could meet with you personally and discuss program and policy in the easy informality of private conversation. One of the penalties of growth and size is the restriction upon those practices which is compelled. The increasing complexity and size of the processes of government make it all the more important that we have a dedicated and talented public service.

Today we move along the knife-edged path which requires a Government service more highly skilled than ever before. It can only respond to the challenges of the future if there is a working relationship between agency and department heads and the career service that allows each full scope for imaginative and creative effort. This will be the inevitable by-product of mutual respect, recognition of the need for teamwork of the highest order, and the free flow of ideas and information.

Government service must be attractive enough to lure our most talented people. It must be challenging enough to call forth our greatest efforts. It must be interesting enough to retain their services. It must be satisfying enough to inspire single-minded loyalty and dedication. It must be important enough to each individual to call forth reserves of energy and enthusiasm.

During my fourteen years in Congress I have had an opportunity to observe and to admire the high quality of our Career Civil Service. In meeting the grave problems confronting us at home and abroad it is my intention that the Career Civil Service be a full partner. Together we can lead our Nation to new peaks of achievement.

A handwritten signature in cursive script, which appears to read "John F. Kennedy". The signature is written in dark ink on a light background.

... a shattering hammer blow
at a dusty . . . hopelessly
archaic attitude toward
women . . .



THE FEDERAL WOMAN'S AWARD



by BARBARA BATES GUNDERSON, *Commissioner*
U.S. Civil Service Commission

Six career women of Government will receive commemorative citations for outstanding service in their chosen fields at a banquet at the Statler Hotel in Washington, D.C., on February 24. It is the conviction of the Federal Woman's Award Board that the event will be significant far beyond the pleasure and satisfactions of the assembled diners and the honored women.

We believe the Woman's Award will be a valid reminder to the American public of the excellence of civil servants. It is hoped that the Federal Woman's Award will in a sense serve as commendation to all able and responsible women in positions of trust in business, the professions, and industry. Beyond that we hope that the example of these superior and efficient women will be an inspiration to girls just beginning to choose their life's occupation. Many of these young women may have preconceived and distorted views of the job opportunities in Government and the status of women who have Federal careers.

As one of three Civil Service Commissioners privileged to have the responsibility and the advantage of looking closely at the character and efficiency of many of the Federal workers, I have come to some personnel and

personal conclusions about women in Government service.

A great percentage of them are better and more capable than they themselves realize. Some of these women, a comparatively small group, suffer treatment that is unjust from insecure Federal career men who are fully aware of these women's true qualifications for advancement but neglect to act on this knowledge through promotion action. They do this willfully, knowing the stringent need of Government today for the best possible people in key jobs and their own responsibility to these needs. Fortunately, such situations are more than offset by mature and fairminded men who insist on the advancement of well-qualified women over men and women of less ability.

As the woman Commissioner of Civil Service, I have found that a large number of keenly intelligent women shun the responsibility of advancement and choose to remain contentedly in jobs which have become automatic second nature to them. These women are "sociologically sold" on the idea that the American way of life allows a woman great latitude in matters of dress and personal habits, but that she may NOT compete with a man in the working world but content herself with the role of handmaiden.

A subcategory of this group are the women whom Government personnel men delight in telling me about as a retaliatory gesture after I have urged them to give women in their agencies careful consideration for executive-level jobs.

Such women, on being offered a promotion, do not shun it for fear of responsibility or masculine resentment in the office, but because it would put them in an income bracket superior to their husbands. It is a commonplace that many such women turn the new job down without

"Women . . . are individuals with individual gifts and competences which must not be down-graded or ignored. Women are no smarter and no better than men. They are certainly no more deserving nor outstanding. But, by the same rule, the best of them are no less significant than the finest and most gifted men . . ."

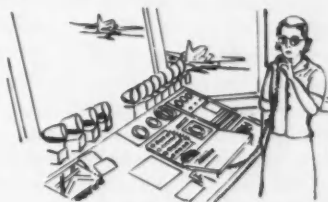
regret, feeling that they have thus proved their womanliness and virtue as wives. Apart from whatever cultural validity this decision may have, what it does to Government work situations and to other women who need, deserve, and desire promotion is hard to estimate.

Another small group of women who have written and called on me frequently are those who believe that each difficulty they encounter in the job situation is the result of intentional persecution and discrimination against women. They believe that they cannot give their best to the job because the male supervisor is unreasonable; they are convinced that they have been passed over in the agency because the men have a clique. Or, they tell me bitterly, they had charges filed against them for alleged insubordination, or abuse of leave time, or bad office conduct—all as the result of a sinister man-dominated agency's intent on hindering women. I am afraid in many instances such women have found that a Commissioner of their sex can be as hardhearted as the men about whom they complain to her.

To balance this small and slightly pathetic segment of Federal career women is another, hearteningly larger, group holding jobs which keep them hopping and which they do superbly well. They make an awesome contribution to the agencies and departments fortunate enough to have their services for just one reason: *They are so capable, so competent, so pleasant to have around, and so deeply imbued with the underlying reason for their jobs that they have made themselves indispensable.*

In these days of catchall phrases, the term "occupational disorder" is commonplace. Perhaps the most satisfying discovery an objective observer of the Federal service makes is that thousands of men and women in Government work have, instead, "occupational order" in their makeup. Such men and women are the good bread of our national existence; the sinews of our Nation's purpose. Such women have the admiring approval of the able men with whom they work.

Repeatedly, as I have visited Federal installations in the 11 civil service regions covering our 50 States, I have had Federal career men tell me excitedly about the career woman that "you *have* to meet." With genuine enthusiasm such men recount the ability, dependability, and excellence of some Federal woman worker who has earned her place in the agency's mission. She may be a wage-board expert, a slide-rule genius, a tough-minded budget officer, or a writer whose crystal-clear logic and lucid sentences contribute immeasurably to the accom-



plishment of her entire bureau. Whoever she is—short, tall, blonde, brunette, married, widowed, or single—she is a disciplined, professional, integral part of Government.

She is worthy to be an example to other women in Government and to the promising young women leaving college campuses in ever-growing numbers to seek careers for themselves.

WHY THE AWARD?

Such distinguished women Government workers are one reason that a Federal Woman's Award Board has been established for formal recognition of woman's place in Government. But, important as such women are, they are not the only reason for the award. Frivolous as it may seem, an equally basic reason for the establishment of an annual award for superior women workers in Government is to aim a shattering hammer blow at a dusty, old-fashioned, and hopelessly archaic attitude toward women. Perhaps I can best characterize the intent of this blow for a new concept in an old slang expression. It is the rude stopper which used to be heard insolently adjuring the listener to "cut the comedy!"

Nothing in our modern way of existence so urgently needs a retreat from humor as the entire subject of the modern American woman. She is half of the hope of the free world. She is a product of the American heritage and, whether she is a new college graduate, a research chemist in her late thirties, or a mature woman doing a volunteer job for the Red Cross, she deserves to be taken seriously. For the sake of democracy's good sense and good conscience, she must be taken seriously.

Approaching the subject of woman's role in society, her status in business, her ability as a mother, teacher, or motorist, even her attitude as a political entity, requires

courage and a touch of wry humor. The less courage to face reality, the more humor seems to be the rule.

Apparently, one may grow deeply concerned over American juveniles or fulminate learnedly on the crisis of education, but if you're talking, writing, or even thinking about modern American women a tradition decrees that you must either be vicious or make it funny.

What is the reason for this attitude?

Have contemporary observers like James Thurber and the late Helen Hokinson shaped our national *idée fixe* about women or only crystallized what everyone feels to be true?

The answer is a hard one. For who, on seeing Thurber's shapeless linear blob females, can resist a snort of delighted recognition? Or, after glimpsing his magnificently grotesque female general in voluminous white nightgown, leading her maiden war horse troops into the fray of the primitive Battle of the Sexes, who is not immediately destroyed by laughter and forever disinclined to think seriously about what well may be justified provocation for the daughters of Eve to draw battlelines?

To enter the creamed chicken and chocolate cream world of Helen Hokinson's club women is to abandon all attempts to be judicious and scientifically correct in assessing modern women. One startled look at Hokinson's bubbleshaped matrons with flowing flowered chiffon shifts and drooping cart-wheel hats is so delightful, preposterous, and laughable that sensible and fairminded consideration of the Organization Woman is just too much.

We revere the daring of an Amelia Earhart; weep or smile as Helen Hayes would have us; honor Eleanor Roosevelt; marvel at Madame Pandit; respect Margaret Chase Smith; applaud Helen Keller and Marian Anderson; and pay close attention to Pauline Frederick's U.N. reports or the financial acumen of Sylvia Porter. Yet we

FEDERAL WOMAN'S AWARD JUDGES

The Board of Trustees for the Federal Woman's Award, of which Commissioner Gunderson is Chairman, was identified in the October-December 1960 issue of the *Journal*. In addition, the judges for the first awards to be conferred in February are: Miss Frances Perkins, first American woman Cabinet officer (former Secretary of Labor) and former U.S. Civil Service Commissioner now affiliated with Cornell University; Bruce Gould, editor-publisher, the *Ladies Home Journal*; Erwin D. Canham, editor, *Christian Science Monitor*; George Romney, president, American Motors Corporation; and David Brinkley, news commentator, National Broadcasting Company.

go right on thinking of women in general as either comic or sinister.

Most American families have a great grandmother, or a great aunt, or at least one female ancestor, who is a legend of strength and courage. Perhaps she went West in a covered wagon and set up housekeeping in a sod house. Perhaps, instead, she faced widowhood far back from the frontier and slaved with indomitable strength of spirit to provide for children who grew up in poverty but were never neglected. Children who emerged to become doctors, teachers, and merchants of note, thanks to her fortitude. Maybe she was the school teacher who saved her charges in the blizzard of '88, or the first woman medical student in the days when the only proper work for women who needed to work was teaching or sewing.

Whatever she was, there was nothing vicious nor comic about her. She was warm and strong and admirably competent.

Since we all know from personal experience about such women, whether they were grandmothers on the World War II swing shifts, or part of a housewife's brigade that recently altered the administration of a crumbling and corrupt city for the betterment of all its citizens, isn't it passing strange that usually, when "women" is the topic of conversation, a long-standing custom is reverted to and speakers either view with alarm or insist on trotting out the old Joe Miller joke approach? Sometime I hope an appropriate researcher will find out if anyone has ever said "typical man driver," if a man has ever been "tied to his Dad's belt buckle" instead of "to his Mother's apron strings," if a brilliant man has ever been commended for "thinking like a woman," if the word "manish" is ever derogatory as the word "womanish" never fails to be?

But those frivolous conundrums can wait for their perfect point in the scheme of truth's unfolding. More practically, I wonder why women in Government are always thought to be secretaries, typists, or filers? Important as each group is, they represent only a small part of total Federal womanpower. The Federal Woman's Award Board of Trustees confidently expects that the honoring of six Federal career women will show that women have qualified in a wide and diverse variety of endeavors within the Federal system.

These are women without whose tact, strength, intellect, and creativity the Government could not operate. They deserve recognition. But more important, women in jobs within and out of Government need their example. The Department of Labor informs us that women college graduates of Spring 1960 will work for 23 years of their lives and that working rolls in the coming 10 years will increase by 6 million women. The citation and honor paid 6 of the best Federal career women should serve as an inspiration to young women

(Continued—See AWARD, page 12.)

ON DELIVERING WHAT WE PROMISE:



CAREERS

by C. MANSEL KEENE
Chief, Standards Division
U.S. Civil Service Commission

"Hiring for careers, not for jobs." Is it a slogan, a gimmick, a passing fancy . . . or a way of life for the Federal service? The answer depends upon how well the purposes, the possibilities, and the techniques of career recruiting and career planning are understood and practiced throughout the Federal agencies.

Career recruiting means two things: selecting applicants who demonstrate ability to develop and serve ultimately at levels considerably above their entrance levels, and offering them employment for *careers*—not just *jobs*.

Along with other progressive employers, the Federal Government has been putting much greater emphasis on career recruiting in recent years. But delivering what is promised in career recruiting does not happen automatically. It requires many things—activities, attitudes, programs—all interrelated and affecting all levels of the organization. There must be new or different objectives and approaches recognized and accepted by people at various levels of responsibility. And, above all, the development of proper attitudes must not be left to chance.

With the passage of the Government Employees Training Act of 1958, training, as an essential ingredient of career planning in the Federal service, assumed new stature. But training, while certainly a major factor in career development, does not provide all the answers; like merit promotion, it is one of several necessary parts of an integrated career program. It is my purpose here to examine some of the other, perhaps less obvious but equally necessary, aspects of such a program.

WHY DO WE PROMISE CAREERS?

A clear understanding of why we promise careers is essential at the outset. We do so because we believe that career staffing *best serves the needs of management* in modern Government, not merely because we believe it is what quality recruits want to hear. We must keep our promise for the same reason. The element of employee

satisfaction is one aspect of our obligation, of course, and a very important aspect; but the Government's need is paramount.

RESPONSIBILITIES WITHIN AGENCIES

Management must set the pace

Of primary importance is the attitude and policy framework established by top management. Management at the highest level must spell out what they hope to gain from career recruiting, where they want it used, and *how* it should be used in relation to programs that have a bearing on it. There must be complete understanding as to how career recruiting, if properly implemented, will affect agency organization and activities. Career recruiting must be recognized as being appropriate for some kinds of jobs, some types of employees, and some parts of the organization, but not for others. There must be an awareness that it is no more a cure-all for management problems than are a host of other things that have been tried, but that when used in proper perspective and with appropriate understanding it can be a very valuable management device. Most of all, top management must have a sensitive awareness that in using career recruiting, just as in other areas of organizational activity, top management's opinions, insights, and understanding (or lack thereof) concerning its implications will be felt in one way or another through all levels of the organization.

Management and the supervisor

If clarity of purpose is management's first obligation, its second must be clarity of communication with the supervisors who are responsible for the first important

steps in delivering what is promised. Management must make sure that those who supervise new employees recognize that there are differences in working with career recruits rather than job recruits. If an organizational segment is singled out for use in bringing such people into the agency, the supervisor's job of developing worker potential, in addition to seeing that the work is done, becomes vitally important. There may be a steady flow of new employees to be oriented, trained, and developed for ultimate use elsewhere, in a unit whose normal activities require relatively few new employees. Under these circumstances, it may sometimes be necessary to select a different type of supervisor, and perhaps to adjust the grade level of his job in recognition of the extra skills and insights required.

Supervisors should be able to discern the difference between career recruits whose performance in initial jobs marks them as poor career risks and recruits who, although initially not performing at the maximum, show promise of brilliant achievement when the levels of their assignments are more in keeping with the nature of their potential abilities.

It must be borne in mind, however, that in every unit there is certain work to be done. If the orientation, training, and other "gateway" functions are not allowed for in staffing the unit, the pressure of work may be such that the supervisor has time only to be a work pusher rather than also a developer of employees. The career recruits also may only have time for the day-to-day workload. The daily accommodation to production demands may not only prevent training being given and received, but may also obscure the fact that no employees are being trained. Another serious danger in this situation is that it tends to foster employee hoarding. In an organization where emphasis is primarily on production, many supervisors have an extremely parochial attitude; they try to retain employees who might better serve the agency somewhere else in the organization structure. The hoarding of manpower potential can be a problem in any organization, but especially so where there is a specific emphasis on career recruiting.

We know that the attitudes of supervisors will in general be no broader than those of management. If management places emphasis exclusively or predominantly on production, there is no incentive for supervisors to give up extremely productive employees. In fact, the organizational "rewards and punishments" will actually discourage the release of such employees. On the other hand, the supervisor must be permitted to maintain a staff that is capable of carrying on the work. Where there is a continual movement of employees through a unit, and the marginal are retained, the resultant sedimentation may, in time, not only choke off the spaces available for induction purposes but also seriously impede the work of the unit.

When there is emphasis on career recruiting, supervisors must be judged, among other things, on their ef-

fectiveness in developing employees, providing them with sound evaluations of their performance, and in other ways helping them along towards the realization of their full potential. Given a proper perspective by management, supervisors are more likely—as they are recognized as developers of manpower for use higher, or at least elsewhere, in the organization—to put appropriate emphasis on the career development of their employees.

Where there is no clear-cut understanding on the part of management and the immediate supervisor as to what is involved in using an organizational segment for inducting career recruits, many unfortunate things can happen. For example, the supervisor may grow resentful because the best people are taken away from him, and may decide that if he could have higher grades in his unit he could retain the good people. Under such circumstances the supervisor may communicate to the new employees, without actually meaning to do so, an unfavorable opinion concerning the activities and policies of the entire organization. This is scarcely the most auspicious environment in which new employees can begin their careers.

These and similar difficulties can, for the most part, be reduced if proper steps are taken to insure that the responsibilities of the supervisor of the gateway segment are fully understood and the job filled and handled accordingly. Then the immediate supervisor can be a positive force in imparting constructive and lasting work and career attitudes. Otherwise he may contribute to the development of poor work habits and attitudes on the part of employees, and may even cause some of the best people to leave the organization.

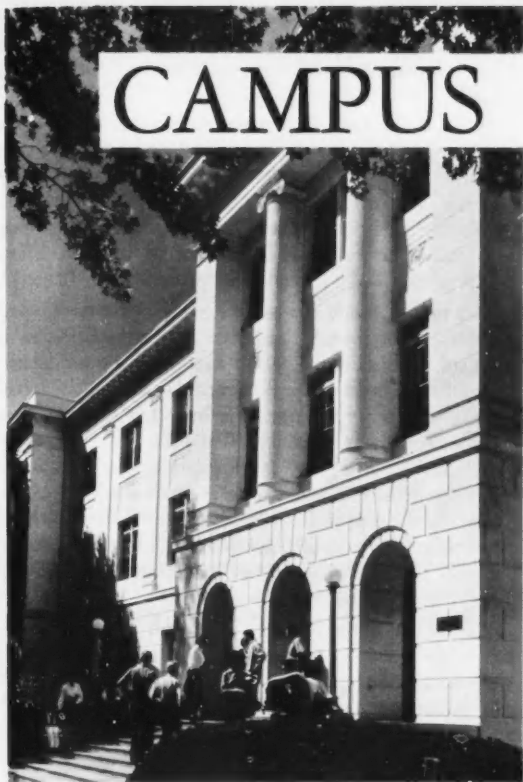
The supervisor and the college recruit

There may be especially acute problems when college graduates are filling the relatively routine types of jobs for which they are qualified at the start of their careers. Trainee professional work (or work of similar level), which they are often required to do until they learn more about the organization and the work to be done, can prove discouraging to recent college graduates. They may pick up attitudes of apathy towards the work of the agency which will blight their performance and their careers. Some of them may even turn away from Government jobs, convinced that the worst they have ever heard about Government employment is all too true. Loss of this potential can be further intensified if those who leave share their experience with those who might otherwise seek Government employment. However, if the work of the new employees is placed in a meaningful framework by an adept and sensitive supervisor, the employees will find the work much more rewarding.

The task of properly inducting and orienting college graduates with high potential is frequently made difficult because of the tremendous gap between their first assignments on the one hand and their expectations, as well as

(Continued—See CAREERS, page 21.)

CAMPUS STAKEOUT



by SAM N. WOLK, *Director*
College Relations and Recruitment
U.S. Civil Service Commission

there is a counterbalancing set of factors that cautions against complacency. Foremost among these are:

- (1) Competition for the "cream of the crop" of college graduates will be keener;
- (2) Government cannot match industry offers dollar-for-dollar;
- (3) Government's recruiting operations need further strengthening;
- (4) "Civil service" does not appeal to many promising students.

These disquieting facts raise the specter of setback in the years to come unless we take them fully into account and act to offset them.

Let's take a closer look at the balance sheet, the credit side first.

SUPPLY AND DEMAND

1961 can bring Uncle Sam his biggest, best catch yet in the annual competition for a share of the Nation's most talented young people—IF!

The "if" centers on the extent to which Federal agencies plan and organize to meet their manpower needs and on their participation in the Government-wide recruitment effort.

A variety of indicators forecast the possibility of unprecedented success for Federal recruiters this year, despite the fact that competition among employers in the annual stakeout of the country's campuses will be intense. But success won't be automatic; Government efforts and resources for recruitment will have to be fully mobilized, committed, and on target if Uncle Sam is to get his full quota of America's "most wanted" young men and women.

Principal factors weighing in favor of a banner year for Government recruiting are the current supply and demand picture and improvements in what the Federal service has to offer, our organization and operations for recruitment, and the developing recognition of the Government as a good employer.

While these plus factors give ample cause for optimism about prospects for productive recruitment in 1961,

The supply-demand balance should temporarily tip more nearly in the Federal recruiter's favor with a near record number of degrees of all kinds to be awarded by colleges and universities at a time when the recent "slip" in the economy may find industrial recruitment goals down from the peaks of recent years. This year's forecast of over 495,000 bachelor's, master's, and doctor's degrees will be second only to the peak GI Bill graduation year of 1949-50 when 498,000 degrees were taken. The great bulk of the degree winners will want to consider firm job offers in the next few months, and they are likely to find recruiters for industrial employers being much more selective than in the past. Although Federal recruiters, too, will be shooting for a share of the "cream of the crop," they'll also be willing to consider others. Moreover, the Federal men will be willing to talk with the liberal arts people in whom industry representatives have shown less interest than in the graduating engineer and scientist.

WHAT UNCLE SAM HAS TO OFFER

Another difference from the past will be in the attractions of the Federal career service—improvements in starting salaries, the fringe benefits package, and other things of importance to young people starting their

careers. These strengthen Government's appeal as a potential employer. The general salary increase authorized by the Congress last summer, coupled with the above-minimum recruitment rates authorized in shortage categories and the "premium for quality" feature introduced in 1959, will put Uncle Sam in a much more favorable competitive position in bidding for the services of this year's graduates. Add to this picture the extra appeal Government has (but has not always capitalized on)—the nature of the work itself. The opportunity to participate in and contribute to important programs affecting all the people, properly emphasized, should attract many outstanding young people, especially as a change in administration focuses greater attention on Government and its programs.

Recent years have seen steady and striking progress in the marshaling of recruitment forces by the Federal Government, and further improvements are indicated in this year's campus stakeout. The stock of the Federal recruiter and Government recruitment efforts has risen considerably from a point where many observers were extremely critical just a few years ago.

Although for some years a few agencies have conducted highly effective recruiting programs to meet their particular needs, especially in the contest for scarce scientific and engineering skills, the introduction of the Federal-Service Entrance Examination in 1955 marked the turning point in the Government's campus recruiting operations. The pattern for Civil Service Commission and agency partnership in a truly Government-wide operation was blueprinted by the FSEE and provided a firm foundation for subsequent cooperative efforts.



MANY FEDERAL AGENCIES participate in Federal career days at colleges. This Department of Agriculture exhibit was developed for career-day use and other recruiting occasions.

A significant development has been the fixing of responsibility for recruiting within organizations. This has been done by the Commission and by a number of agencies.

In 1958, the Commission established the new position of Director of College Relations and Recruitment to plan and direct long-range nationwide programs and cooperate with and support the efforts of representatives of employing agencies. The Commission also appointed recruiting representatives in each of its regional offices to strengthen Federal recruiting operations in the field.

Meanwhile, more and more agencies have established counterparts of the CSC positions at headquarters and in the field. To date at least 25 agencies have designated recruitment officers at the departmental level. What had been "everybody's business and nobody's business" has become "somebody's business"—and the change is paying off. CSC and agency recruiting representatives in Washington and the field have formed effective networks for the exchange of experience and ideas and for participation in various cooperative projects such as workshops and seminars, Federal career days, and coordinated campus visits.

Among the important benefits of this increased attention to the recruiting function have been greatly strengthened college-Federal liaison, valuable interchange of information, progress toward professionalization of Federal recruiters, much more attractive and effective recruiting literature, a better definition and understanding of the respective roles of the Commission and agencies in college recruiting—and greatly increased student interest in career opportunities in the Federal service.

A brief word on several of these developments is in order.

One thing the Commission recognized early in its efforts to improve Government's recruiting position on the campus was that we couldn't sell students on careers in civil service until we had sold those whose opinions most influence the career decisions of students—educators and placement officers. Therefore, we concentrated on strengthening liaison with college officials and sought their counsel. The effort has paid real dividends.

Where Federal recruiters seldom were active in, or were even admitted to, professional placement organizations a few years ago, many are now members of and some hold office in the major sectional placement associations affiliated with the College Placement Council, Inc. Moreover, officers of the Council and top college placement officers have contributed significantly to the strengthening of Federal recruiting by participating in conferences and workshops and identifying areas in need of improvement.

Although the pattern of decentralization and delegation of authority in Federal recruiting made it difficult to pinpoint the respective roles the Commission and

(Continued—See STAKEOUT, page 26.)



The AWARDS Story

In his opening address to the third annual Incentive Awards Conference, sponsored by the Commission in November and attended by more than 250 Washington area awards personnel, CSC Chairman Roger W. Jones spoke of the value and possible future course of the Government's awards program. Because of the interest shown in this address, the Journal presents excerpts below.

* * *

I feel that you are engaged in one of the most worthwhile activities which the Federal Government undertakes. I hope that you come to this conference, as you do to your daily duties in connection with incentive awards of all kinds, with great conviction that the game is worth the candle and that what you do, you do for the betterment of our Government, for the improvement of the morale of our people, and for the improvement of the moral climate in which the Federal Government works.

WE TEND TO FORGET

Incentive awards, of course, are not a new thing. Throughout history society has recognized that there is always within each one of us an innate desire for recognition, an inherent capacity to do better work. Once in a while we want to get a pat on the back if we do something to deserve it. But, from time to time we have tended to forget that man is so constituted. We have tended also to ignore the fact that he likes to be praised for what he does well, to receive some recognition for his achievements. It is easy to take for granted the very best efforts that anyone can put out. I am glad to say that in the Federal Government we have now turned our back on this way of doing things and, for a number of years now, have had in being a growing, rather vibrant, exciting incentives program. The success of this program can be assured only by the continued effort of people like yourselves, who stay with it year in and year out, retaining their enthusiasm and working hard to keep the enthusiasm of others not at a fever pitch, because that's not what we're after, but at a steady pitch of recognition that the individual and his accomplishments is something which is most worthwhile.

PROGRAM VALUES

The monetary values which we have attached to this program, by very conservative accounting, already exceed 700 million dollars. The moral values which have come out of this program have involved a recognition of this innate desire to get a pat on the back and to improve the entire climate of response to opportunity by Federal

employees. The morale factors have been tremendous, both in terms of improved working relationships between management and the employees and also in terms of the concrete satisfaction which everyone shares when an award winner is announced.

AT THE CROSSROADS

I think, however, that we now stand a little bit at the crossroads of our Federal program. We have reached the point where we're going to have to make the hard decision of whether we move in the direction of more emphasis on quality or more emphasis on quantity. Up to the present time, the quantity emphasis has been necessary because of old inertia, this willingness to take people and their efforts for granted. From my own observation, however, I believe that we have now reached the point at which more emphasis on quality should become central in our thinking.

We can't always produce a \$25,000 award for the development of a Sidewinder missile, or a similar award for development of miniature electronic circuits, but neither should we, in the absence of being able to do this with great regularity, believe that the system has become one in which the primary emphasis should be the small award, either in terms of money, or in terms of recognition of sustained performance. There is great value to the \$25 award for the discovery of a work hazard which has been overlooked, but I think we have to be sure that we don't replot old ground. Because as surely as we do start plowing old ground then our program will come under the kind of criticism—the kind of attack against which there is no defense.

I would like you also to stress more in your own thinking the honorary awards, the awards for sustained superior performance, in which you are recognizing the accomplishments of the man vs. the machine, or the man vs. the system. These are important. And, they are not to be looked at cynically at all.

MORE COST CONSCIOUSNESS NEEDED

Improved service, higher quality of work, safer operations, technical advances—these are the four cornerstone criteria upon which our whole structure rests. It's up to you, ladies and gentlemen, to continue to build upon them. I know that you will, and I know that in the years to come you will add to them what, perhaps, we have not given enough attention to in the past—a development of cost consciousness on the part of every employee in the Federal service. We are coming into an era in which there will be no further curtailment of the Federal budget—of that I am sure. For this reason, it is more important than ever that each one of the two and one-third million people who work for the Federal Government should have built into their whole awareness of this awards system a cost consciousness—a desire to keep down costs and to put out that extra special effort to do so.

NEW DIMENSIONS IN PUBLIC SERVICE

by DR. C. STEWART SHEPPARD, *Dean*
Graduate School of Business and Public
Administration, Cornell University

There is an unfortunate fad around today. And many of our leading institutions—churches, schools, universities, business corporations, government agencies—are guilty of it.

We all want so desperately to be loved, and if we have enough money to spend, then we feel we can construct whatever public image we like. Conforming to the present public homage to science and technology, we have even given the fad a pseudoscientific term—"image engineering."

All you have to do, it is claimed, is to make up your mind what you want to look like in the eyes of the public, then the engineers move in and perform some plastic surgery.

So you prefer the "shaggy dog image" or the "jet-propelled rocket image"? You pay your money and take your choice.

The important thing is to match the "angle" from which you are photographed.

Today the public appears to want the "jovial extrovert"—the friendly associate.

Now this particular preoccupation with a public image is all wrong. We need today to emphasize two words, "business-like" and "statesman-like": two of the most impressive in our language. They include attributes such as integrity, reliability, efficiency and a sense of values.

We must in government and business develop within individuals a sensible balance between excessive liberality and prudent self-interest. Too many people still regard "politics" as a dirty word. There is great public ignorance of the role of government in our society. If we feel we need "image engineering," then it should be in a sane and sensible way.

A major challenge facing the administrator and executive in government and business today is to recognize change and adapt swiftly to new environmental factors. No one can cling for long to outworn methods and customs in this modern society of ours.

(Condensed by the author from his speech delivered at the College-Federal Agency Council of the Second U.S. Civil Service Region Conference held in Princeton, N.J., on October 27, 1960.)

Alfred North Whitehead in his *Adventures of Ideas* puts it this way:

"Tradition is warped by the vicious assumption that each generation will substantially live amid the conditions governing the lives of its fathers, and will transmit those conditions to mold with equal force the lives of its children. We are living in the first period of human history for which this assumption is false.

"In the past the timespan of important changes was considerably longer than that of a single human life—today this timespan is considerably shorter than that of human life, and accordingly our training must prepare individuals to face a novelty of conditions."

The accelerating rate of change in our industrial society brought about by scientific discoveries, technical progress and rapid mechanization, requires the administrator and executive in government and business to become better educated and intellectually prepared.

Our age of science calls for less and less muscle and more and more mind.

Certainly we may expect to see administrators and executives become more analytical in their approach to the decision-making process. For example, while intuition will not be eliminated entirely, there will be a greater emphasis placed on mathematical programming. There will be an intensified effort to obtain quantitative data on variables and their weighting and combination.

A whole new dimension has been added to the learning process of potential and present administrators and executives in government and business.

Hardly a day passes that you do not see an article or new book on operations research, linear programming, automation, or electronic data processing. We are studying today things such as search theory sequential analysis, the theory of decision functions, queuing theories, and the theory of strategy in terms of games.

This modern scientific and technological age is presenting us with new tools, techniques, and quantitative data to increase the scope of administrative and executive potential if there is a sympathetic and enlightened attitude to accept them.

However, many administrative and executive decisions involve the consideration of factors that are non-reducible to quantitative form. Politics, morale,

tradition, for example, are items that defy mathematical expression. The executive, then, must coordinate quantitative and qualitative factors in reaching an administrative decision.

It was Goethe who observed that, if one divides the sum total of reality by the sum total of the products of human reasoning, he always has an unexplained remainder.

We need now as never before to study carefully not merely the revealed facts but also those intangible factors of individual, social and political behavior which graphs and charts and figures never touch—that "unexplained remainder" in the soul and spirit of our society which ultimately determines the whole environment in which American business and government must function in the years to come.

Out of a civilian labor force of about 70 million, about 8.5 million, or roughly 12 percent, are in public employment. In 1929, the year of the business crash, the total of public employees was 3 million. By 1940, before we entered World War II, the total had risen to 4 million and by 1950 to 6 million.

This increase has not been a matter of party politics. Despite assurances in 1953, when the Republicans took over, that there would be retrenchment and preferences given to private enterprise, we have today the highest peacetime total of public employees in the history of this country.

Government spending was cut back sharply after World War II from nearly \$100 billion to a postwar low of \$33 billion in fiscal 1948. Since then, however, outlays have expanded substantially, partly because of the Korean war and enlarged defense requirements, but more recently because of more and more expensive nondefense programs. Federal spending is expected to reach or exceed \$81½ billion in fiscal 1961 and further increases are a foregone conclusion.

Against this prospect for rising Government expenditures, there are forces at work which are likely to retard the growth of Treasury receipts.

Tax revenues are highly vulnerable to even modest declines in aggregate business activity, mainly because corporate profits tend to fall off steeply when business sags.

At the same time, corporate profits, and hence corporate income taxes, have failed to keep pace with the growth of the economy, and this is true also of excise tax collections.

In addition, of course, there is not only the obvious reluctance to raise tax rates when required, but continuing pressure to reduce taxes and to incorporate special relief provisions in the tax laws.

Efficient government services will be in greater and greater demand in the critical years ahead of us, and if the government is to perform its role effectively, it must be given the scope, the status, and the resources necessary for the discharge of its functions. The government will need more men and it will need more money.

But who will we get for public service, and how? Dollars alone will not buy them or our "public image." Neither will computer technology alone solve our complex scientific problems.

The difficulty of attracting and retaining dedicated, efficient, intelligent individuals in public service is probably the most important single problem facing the Government today.

Public service is ranked low by opinion leaders, there is great variation in prestige valuation among different categories of public work and there appears to be a stimulus to high turnover. Some basic research is needed to pinpoint these problems. We should find out the sources of criticism in specific terms, and perhaps even in specific communities. Indeed, this should be done before we tinker with any of the gadgeteering aspects of "image engineering."

The impact of our new worldwide mission, of our vast peacetime military machine, of complex economic and social problems and policies, of an exploding population, and of a rapidly expanding technology, is radically changing both the environment and functions of governments, as well as the requirements for the effective management of public affairs at every level of government.

We feel these responsibilities very keenly in our universities. We are conscious of our failure to educate anything like the number of students needed to fill present and potential demands for high-quality talent.

And we need to have new dimensions of thinking in our own educational process. Curricula in public administration are still too traditional in substance and method, we are still too much oriented to staff rather than line functions, we seem to be quite unqualified to inject some of the real excitement and drama inherent in the management of today's world affairs.

I am applying these criticisms particularly to the graduate level of education. If you will permit me to do so, I would like to put in a little plug for the faculty planning going on at Cornell.

We are looking ahead to the time—I hope it will be short—when we have a new program of resident instruction at the master's level, a strengthening of our doctoral program, the formation of a new Center for Governmental Studies, a new program for the development of teaching materials in public administration, and a new seminar program focusing on new ideas and developments in public administration.

We calculate that during the next two decades, about one-third of the positions in public service will demand some of the skills and abilities represented by higher education.

Of this third, about one-half will call for some form of postgraduate instruction. Even now, public service is absorbing the talents of 23 percent of our engineers, 43 percent of the biologists, 27 percent of the mathematicians, and 25 percent of the physicists.

There is no reason to think that the quality of the students undergoing education for public service is any less than that for business. Indeed, the data suggests the reverse. Very many of the present top career leaders in the Federal Government are significantly better educated than leaders in business.

But in terms of output in proportion to need, the public service suffers greatly in contrast.

There is no evidence to indicate that the number of students seriously preparing for a public service career, in proportion to the population of the country, is any greater today than it was in the late thirties.

The change toward new concepts in both the theory and practice of public administration is much, much too slow. And we are not likely to advance more rapidly until the field of public administration ties together more closely policy and administration, theory and practice. Public administration must be made into a viable whole—just as it is in business administration.

Public administration must become aware of, and then use, developments in organization theory, the behavioral sciences and human relations, industrial psychology, psychiatry, communications, power analysis, equilibrium theory, ethics and values, operations research, econometrics and other quantitative approaches to administration, and also the less theoretical fields of logistics, production, automation, clerical operations, and systems analysis.

This is not to suggest these tools, techniques and insights are not in use, but they need to be coordinated better, put into a package with a red bow on it so it has some glamor for the student. Out of this comes the kind of "image engineering" I have in mind.

The United States as a whole needs to work out better relationships between politics, policy and administration. Our changed role in national and international affairs depends on it.

But when all is said and done, what we need more than anything else is a reaffirmation of faith in our American way of life, a sense of urgency in the face of world crisis, a spirit of individual dedication to the common welfare: in other words, Goethe's "unexplained remainder" that rests in the soul and spirit of our society.

We need new dimensions in public service but we should also remember that the eternal moral verities set forth in the teachings of the great religious leaders and philosophers have remained unchanged for thousands of years.

The laws of human behavior and conduct have altered little since statesmen wore robes and togas and moved without mechanical transport.

So the theory of perpetual progress must be handled with a good deal of care. Civilizations have known their ages of decline and fall, as well as of rise and growth.

Only in the natural sciences and in material production is accumulative progress almost inevitable.

And this is only a small part of the destiny of man.

AWARD—

(continued from page 4.)

who are just thinking about jobs they will one day hold. It may even, I dare to wish, help counteract a certain aimlessness and indifference noted in some young newcomers to today's jobs.

Finally, the recognition of Federal Woman's Award winners will, indirectly, pay tribute to many remarkable women in Government who, because of the nature of their assignments and the comparatively routine character of their work, will never be nominated by their agency. One such woman, whom I shall probably never meet, is a symbol of this large group. An obviously intelligent and well-educated woman, she wrote to me on reading of the Federal Woman's Award—a woman well past fifty. She described her work experience and her failure to advance as rapidly as she had hoped to in Government. "My struggle for advancement has not been an easy or rewarding one," she wrote without bitterness, "but I have accepted it as a challenge and enjoyed it." She continued, "Recognizing that women in industry are a minority group, I have endeavored in Government service to avoid acquiring the attitudes of minority groups and would like to be considered 'constructively discontented.'"

It is hard to feel anything but awe at the character, resourcefulness, and balance of this great lady. For her and thousands like her, the Federal Woman's Award hopes to add might to the "minority" and emphasize the constructive aspects of patient discontent.

The proper conduct of the affairs of this republic requires the best from every man and woman engaged in the business of Government.

Women are neither comic, nor threatening, but individuals with individual gifts and competences which must not be downgraded or ignored. Women are no smarter and no better than men. They are certainly no more deserving nor outstanding. But, by the same rule, the best of them are no less significant than the finest and most gifted men.

I remember again the remark of a Federal personnel expert: "Women," he said, "are equal but special." "So," he could have added in all fairness, "are men."

Surely the Federal Woman's Award will demonstrate some features of woman's particular specialness and show her contribution to the work of her country.

Finally, we hope it will prove to many sociological skeptics and consistent feminine cynics, to those who laugh and those who belittle, that many able men working with qualified women happily go to painstaking trouble to nominate them for public recognition. We of the Civil Service Commission and the Board of Trustees of the Federal Woman's Award rejoice in their acclaim.

LEGAL DECISIONS

BACK PAY

Ramsey v. United States, Ct. of Claims, November 2, 1960. In 1947 plaintiff was demoted from a supervisory to a nonsupervisory position at the Charleston Naval Shipyard. In 1952, when the Navy Civilian Personnel Instruction under which he was demoted was held to be in conflict with section 12 of the Veterans' Preference Act (*Reynolds v. Lovett*, 201 F. 2d. 181), plaintiff requested reinstatement to the supervisory position. This request was denied by the agency, and the plaintiff in 1955 filed a claim with the General Accounting Office for the difference in pay between the two positions for the period March 31, 1947–December 1, 1955. In 1956, GAO paid the claim.

Later the plaintiff petitioned the Court of Claims for the difference in pay for a subsequent period—from December 1, 1955, to the date of his petition. The court dismissed the petition on the ground that he had not exhausted his administrative remedies by filing an appeal with the Civil Service Commission. The novel aspect of the case was plaintiff's argument that he had exhausted his administrative remedies by filing his claim with the General Accounting Office. The court said: "Nor can plaintiff's successful presentment of a claim to the Government (sic) Accounting Office be substituted for an appeal to the Civil Service Commission, the available and specified administrative remedy."

LIBEL-SLANDER

Gaines v. Wren, District Court, N.D. Georgia, July 13, 1960. The defendant, an industrial relations officer of a Federal installation, had furnished information to the plaintiff's prospective employer as to the reason the plaintiff had been removed from Federal employment. The court held that the defendant was not liable to damages for libel or slander because the information was given in the performance of his official duties.

PREMIUM PAY

Aviles v. United States, Ct. of Claims, October 5, 1960. The agency prescribed a regular tour of duty for its meat inspectors—5 days a week, 8 hours a day, ending at 6 p.m. At the same time, the agency knew that overtime was habitually worked at the processing plants. Agency regulations required the meat inspectors to remain on the premises as long as the processing continued. Under these circumstances, the court ruled that the agency must be considered as having anticipated and consented to the fact that its meat inspectors would regularly

work beyond 6 p.m. and allowed the inspectors' claim for pay at the night differential rate for overtime hours worked after 6 p.m.

RETIREMENT

Stouper v. Jones, Ct. of Appeals, D.C., November 10, 1960. Plaintiff was retired from her Federal position on disability in 1953. In 1956 the Retirement Act was amended to provide for discontinuance of annuity if the earning capacity of the annuitant was restored to a level fairly comparable to the current rate of pay for the position held immediately prior to retirement. Plaintiff's annuity was discontinued for that reason in 1959. She argued, first, that the 1956 amendment was not applicable because she had retired prior to its enactment and, second, if it was applicable, that it was unconstitutional in that it deprived her of a vested right. The court ruled on the first argument that by its terms the act is clearly applicable to annuitants who retired prior to 1956; and on the second argument, that an employee has no right under the Retirement Act based on contractual annuity principles and that plaintiff had no vested right to the disability annuity which was terminated.

REDUCTION IN FORCE

Benson v. Zahner, Ct. of Appeals, D.C., November 17, 1960. The Court of Appeals reversed the District Court's judgment for the plaintiff (see July–September 1960 issue of the *Journal*, p. 6) on laches, that is, on the ground that the plaintiff had unreasonably delayed in filing suit after his cause of action arose. The District Court had ordered the plaintiff's reinstatement because of dismissal under an unlawful standard.

VETERANS' PREFERENCE ACT

Born v. Allen, Ct. of Appeals, D.C., November 28, 1960. This is one of the two cases mentioned in the October–December 1960 issue of the *Journal* as pending from last year. As predicted, the decision is noteworthy in at least two respects—it is a judicial recognition of the broad coverage of the Veterans' Preference Act and an adoption, at least with respect to the facts of this case, of the Commission's concept of what constitutes an indefinite appointment in the excepted service for the purposes of section 14 of the act.

Born had been removed from his employment as a Foreign Service Staff Officer in USIA. The Commission

(Continued—See LEGAL DECISIONS, page 15.)



TRAINING DIGEST

TRAINING OFFICERS' CALENDAR

Watch for new issue of the Interagency Training Programs bulletin which comes out this month. Several of the Commission's regional offices are also getting out semi-annual or quarterly bulletins. Each reports on courses sponsored by one agency but open to employees in others.

The Commission's central office will offer three new courses this spring:

Personnel Measurements Methods

This course, to be conducted by the Commission's Standards Division, is designed to improve understanding of methods and procedures used in personnel measurement and evaluation. Direct application of research methods to a variety of personnel-management functions will be covered.

The course will include topics such as job analysis; use of tests, interviews, reference checks, and other devices; evaluation of personnel data for placement, selection, training, promotion, and other purposes; and evaluation of job performance.

Classification on a Current Basis

In this course, a group of top Government classifiers will consider the techniques used by agencies in maintaining their classification program on a current basis. Major areas to be discussed will include implementing new position classification standards throughout the organization, controlling delegation and assuring effective exercise of classification authority, evaluating effectiveness of maintenance review programs, and related problems. The course will be conducted by the Commission's Bureau of Inspections and Classification Audits.

Personnel Clerks Training Conference

This course has been developed to instruct personnel clerks in the proper processing of personnel actions. It will consist primarily of informal short presentations of the subject-matter, to be followed by demonstrations and group discussions. The Commission's Bureau of Programs and Standards will conduct the course.

TEACHING MACHINES FOR GOVERNMENT?

Only a few Government agencies use teaching machines in their training programs, an informal survey by the Commission recently disclosed. The prime restraining force is cost. Officials of the Educational

Media Branch, Office of Education, report that it costs around \$75,000 to program one course of 9 month's duration.

The new machines automate the teaching process. They have a pre-ordered sequence of instructions; they are student-paced to go fast or slow, depending upon the learning capacity of the student; they draw the student into the learning process, not as an observer, but as a participant; and they give the student immediate feedback as to the correctness of his answers.

Post Office Department is experimenting with a machine which trains employees in mail-routing codes. Federal Aviation Agency has been exploring the possibility of using teaching machines to train automatic data processing operators, and Air Force has been experimenting with machine instruction of electronic technicians.

Prospective users must carefully weigh the merits of such machines before installing them. The high cost of purchase and operation makes them most impractical except when large numbers of students are involved.



Officials of the Educational Media Branch point out that considerable experimentation is needed to determine how well the student retains the material he learns. They state that those who would use such machines must (1) define what the trainee will be expected to do after he is trained, (2) break the required knowledges and skills into learning elements, taking interdependences into account, (3) develop a sequence of instruction, (4) develop ways to have the trainee respond in the desired sequence and pattern, (5) write a tentative program which sets forth what the trainee will do each moment during his training, (6) try out the program with trainees to discover weaknesses in the instructional process and correct them, (7) break the program into logical units of instruction taking into account trainee fatigue, available time, etc., (8) specify the desired machine characteristics

which will present the training program most effectively, and (9) recast the training program format so that it fits the machine which will be used for the training.

REFUND OF FORFEIT DENIED BY GAO

The Comptroller General has ruled that when an employee forfeits money for failure to complete a training agreement, he cannot be refunded the money if he should later return to complete the original agreement. In the case upon which the ruling was based, an employee was sent for training at a non-Government facility, having signed an agreement to serve with his agency for three years after completion of the training. Resigning before the required period had passed, he reimbursed the Government for the expense of his training. Some 14 months later he returned to duty, but the agency was blocked by the CG decision from returning the amount forfeited. (B-143743—9/14/60)

CLEARANCES FOR TRAINING

The Commission's Investigations Division has processed 2,400 requests for the clearance of outside speakers, instructors, and others for Federal training programs. Ordinarily these inquiries are processed in three to five days, the Division reported.

The Training Act and Commission regulations require agencies to check to make sure that the Commission has no record that a determination was made of a reasonable doubt concerning the individual's loyalty to the United States. Search of investigative files must be made prior to contracting or otherwise arranging for the services of such individuals for training, except in emergency situations, when the search must be made as soon as possible. (CSC Reg. 39.308)

The requirement for the search applies to all persons who appear before Federal employees being trained under the Training Act even though they appear without charge to the Government. It does not apply, however, to persons who appear on behalf of universities or other training organizations, or to instructors who are placed on the Federal payroll.

EXECUTIVE TURNOVER BOOSTS TRAINING

For every three positions at GS-15 or higher pay levels, the Government may need one replacement in the next 5 years, J. Kenneth Mulligan, Director, Office of Career Development, CSC, told the Interagency Advisory Group recently. About 5 percent will be forced to retire by mandatory provisions, about 23 percent will voluntarily leave the service, and a number of new positions will probably need to be filled.

Mr. Mulligan urged agencies to take executive turnover into account in preparing agency plans for executive selection and development in 1961.

LEGAL DECISIONS—

(continued from page 13.)

directed his restoration on the ground that section 14 of the Veterans' Preference Act had not been followed. Upon the agency's failure to restore, Born filed suit in the District Court. That court ruled that the Veterans' Preference Act is applicable to the Foreign Service but that Born was not a "permanent or indefinite preference eligible" within the meaning of section 14 of the act because his appointment was limited to "four years or need of employee's services, whichever is less."

With respect to coverage and in answer to the contention that the Foreign Service Act had implicitly repealed the Veterans' Preference Act, the Court of Appeals said: "The Veterans' Preference Act of 1944, which codifies, strengthens and broadens the various strands of pro-veteran legislation that have been woven into the fabric of our civil service system since the early days of the Republic, declares in the most sweeping terms that 'preference shall be given' to veterans, 'in all establishments, agencies, bureaus, administrations, projects, and departments of the Government.' . . . Repeals by implication are not favored. . . . This is especially true where the allegedly repealed statute is not an obscure bit of antiquated legislation, but a sweeping declaration of congressional policy concerning the employment of returning veterans. We cannot lightly assume that Congress, when completely revising the personnel procedures in the State Department only two years later, overlooked this most conspicuous statute."

With respect to the interpretation of "indefinite," the Court of Appeals pointed out that it is subject to at least two reasonable constructions: "One, that it refers to an appointment of no fixed maximum duration; in which event it would be synonymous with 'permanent' and therefore superfluous. And the other, that it refers to an appointment of uncertain duration, even though a maximum be fixed, in which event it would apply to appellant's case where termination may occur any time within a four-year period when his services are no longer needed.

"We think that, since the latter construction is also a reasonable one, it should govern for two reasons: First, because it avoids a result which makes the term 'indefinite' surplusage. And second, because it is consistent with the view of the Civil Service Commission, the agency charged with the administration of the statute."

The Court of Appeals reversed and remanded the case to the District Court "for further proceedings not inconsistent with this opinion."

AUTHORITY TO REMOVE

Zirin v. McGinnes, Ct. of Appeals, 3d Cir., Aug. 1, 1960, reported in October-December issue of *Journal*. Court held that District Director, Internal Revenue Service, Philadelphia, had full authority to remove an employee. On December 12, 1960, Supreme Court refused to review decision of lower court.

PRESIDENT'S AWARD for Distinguished Federal Civilian Service

BERT B. BARNES, Assistant Postmaster General,
Bureau of Operations, Post Office Department



"As the highest ranking career official in the Post Office Department, he has been instrumental in shaping the Postal Establishment into a modern and efficient public service.

"By his exceptional leadership and guidance, he has played a vital role in providing a vastly improved postal service for the American people despite unprecedented increases in mail volume."

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

"During a distinguished career of more than four decades of public service, he has made highly important and enduring contributions to the effectiveness and efficiency of Government.

"He has achieved signal success in improving Government management, in perfecting the Federal budget system, in furthering advancements in personnel management, and in initiating constructive and highly beneficial employee legislation."



ABOUT THE AWARD

The President's Award for Distinguished Federal Civilian Service, established in 1957, is the highest honor the Government can bestow on a career employee. Each year Federal agency heads select and recommend those whose outstanding or exceptional achievements merit greater public commendation than can be accorded by the agency head. The award is given personally by the President to not more than five persons each year.

WILLIAM R. McCAULEY, Director,
Bureau of Employees' Compensation,
Department of Labor

"A man of unusual foresight, judgment, and executive competence, he has exercised a profound influence in developing the Federal employee compensation system to serve the human needs of the times.

"Through his keen sense of social awareness and superior administrative ability, he has greatly alleviated for Federal personnel and their families the social and economic problems arising from accident, disease, and disaster."

AWARDS—1961

the Federal Civilian Service

WILBUR S. HINMAN, JR., Technical Director,
Diamond Ordnance Fuze Laboratories,
Department of the Army

"An acknowledged pioneer in the application of electronics to military weapons, he has, by his outstanding ingenuity and inventiveness, made technical contributions having world-wide impact.

"Through his brilliant leadership of scientists and engineers in the creation of new electronic techniques and devices having both military and civilian uses, he has enhanced the safety, security, and well being of the Nation and the free world."



RICHARD E. McARDLE, Chief, Forest Service,
Department of Agriculture

"A dynamic administrator, creative scientist, and dedicated public servant, he has been a most valuable steward of the public interest in our National Forests.

"His imagination, vision, and inspiring leadership have brought exceptional progress in the development and protection of vital forest resources for the American people now and for generations to follow."



The exemplary achievements of these individuals in the fields of communications, science, administration, conservation, and employee relations have contributed significantly to the furtherance of our national goals. Their distinguished careers are in the finest tradition of service to the American people.

Through these awards a grateful nation honors these men who have dedicated their highest abilities to serving the best interests of this great country.

Our progress toward fulfillment of the high purposes of government depends on the ability of the people who devote their careers to the public service. This progress has been enhanced by the outstanding achievements of many of our civilian servants. I take this opportunity to express my faith in the skill and devotion to duty that characterize the Federal work force. These characteristics provide a firm basis for the nation's continued progress in the future.

Dwight D. Eisenhower



Employment Focus



What has happened to the grade structure under the Classification Act during the past 5 years? Have technological advances added to the complexity of certain occupations? Have wholly new occupations emerged? Have others disappeared? In short, what has happened?

Without attempting to assess fully the causes of recent changes in the Classification Act grade structure, we can take a brief look at what has happened.

MEDIAN UP ONE GRADE

During the past 5 years, the median grade for Federal employees paid under the Classification Act has moved upward from GS-5 to GS-6.

This rise in the median is partly the result of a reduction in the number of routine tasks needed to be done in Government. We employ 23 percent fewer typists today than 5 years ago, because quick-copy equipment has reduced the amount of straight-copy work for typists. File clerks have dropped 18 percent in the same period because fewer ephemeral papers today find their way into Government files.

NEW OCCUPATIONS EMERGE

Another reason for the rise is that new occupations have emerged. Today 50 percent of Government employees are doing jobs that were unknown prior to World War II. These changes extend to technological advances in how we do our work. For instance, automatic data processing systems have produced a new complex of occupations as well as an expansion of employment in the older electrical accounting machine occupations. This equipment is now used as input and output devices with the new systems as well as in the conventional punchcard tabulating systems which the Federal Government has used for many years.

Gradual changes in older occupations have also contributed to the rise. These have been caused by such factors as technological advances, shortages of professional manpower necessitating the assignment of increased responsibilities to subprofessional employees, and higher requirements in certain occupational fields. Such job changes have increased responsibilities and thus raised classification standards. Examples are the higher standards for nurses and nursing assistants.

Comparing the occupational distribution, grade by grade—

SHARP DROP IN GS-1

The number of employees in GS-1 positions has dropped 75 percent in the last 5 years. Only 2,427

GS-1 employees were reported in 1960 as compared with 9,815 in 1955. Comparisons with earlier years are not accurate because guards, messengers, and firefighters were not under the General Schedule prior to 1955.

Seventy-five percent of workers now classified in GS-1 jobs are messengers, whereas 5 years ago the percentage was 43. Whereas in 1955, 34 percent of GS-1 workers were hospital attendants, now increased responsibilities and training requirements have changed the standards for these positions (now called nursing assistants) so as to almost eliminate such jobs at the GS-1 level. Aids and technicians, typists, and clerks are also found in GS-1 positions, but most of these occupations have fewer GS-1 employees today than 5 years ago.

GS-2—DOWN 60 PERCENT

The decrease in employees in GS-2 jobs was almost as sharp as in GS-1—60 percent. Of the 1960 GS-2 positions, clerical office work accounts for 71 percent; 5 years ago it was only 60 percent. Medical and hospital occupations account for 12 percent compared with 23 percent 5 years ago. Guards now account for 7 percent of GS-2 workers and supply workers for about 4 percent.

GS-3—A SMALLER DECREASE

Employment in GS-3 positions in 1960 was 16 percent below the 1955 level. Positions in clerical accounting work and in supply work each dropped more than 40 percent. The number of medical and hospital positions in GS-3 almost tripled because of the upgrading caused by reclassification due to change in duties and responsibilities. The number of card punch operators increased 81 percent, almost double the rate of increase for card punch operators in all grades (44 percent).

GS-4—UP 11 PERCENT

Beginning with GS-4, every grade except 7 has increased in size since 1955. The GS-4 total in 1960 was 11 percent higher than in 1955. Among general office workers in this grade, the increase was 34 percent; they now comprise almost half of all GS-4 workers. An additional 14 percent are in clerical accounting work, 11 percent in supply work, and 6 percent in medical and hospital work.

GS-5—PARTLY PROFESSIONAL

GS-5 is the entrance grade for many professional occupations and any analysis of changes in the grade structure at or above this level would be incomplete without reference to proportions in the professional and nonprofessional occupations. During the 5-year period, employment in professional occupations increased 24 percent while in nonprofessional occupations, it rose only 7 percent. Professional positions in 1955 comprised 11 percent of GS-5 positions; they comprise less than 5 percent now.

GS-6, 8, AND 10—PREDOMINANTLY NONPROFESSIONAL

GS-6, 8, and 10 include relatively few workers in professional fields. Except for nursing, in which GS-6 is the predominant grade, there is no occupation with sizable numbers of professional workers in these grades. Among the nonprofessional occupations, those in fiscal and general office work include the most employees in GS-6 and those in transportation work and legal work are largest in GS-8. Extension of coverage of the Social Security program during this period caused a considerable expansion in the number of retirement and old-age insurance claims examiner positions, many of which are in GS-8. Air traffic control work required the services of more persons in this grade and in GS-10 than any other occupation. This occupation was first defined as a separate series in 1956 and has expanded greatly with the growth of air transportation. Sizable numbers of air traffic controllers were reported in higher grades also.

GS-7—A SMALL DECREASE

GS-7, which is now the entrance grade for superior college graduate applicants for certain positions, is the only exception to the trend to more employees in higher grades. The total number in 1960 was almost 5 percent below the 1955 level. A decrease in the number of GS-7 employees in professional occupations was largely responsible. Among professional social workers the number in GS-7 dropped sharply. Five years ago more meteorologists were in GS-7 than in any other grade; now only 8 percent of all meteorologists are in that grade. GS-7 cartographers dropped 48 percent, although their total number in all grades dropped only 7 percent. Other changes in the composition of the GS-7 work force were smaller or reflected changes in the occupation as a whole.

GS-9—A 24 PERCENT INCREASE

The GS-9 total in 1960 was 24 percent above 1955, but the increase was largely in the nonprofessional occupations. Soil conservation and teaching showed the only sizable increases in GS-9 in the professional occupations, while engineering and the physical sciences showed less than 5 years ago.

GS-11 TO 18—ALL INCREASE

For GS-11 and higher grades, both professional and nonprofessional totals have increased. While the number of professionals in grade 11 increased almost 30 percent, the number in nonprofessional jobs nearly doubled. The total for the grade was 50 percent above 1955. GS-12 was 62 percent above 1955, and each successive grade showed increases which varied from 72 to 94 percent. Increases in the number of GS-16, 17, and 18 positions were the result of action by the Congress.

DEAR MR. FIELD MANAGER

(A one-way yarn via the teletype)

- 11/1/60—We are sending you under separate cover copy of new policy directive PCS-00-2731. Must be fully implemented by April 3. Policy made flexible to give field managers considerable latitude in interpreting and implementing according to local conditions.
- 11/15/60—Your interpretation of PCS-00-2731 may be warranted by local conditions but in the interest of administrative consistency, we must insist that . . . (etc.)
- 12/12/60—You are technically correct in pointing out that PCS-00-2731 does not preclude your proposed implementing action. However, we are placed in position of having to direct you to adhere more closely to . . . (etc.)
- 1/23/61—We must assume that the tone of your last communication was not intended to convey the impression that . . . (etc.)
- 1/25/61—We are sending Armsmith, author of PCS-00-2731, down to lend a hand in implementing subject directive. He can help you approach local problems from broader frame of reference.
- 2/1/61—Armsmith was disturbed to find you on extended leave but now that mix-up is straightened out, he reports rather favorably on overall efficiency of your operations. However, the following exceptions seem in need of your immediate attention . . . (etc.)
- 2/20/61—Armsmith does not acknowledge our communications. Advise immediately.
- 2/22/61—Express our regrets to Armsmith for his accident. Please use funds we are mailing to purchase fruit or flowers from Central-Office staff. Advise us daily as to his progress, as well as yours in implementing PCS-00-2731. Time running out.
- 2/27/61—We are sending Colfax to assist you while Armsmith recovers. Please extend cooperation. Four weeks to go on PCS-00-2731.
- 3/13/61—Congratulations. You have been selected to attend our next Washington Seminar for Field Managers. Report here morning of March 17. Colfax will be responsible for PCS-00-2731 in your absence.

A QUESTION TO PONDER

—What am I doing
to stop the advance of Communism?

Some weeks ago a young girl wrote CSC Chairman Roger W. Jones an unusually thought-provoking letter. Stating that her class at the El Centro, California, high school was studying "the general topic Education for Survival," she asked "can you tell us specifically what you in your capacity are doing to stop the advance of Communism?"

As a matter of reader interest, the Journal presents the full text of the Chairman's reply.

Dear May:

In your letter of November 22 you asked me this question "Can you tell us specifically what you in your capacity are doing to stop the advance of Communism?" I am sure you appreciate how difficult it is to answer your question, and I am equally certain that I cannot give you a detailed answer.

I am but one of many hundreds of officers in our Government whose basic concept of his job is to advance the cause of democracy and to keep it strong. I give my individual effort, with all of my colleagues, to building an image of America which will be one of spiritual strength and, at the same time, be a bulwark for free peoples everywhere against Communism.

Communism is a many-faceted enemy. It is more than an idea; it is more than a political system or a philosophy of society; it is almost a religion—a religion which believes that man can and must live without God or, to put it in simpler terms, that the only deity is the state. The individual must submerge himself entirely to the will of the state and the beliefs of the leaders of the state as to what is good for him. The individual, in Communism, exists solely for the benefit of the state. Communism practices the ugly ultimate in pragmatism—that the end of producing a Communist world in itself justifies any means to reach that end.

In America we do not believe this. In the first place, Americans everywhere believe in God and in the spiritual brotherhood of all men under the Fatherhood of God. Furthermore, we have built our system of Government upon the four cornerstones of the democratic ideal—belief in justice, righteousness, equality of opportunity (together with equality before the law), and the inherent dignity of man. Upon these cornerstones we have built our national character and stand before the world as a nation which believes in peace and peaceful means for advancing a better life for everyone.

My mission, then, is the mission of my agency, namely, to provide the necessary manpower for all Government

agencies to put into effect and keep in effect a government of laws and principles by which we oppose peacefully materialism, atheism, and depersonalization. It is the joint mission of the agency and me as its Chairman to provide the means whereby men and women may come into the Government of their own accord with high, valid hopes for their own futures, and with complete belief that democratic ideals are worth fighting for. We must be dedicated to carrying on the business of the Government in such a way that those ideals are not traduced.

Young men and women are not conscripted for our national Government—they come in voluntarily. It is the business of this agency to offer them an opportunity to compete, in the American tradition, on the basis of their qualifications. It is the business of this agency to see that once they come into the Government they have the opportunity to advance their own careers as they contribute their talents and work. It is the business of this agency to see that they are rewarded for their work by adequate, suitable pay and by individual recognition.

The peaceful competition for the future of our world, in which we as a nation are presently engaged, is one in which Federal employees have a major responsibility. Much of the fight against the advance of Communism is carried on through the day-to-day work of career civil servants—in the conduct of our programs overseas and of many domestic programs from agronomy to water pollution control—through our extensive research in almost every field of science that contributes to the well being of our people and of the peoples of many foreign lands; and through hundreds of other service activities of the scores of Federal departments and agencies.

The extent to which the Commission is successful in attracting people of high caliber to careers in the Federal service and in fostering satisfying conditions for employment in Federal agencies will determine whether they work well or ill. If we are successful in doing this, there can be no doubt that we will have made a substantial contribution in the world-wide fight of free peoples everywhere to expose the falseness of Communism, to show the soundness of constitutional Government, and to bear witness to the essentiality of freedom of the individual to work out his own destiny in accordance with whatever capacity he either has or can acquire by hard work and determination.

I hope that this answer will not seem to you too idealistic to be practical, and that it will not seem too general to be of service in the important study which your class is undertaking. If all the world can be assured that the services of the Federal Government in the United States are not going to be corrupted by the false idols of Communism, then I think we will have demonstrated that we have made a contribution in the fight against Communism.

Sincerely yours,
Roger W. Jones
Chairman

CAREERS—

(continued from page 6.)

the nature of the jobs they are ultimately expected to fill, on the other. The wider this gap, the greater the problem of bridging it. College recruits with ability, enthusiasm, and high ideals of service cannot have these qualities "mothballed" while they acquire enough experience to utilize the potential they were hired for. Their impetuous ideas and their brashness have to be handled carefully lest they lose the very freshness of approach which will be so desperately needed as they reach higher job levels.

At the same time, the career recruits themselves have definite responsibilities as employees. For the good of the Government and of the country, as well as for their own interests, they cannot be mere pawns to be manipulated, nor can they be passive elements who decide on career goals for themselves and then expect management to put forth all the effort needed to get them there. These employees must be productive elements during every phase of their careers. The mere fact that they have more potential than others in the organization should not put them in a class apart. For their own good, for the morale of the whole organization, and also because of the effect on those who are not going to rise much above their own entrance levels, the career recruits must earn their own way. They should become full-time productive members of the work force in any positions they may occupy, so that they can get real experience and evolve the attitudes, work habits, and insights which they will need as they progress in their career patterns.

The role of the personnel office

The personnel office of an organization must play a significant role, with management and the supervisor, in activities of the types discussed so far. The personnel staff can play an even greater role, however, in working with management and supervisors to identify and make available career avenues in the agency for employees with potential. It has been customary to think of an employee moving up a career ladder within a single line of work. Envisioning, instead, a *number* of possible career avenues for the employee provides not only a more flexible framework for the utilization of human talent, but a means of accommodating to changes in the demands for occupations and changes in the occupations themselves.

Because the scope of its activity is agency-wide, the personnel office is in a unique position to take certain measures that are basic to the development of an agency-wide career structure. Among these are:

1. Identifying those ranges of grade levels that represent the normal bands for related types of work—clerical, technical, professional, etc.—as well as the more particular patterns within each of these;

2. Identifying the several career (or occupational) avenues that may lead to a single higher-level occupational ladder that is related in some way to each of them;
3. Identifying and highlighting possible "bridges" to the entrance rungs of other career ladders for use with employees who have potential for further advancement but are nearing the place in their current career ladders where normal advancement ends; and
4. Insuring that there are practical means for considering employees nearing the top of the career ladder in their particular part of the organization for movement to similar ladders extending higher elsewhere in the organization.

The identification of these career ladder relationships will provide bases for considering manpower relationships within and between organizational and program segments, for establishing the nature and extent of training needs, and for properly utilizing available manpower resources within the provisions of the merit promotion program. Also, depending upon the level of a particular organization within the structure of a department or agency, the area of consideration can be broadened in terms of the worker potential available, as well as geographic, budgetary, and program factors.

CONTRIBUTIONS BY THE CIVIL SERVICE COMMISSION

A broadened concept of standards

There are people in Federal agencies who seem to believe that the greatest deterrents to delivering promised careers are what they consider the qualification barriers set up by some of the standards of the Civil Service Commission. There is some basis for such opinions. Frequently, however, such standards merely reflect underlying factors which are more far reaching. They are products of our culture. For instance, there has been a traditional and continuing emphasis on distinctions among trades, crafts, and other occupations. Occupations have been viewed in terms of their *differences*. In recent years the emphasis on differences has been further intensified as those within an occupation have joined together to stress the distinct character of their occupation, often in an attempt to professionalize their occupation.

Vaudeville was helped along to its demise by would-be comics who cracked jokes about the inevitability of two Greeks joining to open a restaurant whenever they met. Far more typical, today, is the tendency for two or more Americans in the same occupation to organize in an attempt to formalize the nature of and requirements for their occupation. Jacques Barzun in the March 1960

Vogue comments critically on an aspect of this phenomenon. He writes:

The chief characteristic of man's work in our time is that all occupations tend to become professions. And these professions, following the example of medicine and law in past centuries, tend to become academic subjects. That is, the practices become codified, they are written up in textbooks, multiply. Work and study fade into each other courses are given, specialties proliferate, and degrees multiply. Work and study fade into each other and are deemed equivalent. Young men of business toil at a Ph.D. in marketing, real estate operators write theses, personnel managers take, and learn to give tests, accountants, diplomats, writers of advertising copy are taught in universities.

In short, every worldly youth is poring over a book in hopes of passing into an office. That great aim is expressed by the verb: *to qualify*. To qualify, means to have been through this mill which is double—the windmill of lectures, the paper mill of essays and tests.

Let us not ask at this point whether all this is education. The important fact is that it is required for purposes remote from education. This is shown by the expectations of business and government, of industry, and labour unions. . . .

In the mid 1940's the Civil Service Commission, by identifying many specializations within occupations, echoed and intensified the trend towards the emphasis on occupational distinctions. More recently, however, the Commission has been deemphasizing and often eliminating numbers of specializations within occupations, and also combining some occupations, to reduce the extreme specificity of the Federal occupational structure. This action is of more than academic importance since flexible career patterns cannot evolve in an environment where differences even *within* occupations, as well as those *between* occupations, are stressed.

Recent classification standards covering major occupational areas (all attorneys, all engineers), as well as broad guides cutting across a number of occupations (research scientists, supervisors), help to underscore common elements in occupations. Career movement between occupations can be facilitated when common fundamental elements in clusters of job types can be identified. Then, common knowledges, skills, and abilities can be related to these basic elements.

Particularly troublesome in dealing with a labor force of over two million in a framework where distinctions in occupations have tended to be emphasized are the variations in human capacity to adapt to a variety of job demands. To allow virtually everyone to shift from one job to another simply because some are able to do so may debase the essential and fundamental nature of occupations, since many persons will not be able to adapt to jobs which differ from the type they have been in. On

the other hand, to hold back those who *can* adapt readily to a variety of occupations not only penalizes them, but denies the Government the benefit of their best performance and may drive such employees out of the ranks of Government.

This problem is intensified by a second characteristic of our culture which impedes flexible career patterning—namely, the tendency to correlate age with wisdom, or even ability, and to give heavy consideration to length of service in filling jobs. It is obvious that those who have served long and well in an occupation should not be discriminated against. On the other hand, to the extent that the length and the specific nature of experience is made virtually the exclusive criterion for entrance into and progress within an occupation, career patterning will tend to be very narrow, inflexible, and unable to accommodate to the more dynamic elements in the labor force. Those who urge sole reliance on length of service in making promotions may ill serve those so favored, since a number of the latter may be unable to master the new jobs.

The Commission, by limiting in most instances the required minimum experience for even the highest level jobs to 6 years or 3 years beyond a bachelor's degree, has deemphasized the quantitative requirement for experience *per se*. Those with more than the required minimum are, however, usually given higher ratings. This may still put too much dependence purely on length of experience.

Alternatives in evaluation

For some time the Commission has also been using, and encouraging agencies to use, alternative ways of evaluating people for jobs. These methods range from a combination of length of service with evaluation of the nature and quality of performance, to procedures which stress, rather than *length* of experience, the *degree* to which the significant experience accords with the demands of particular kinds or groups of jobs. This at times may involve searching out types of qualifying job experience or training different from those traditionally used. Unfortunately, some of the methods which emphasize the quality and basic nature rather than the length of experience are rather complicated and, hence, time consuming. There is hope, however, that with the recent trend mentioned above, to emphasize broad common factors among groups of occupations or among major parts of an occupation, there will be available less complicated common bases for evaluating experience against occupational demands. Nevertheless, persons found to be qualified in terms of the broad demands of an occupation (or group of occupations) may not be qualified for specific jobs within the occupation or group. Such instances may require the use of more discrete rating procedures.

(Continued—See CAREERS, page 24.)

CLASSIFICATION TOPICS

MANAGERS LOOK AT CLASSIFICATION

More Participation—in what form?

Federal managers feel they are not kept informed of current position classification doctrine. They wish to participate more responsibly in classification but are not certain as to the precise form their participation should take.

These are among conclusions drawn from the Civil Service Commission's Classification Institute for Managers held on May 11, and repeated on October 20 for nominees who could not be accepted for the first session. Nominations far beyond the capacity of accommodations reflected the keen interest of Federal managers in the subject.

The Institute had two major objectives: (1) to help managers understand concepts, values, and methods of position classification, and (2) to obtain managers' views on classification. The 173 Federal managers attending, who were in grades GS-14 and above, represented 28 departments and agencies.

Commission Emphasis

Commission speakers, outlining the Commission's policy, emphasized that the pay plan of the Classification Act is outmoded, handicaps management, and must be made more flexible. On the other hand, they said, the position classification plan (as distinguished from the pay plan) is as good as its administration by the Commission and agencies makes it.

With reference to position classification, they recommended that more stress should be placed on—

- Obtaining results from classification rather than from uniformity of methods.
- Maintaining a realistic class structure that will help place the right people in the right jobs.
- Unifying classification and other phases of personnel management, encouraging all to recognize the impact of the man on the job where this is a factor.
- Writing shorter, clearer, and fewer position descriptions.

Comments of Agency Speakers

Agency speakers stressed that management's support is an essential ingredient of a successful classification program. Where top managers have given attention to classification, where they have dovetailed classification with other phases of personnel management and into operating programs, classification has contributed to productivity, employee morale, and effective use of skills. Successful

programs cited include one in which a group of his peers evaluates the scientist and his job and one in which line supervisors exercise classification authority. The Commission and agencies were urged to minimize the tendency toward rigidity and ever-finer compartmentalization, to resist the urge to use mechanical or numerical props, and to develop administrative judgment of both line and staff offices.

Views of Participants

Comments at the May meeting revealed a widespread feeling that communication between managers and personnel staff needs to be improved. As a result, communication was made one of the committee assignments at the October meeting. Two concurrent courses toward a solution emerged: (1) education of classifiers and managers in each other's objectives and views, under Commission leadership, and (2) decentralization of personnel services to bring them closer to managers, with central controls to assure consistency of results. Conferences like the Institutes, but with participation by both managers and personnel specialists, received substantial support as a method of education.

Managers were critical of classification operations but recognized the need for logical grouping and evaluation of positions in an organization as large as the Federal service. Many criticisms centered on the attitude of classifiers. Greater line management participation in classification was the remedy most often suggested.

Some conference participants thought they should be delegated action-signing classification authority, within prescribed limits, with classifiers serving only as advisers. Others favored close cooperation between classifiers and line supervisors, rather than placing authority in the management line. Managers generally wished to participate in development and review of standards.

Inflexibility in the present system received its share of criticism. Participants urged greater recognition of individual abilities and contributions and applauded the Commission's reemphasis on the impact of the man on the job. The need for greater flexibility in the pay features of the Classification Act (e.g., to permit use of within-grade pay rates to recognize differences in qualifications and contributions) was mentioned in a number of contexts.

The Commission has furnished the Director of Personnel of each Federal agency a copy of the proceedings of each session of the Institute. It has also offered advice and assistance to agencies wishing to bring their line managers and personnel staffs together in similar conferences.

CAREERS—

(continued from page 22.)

The Commission decision, following the mid-1958 modification in the Classification Act, to allow quality college graduates to enter two grades above the usual entrance level, and the more recent decisions to allow similar advanced-grade appointments for the higher quality master's and doctor's degree holders, have provided a means of accelerating the career progress of those with high potential. The Commission also provides in some situations that persons receiving high scores on aptitude or achievement tests may be eligible for higher level jobs than their length of experience alone would permit.

Much still needs to be done to allow employees to move in accordance with their specific capacity to adapt to different or higher level duties and responsibilities. The current state of the art of predicting job performance, unfortunately, allows for better identification of those who are sure to fail because they are deficient in certain basic qualifications than of those who will succeed. Good job performance is dependent on such a wide array of forces that prediction is most difficult.

Adjustments in occupational structure

There are certain grosser adjustments to the occupational structuring of Government which have potential value in providing career avenues. The first of these is the Commission's action in identifying parallel technical support series for a number of professional occupations. The removal of the arbitrary grade-level ceilings for existing support series, and the development of new ones, provide expanded career opportunities for those qualified as subprofessionals to rise as high in their area of competence as the available work and their own capacity will allow. The removal of the grade ceilings on a number of support series also decreases the tendency to shift talented technicians into professional jobs so they can be promoted. For the very unusual technician who approaches his work like a professional, there are equivalency examinations available for a number of occupations which, if passed, allow him to be considered more as the professional he resembles than as a member of the sub-professional group. These adjustments also provide a more homogeneous area of professional work for the full professionals to undertake and follow in their careers.

With the growing availability of parallel series, management is provided with a broader range of possibilities in deciding how to structure any part of the organization. If persons with appropriate skills and topnotch career potential are not available in one occupational area, management can turn to a related occupational area to seek out individuals with appropriate abilities and career potential. Obviously, deciding to fill one particular type of job rather than another will make suitable adjustments necessary in supervision, in training, in other jobs, and possibly even in goals, to accommodate to the changes. It is far better to make such adjustments with full aware-

ness of their implications than to take what is often considered a more "practical" approach.

Frequently, a decision is made to embark on a program requiring greater manpower resources than are currently or potentially available in the labor market. In its anxiety to provide an "auspicious" launching for the program, management frequently attempts to make up for the shortage in the occupation by using those with other than the appropriate backgrounds to fill the jobs. The frustration experienced in trying to qualify these people is often attributed to inflexible or unrealistic Civil Service Commission qualification requirements.

That qualification requirements at times may seem inflexible or unrealistic cannot be denied. However, very often the trouble lies with the attempt to recruit those with qualifications differing substantially from those normally associated with the type of job to be filled. When there are not enough candidates available with appropriate qualifications, definite and deliberate steps should be taken to decide what alternative type or types of jobs should be filled. This is far more desirable than to rupture the dimensions of the type of job originally decided upon by jamming those without requisite qualifications into it. The point involved is not the preservation of the pristine nature of the occupation because of considerations of technical nicety. Rather, if workers with different knowledges, skills, and abilities from those implicit in management's initial decision are to be hired, such necessary variations should be properly identified and deliberately built into the staffing of the organization with whatever adjustments are suitable. To do otherwise will ultimately frustrate what management originally had in mind and distort the career staffing of the organization.

A second and closely related area concerns the effort to identify nonsupervisory levels higher than "journeyman" levels in some occupations, in order to allow the unusually competent individual workers to move up as far as job demands and their talents will allow them to go. For all too long the very competent have had no promotional opportunities in their own line of work beyond a "journeyman" (or, in a few instances, "super-journeyman") level unless they became supervisors. Many of these employees by interests, attitudes, etc., have been ill-equipped to become supervisors. Learning to be more discriminating as to who *should* become a supervisor, as we have been doing, is only part of the answer. Career avenues must be identified for those among the extremely talented who should not be used as supervisors.

As a rule, those occupations where the journeyman level is relatively low do not pose a serious problem, since in most instances "bridges" to the lower rungs of other occupations can be identified for those with suitable potential. Higher in the grade structure, however, shifts may not always be possible, because of the heavy requirements for subject-matter knowledges and also because many occupational ladders for nonsupervisory jobs end at about the same levels. Fortunately, in many occupations there are numerous job demands at those levels requiring a high

degree of competence. This has allowed the Commission to identify in some recent classification standards non-supervisory levels several grades beyond the journeyman level. This is not always easy to do, since the nature of the job may be dependent on the specific talents of the individual working in the area and on a host of circumstances which make the essential job elements hard to identify for standards purposes. For this reason the Commission recently reemphasized the need for awareness of the effect a man's performance can have on the duties and responsibilities of the job and, hence, its level. While jobs at all levels are susceptible to the impact of the incumbent, the higher level jobs are especially susceptible to such influence.

For a number of years the Commission has been attempting to take a coordinated approach to the development of the qualifications standards for filling jobs and the standards for classifying the jobs. In those areas where the most successful joint approaches have been taken, there is now not only a firmer base for matching men and jobs but also a means for achieving realistic career patterns.

SUMMARY

I have not attempted in this brief article to spell out methods or procedures. My purpose has been, rather, to identify and discuss some of the positive steps that can and should be taken—and some that have been taken—to make sure that the careers we promise are delivered. For the most part, these are suggestions that must be interpreted and adapted according to the specific circumstances in each agency. Some valid generalizations, however, can be made.

A successful career hiring program requires clear understanding by top management of the broad, overall objectives, and effective communication to supervisory personnel of the demands that the program will make on them. Special consideration must be given to the supervisor whose unit is an intake point for highly qualified young people, so that a reasonable balance between his employee development responsibilities and his work production responsibilities may be achieved. The career recruit must be made a productive member of the work force from the beginning, but in such a way that his true career goal is not forgotten or obscured.

Constructive planning must of course continue far beyond the intake unit. The personnel staff must exercise leadership in identifying realistic career avenues and possible bridges between career ladders in different occupational, organizational, and program segments.

The Civil Service Commission must continue its work in devising more adaptable standards and in developing more and better methods of evaluating employee performance and potential. It must encourage and assist agencies in making use of the flexibility that has been, and will be, provided in the occupational structure under the Classification Act.

In a nutshell, the point is that career staffing affects many aspects of Federal personnel administration, many activities in an organization, and many people in addition to the career recruits and those directly associated with them. Top management must be able to identify the adjustments needed, and personnel at all levels must be willing to work at the job of maintaining a successful career program.

In conclusion it is well to note that considerable progress has been made in providing the means for delivering what is promised in career recruiting. However, the Government, like other employers, still has a long way to go to achieve the best matching of men and jobs—and there is an even more important aspect that must be considered. Each match of a man and a job should be viewed as a part of the evolving career pattern for the individual—as an interval in the on-going development of his talents. The possibility of an employee's moving upward is dependent on a proper appraisal of his proven performance and potential in terms of the demands of higher jobs to be filled. For some a career peak has been reached, while for others a challenging future for development lies ahead. However satisfying for the individual the achievement of his career potential may be, his maximal contribution to the Government's activities must be the major concern in today's highly competitive world situation. The essential fact is that the realization of career potentials is necessary to allow the Government to make the most effective use of its manpower resources.

PUTTING THE FPM* ON TV

SILENT SERVICE—"A few positions require excellent hearing with the ability to hear the low whispered voice." Chapter M-1-22

I'VE GOT A SECRET—"Employees should be required, or at least encouraged, to report pregnancy as soon as it is an established fact . . ." L-1-51

PANIC!—"If the improper action has not been corrected by the time it is discovered . . ." I-1-3

FATHER KNOWS BEST—"Determining Whether Relatives Are Members of Family" Subhead in A-6-11

MAKE ROOM FOR DADDY—"A bona fide severance of the family relationship is accomplished by branching out and setting up an independent establishment . . ." A-6-12

BONANZA—"Employees Whose Salary, Pay, or Compensation on an Annual Basis Is \$12 a Year or Less" Subhead in I-3-7

*Federal Personnel Manual

STAKEOUT—

(continued from page 8.)

agencies should play, they have come more clearly into focus. The emerging pattern is one of closer cooperation and a greater degree of coordination. The Commission gives primary attention to the institutional aspects of promoting career opportunities in Government, while agencies concentrate more on filling specific recruitment needs of their agencies.

One measure of the progress we have made is the gradually increasing student response to announcement of competitive examinations.

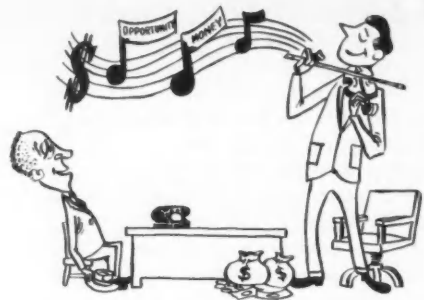
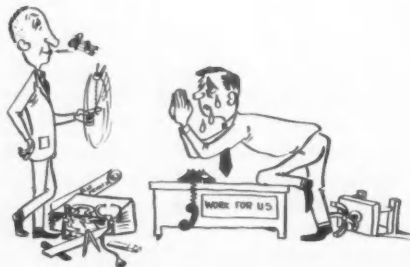
The number of applicants who have taken the Federal Service Entrance Examination rose from about 80,000 in 1956 to almost 100,000 in 1960, while the number hired through that examination jumped from 5,200 in 1956 to more than 7,000 this past year. To date nearly 30,000 persons have come into Government via the FSEE.

Federal recruiters have likewise had a greater measure of success in vying for hard-to-get young engineers and scientists. Since 1954, the rate of acceptances to job offers has more than doubled. The current acceptance rate of between 35 percent and 40 percent compares favorably with the experience of industrial recruiters who have consistently been able to offer higher salaries.

GOVERNMENT'S STANDING AS AN EMPLOYER

These results reflect the marked improvement in Uncle Sam's stature as an employer compared with the low esteem in which the Federal service was held on the campus after World War II. The change in opinion among educators and students has come about from the combined effects of the improvements in the career system and the emphasis given them in the recruitment program, long-range educational efforts by the Commission and agencies, and the generally favorable climate of public opinion regarding Government work and workers.

Yes, we have made much progress. Uncle Sam today enjoys a much stronger position than he did just a few years ago. But this is not a time to rest on past laurels. It is the time for consolidating our gains and moving on toward long-range goals still far from attainment. The sobering facts on the other side of the balance sheet present a real challenge.



It is a fact of life that the siren song of progressive private employers is still sweet music to most well-trained young people. While industry recruiters may be making fewer job offers this year, they will be bidding more intensely than ever for the most promising youngsters. And they will continue to enjoy certain advantages over their Federal competitors. They will be able to offer whatever starting salaries the market requires to get the well-qualified people they want. They can provide expense-paid get-acquainted trips to plant sites, with plush trimmings to impress the potential employee. And they do not have the obligation of following a prescribed public merit system for reaching the people they want.

While Government's recruitment operation and staff are only now coming of age, recruiting personnel and operations of leading private employers have been highly sophisticated for some years. Private employers have long recognized the importance of careful selection of their campus representatives, while many Federal agencies have tended to assign the task on a "who's available" basis. This is not to say that the Government does not have some topnotch recruiting representatives—many of them are outstanding. However, the important job of representing America's No. 1 employer still is sometimes given to persons who are not well suited for the mission.

Perhaps the most serious hurdle we have to overcome is the fact that the prestige of "civil service" remains low in many quarters. Various studies over the years have consistently shown that civil service does not rate high as a career choice. Preliminary findings of the current Brookings Institution study of "Occupational Values and the Image of the Federal Public Service" tend to support earlier research projects: While Federal civil servants are respected as people and in the way they do their jobs, most respondents feel they would personally be "moving down the ladder" if they shifted to Federal employment. In general, the higher an individual's position on the social, economic, and occupational scales, the more pronounced is his feeling in this regard. It seems unfortunately true that certain unfavorable stereotypes of civil servants have become fixed in the public mind. Once cemented, such opinions are extremely dif-

ficult to alter. Creating a more favorable image of the career service is one of the great challenges we face.

What can we do to overcome these problems? We can—and should—do much.

As a prelude to discussing some of the steps we should take, let's consider this business of recruiting in its proper perspective in relation to the overall job of Federal personnel management. Let's look at the "why" of our recruiting objectives before charting the "how."

Recently I was asked: "What should be the Civil Service Commission's main goal for the future?" Perhaps my answer was influenced by my day-to-day work, but it was this:

The greatest contribution the Civil Service Commission can make to the Nation, in these dangerous times when our very survival may depend on the effectiveness of our Government, is to assure that Uncle Sam gets and keeps a highly capable career work force.

Since the efficient operation of Federal programs depends in large part on the caliber of people who carry out the day-to-day work, we just cannot afford to leave staffing to chance. Every department and agency has a vital stake in the recruitment and retention of an able career staff for the Federal service. It is a matter that merits the continuing interest and active attention of management.

The key to overcoming the obstacles to recruiting a share of the Nation's most promising people for the career service is in recognizing the problems and in developing and diligently following a long-range plan to offset those we can do something about.

Federal salaries may never be fully comparable to those offered by most private employers. Yet our recent experience has demonstrated that the inability to match private pay offerings does not doom our recruiting efforts to failure. We could not expect to win out in the contest for all of the most promising young people, nor is it necessary to get all of them. However, we can attract more than we have in the past. We can increase our catch by sound planning and followthrough, by further strengthening our recruiting operations, and by consciously working to update the image of the Federal service to mirror the career service for what it is, rather than reflect the timeworn mental tintype still held by many of the American people.

Taking the long-range approach is essential because the manpower pinch is going to get worse. This fact is made crystal clear by the Department of Labor's recent research, which sees demand for workers—especially the well educated and trained—far outstripping supply in this decade. The implications of the Labor Department study for those concerned with Federal personnel management were spotlighted by Civil Service Commissioner Frederick J. Lawton in an article entitled "Manpower—Pool or Whirlpool?" in the October-December 1960 issue of the *Civil Service Journal*. Among the main points made by Commissioner Lawton were the need for Fed-

eral agencies to give attention to (1) manpower planning, (2) more effective recruiting, and (3) training. The article should be read by all who are concerned with staffing Federal agencies.

CSC Chairman Roger W. Jones, in addressing the 1960 International Conference on Public Personnel Administration, succinctly set out what should be our course:

"We must put into our thinking a definite plan for the recruitment into the Federal service each year of thousands of the very ablest young men and women of each high school and college graduating class. We must recruit them not for jobs but for careers, and we must plan their careers in such a way that their own capacity for growth, their own aspirations, and their own dreams are taken into account. I am suggesting that we now adopt widespread career planning for civil servants—planning which progresses from the day that the oath of office is first taken to the day some 30 or more years later when responsibilities are passed on to another generation."

The necessity for such long-range, broad-scale manpower planning—integrating recruiting with such other aspects of personnel management as training, career development, merit promotion plans, etc.—is punctuated by a recently completed CSC-agency study of manpower requirements in engineering, physical science, and several other short-supply occupational fields. Findings of the pilot effort at forecasting manpower needs for a 5-year period are summarized in a Commission publication, recently made available to Federal agencies, entitled "The Growing Demand for Scientific and Technical Manpower in the Federal Service."

The study confirms that, although there will be continued growth in most academic fields, the Nation's colleges will be producing fewer graduates in some of the very fields in which skills will be in greatest demand. The report generalizes that "recent improvements in recruiting techniques . . . will help improve the Government's competitive position," but "Federal agencies, by nature lacking some of the flexibility of private industry, will probably continue to experience some difficulty in competing for skills in shortage categories." It concludes that "some of the increased manpower requirements anticipated in this forecast will not be filled. Working together, however, Federal agencies and the Civil Service Commission will be more effective in meeting the manpower challenge of these next few years if positive action is taken now."

Several of the recommendations stemming from the study are worth repeating—

- Pinpoint recruitment efforts and recruit vigorously in fields in which the greatest future demand will exist.

(Continued—See STAKEOUT, page 30.)

STANDARDS AND TESTS

DESIGNATION EXAMINATION

The contribution of personnel tests, developed by the Commission and other Federal agencies, to the selection of civilian career employees is a well known story. Not so widely known, however, is the way in which the Commission, through the Designation Examination, plays a significant part in the selection of our Nation's future military leaders.

Members of Congress are entitled to nominate candidates for appointment to the United States Military Academy, the Naval Academy, the Air Force Academy, and the Merchant Marine Academy. However, before acceptance, each nominee must pass an entrance examination. Later, of course, his career depends in part upon how well he masters the course work at his academy. The problem that confronts a Member of Congress is a familiar prediction problem—from among the many boys in his State who apply for these careers, how can he be reasonably sure that the ones he chooses to nominate will pass the entrance tests and go on to make an Academy record that will be a credit to his State and to the Congressman himself?

For Members of Congress who want help in making their nominations, the Commission constructs and administers a Designation Examination. Test results are sent only to the Member for such use as he sees fit to make.

The test has three parts. Vocabulary and reading comprehension questions measure that kind of intelligence which is important generally for success in academic work and in most higher level occupations. Another part measures the ability used in visualizing objects in space in three dimensions. This is an ability needed in certain scientific and technical studies (e.g., engineering and mechanical drawing, preparing maps, and solving navigational problems) that form an important core of academy training. The third part measures the skill in solving algebra problems that underlies many engineering subjects and in applying mathematical principles to physical sciences.

Over the years intensive studies by the test research staff of the Commission's Standards Division, in cooperation with the Military and Naval Academies, have shown this test to be a very useful predictor of success in the entrance examination and in later course work.

The information regularly reported to Congressmen includes a distribution of all candidates' scores against which they can compare the scores of their own candidates. They also receive tables showing the likelihood of

passing the entrance examination of persons who make certain scores on the Designation Examination. Thus a Member of Congress, by referring to these tables, can improve his "batting average" by making nominations from among those who are most likely to pass the entrance tests and do well later.

After each Designation Examination, many informal discussions are held between Members of Congress or their staffs and the Commission's staff as to the application of the test results. In a number of cases, our staff has assisted Congressmen in other ways, as, for example, by developing an improved reference questionnaire and by advising interview boards.

The effectiveness of the Designation Examination is checked from time to time. This is of increasing importance because of the growing number of persons taking the Designation Examination. For example, in November 1959 over 10,000 candidates referred by 281 Members of Congress and the Vice President were examined in the United States, in over 50 foreign cities, and aboard ships at sea.

PROGRESS REPORT

The following new or revised material for the Position-Classification Standards was ordered from the Government Printing Office for December distribution:

- Agricultural Market Reporting Series
- Management Analysis Series (partial revision of classification standard)

The following qualification standards were printed for September-October-November distribution in Handbook X-118:

- Appraiser and Assessor
- Construction Inspector
- Dental Hygienist
- Education and Vocational Training Instructor
- Electric Accounting Machine Operator
- Housing Manager
- Management Analyst
- Social Worker
- Teletypist
- Veterans Reemployment Rights Representative
- Wildlife Refuge Manager

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

- Agricultural Marketing Specialist
- Calculating Machine Operator
- Clothing Designer
- Firefighter
- Information Receptionist
- Laundry and Dry Cleaning Plant Manager
- Marine Engineer
- Medical Officer (Clinical positions)
- Morgue Attendant
- Naval Architect
- Patent Adviser
- Pharmacy Assistant
- Plant Pest Control Inspector
- Price Analyst
- Public Information Specialist
- Security Specialist

INFORMATION AND EDITORIAL OCCUPATIONS

The Standards Division has been studying the various kinds of information and editorial positions that until recently have been treated in one classification standard. As a result of this study, the Commission expects to establish several new series and new standards for the different kinds of positions in this broad occupational field.

The new standards will reflect changes that have occurred in information and editorial work since the present standards were published 10 years ago. For example, as a byproduct of the increased emphasis on scientific and engineering activities in the Federal Government, the occupation of Technical Writing and Editing has emerged. Classification and qualification standards for technical writers and editors were published last spring.

A tentative draft of standards for other types of writing and editing positions has been circulated to the agencies, and their comments have been received. Final publication of this standard is being delayed pending receipt of comments on the tentative draft of standards covering public information officers and public information specialists, which is now being circulated for comment.

As the study of information and editorial positions continues, the Commission will explore the need for separate standards for visual information positions, foreign information positions, and clerical positions concerned with information work.

SELECTIVE CERTIFICATION ON FSEE TEST SCORES

The new general test for the Federal-Service Entrance Examination has been designed so that reliable part scores can be obtained on the verbal factor and the quantitative reasoning factor. These part scores can be used in selective certification to jobs which require either a high verbal facility or a high quantitative reasoning facility.

Appointing officers can work out, directly with the examining offices of the Commission, plans for use of part scores as well as other selective certification methods in making the best use of FSEE eligibles.

NEW MANAGEMENT INTERN TEST FOR FSEE

The Management Intern tests formerly used in the Federal-Service Entrance Examination have been consolidated into one test. This test is a combination of the former Administrative Judgment and Public Affairs tests.

This move was made following careful study by Civil Service Commission personnel and a group of consultant college professors of the two kinds of test questions to achieve a proper balance of subjects in the light of the level and breadth of training of the competitors.

The results from the first nationwide examination given October 15 indicate that the test is performing quite satisfactorily up to this point.

VETERINARY SCIENCE OCCUPATIONS

A study of positions in the Veterinary Science occupational group was launched in October. This group includes positions of veterinary livestock inspector, veterinary meat and poultry inspector, veterinary virus-serum inspector, and other veterinarian positions concerned with a variety of regulatory, disease-prevention, and research activities. Many State governmental organizations have expressed interest in the classification and qualification standards which will result from this study, in view of the coordinated use of professional veterinarians in the Federal-State animal disease eradication programs.

EARLY SEARCH FOR QUALITY

Prior to the Civil Service Act of 1883, there had been occasional attempts to fill certain Federal jobs through the use of open competitive examinations.

The New York custom-house, beginning in 1879, used a written test to seek out and hire highly competent inspectors, weighers, and gaugers. The following two questions were among the many asked:

- (1) What is the sum of—
 - 307 millionths,
 - $56\frac{1}{4}$ ten-thousandths,
 - $68\frac{3}{4}$ hundredths,
 - 5 hundred-thousandths,
 - $156\frac{1}{4}$ tenths,
 - $18\frac{3}{4}$ ten-millionths,
 - 375 units?
- (2) At \$0.125 per pound, how much sugar can be bought for \$6.255?

STAKEOUT—

(continued from page 27.)

- Increase Government training programs, as necessary, to meet manpower requirements for scientific and technical personnel.
- Emphasize recruitment of subprofessional personnel for technical occupations in which manpower requirements are increasing rapidly.
- Step up programs to inform schools, colleges and universities, and the public generally, of Federal manpower requirements.
- Keep executive and legislative branch policymakers informed as to needs for other action.

To these I would add the following—

- If the responsibility for planning and conducting the agency's recruitment program has not been specifically assigned, this should be done. Give careful attention to the selection and training of recruiters, and back them up with sufficient resources to enable them to do a job.



- Make sure every agency recruiter appreciates his role as the representative of all of the Government. Although agency recruiters must be primarily concerned with the needs of their agency, applicants see them as representatives of the Government as a whole. To the extent that all recruiters represent Government well, all will benefit. In fact, the distinction of representing the Nation's No. 1 employer is regarded by many college placement officers as an important intangible advantage Federal recruiters have over their competitors from industry.
- Sharpen recruiting appeals to known interests of prospects. Studies show that college-trained people are more interested in such things as opportunity for advancement, training and career development programs, and the nature and challenge of the work itself than they are in retirement programs, leave, and fringe benefits. Moreover, while pay is a matter of high interest, it does not necessarily override all others. The opportunity for worthwhile service to all the people has great appeal to many outstanding young people who are idealistically motivated.
- Participate with the Commission and other agencies in cooperative efforts such as the long-range educational effort to enhance the prestige of Federal work and workers, Federal career days, and the exchange

of beneficial information through the *Civil Service Recruiter*, workshops, conferences, etc.

- Reduce the timelag between interview and job offer. Make full use of existing authorities for "on-spot" hiring, selective certification, offering higher starting pay under the "quality" graduate policy, etc.
- Develop active high school informational and recruitment programs, providing for participation by field installations throughout the country. The recently issued *Recruiting Manual for the Federal Service* contains guidelines and a number of suggestions for high school recruiting.
- Develop and distribute attractive and informative recruiting literature and visual material (such as posters, displays, films, etc.) of professional caliber.
- Continue to develop and maintain effective working relationships with college officials.
- Expand and improve the use of student trainee and summer employment programs in nontechnical as well as technical fields. Such programs have proved most effective in generating interest in careers in Government, not only by the summer employee and student trainee but also by their fellow students.
- Consider the advantages of providing summer employment for high school and college faculty members.
- Sustain continuity in recruitment programs through campus and high school visits and contacts with school officials even when not actively recruiting.
- Don't overlook smaller colleges as the source of potential recruits. Some agencies have had considerable success in recruiting top-caliber people by concentrating on schools bypassed by employers who visit only the prestige schools and larger institutions.

If these recommendations are followed, I am certain that Federal recruiters will achieve greater success in their hunt for America's "most wanted" young men and women—in this year's campus stakeout and those in the years to come.





SHELF-HELP

THE GOVERNMENT BOOKSHELF

These publications are available for review in the Commission's library, and in many cases may be obtained from the publishing organization.

The growing demand for scientific and technical manpower in the Federal service. 23 pp. U.S. Civil Service Commission. Program Planning Division.

The Commission's first attempt to forecast Government-wide manpower needs. Important in the guidance and direction of personnel recruitment, selection, training, and utilization programs.

Employee training for better public service. 38 pp. Committee on Post Office and Civil Service, United States Senate. Government Printing Office, Washington, D.C.

Report of the Civil Service Commission to the President on training activities in Federal agencies under the Government Employees Training Act.

Elements of a safety program. 16 pp. Federal Safety Council. Washington, D.C.

A guide for Federal agency safety programs.

Selecting executives. 38 pp. Department of the Navy. Office of Industrial Relations (Navexos P-2255). U.S. Government Printing Office, Washington, D.C.

Written for line executives and personnel specialists; discusses the job of the executives, qualifications required by such jobs, and selection methods that seem most practicable.

Staffing and placement. 50 pp. U.S. Civil Service Commission. Program Planning Division.

A training program in staffing and placement for agency personnel specialists. Contains an outline for conference leaders' use.

Attitudes and attitude surveys: a bibliography. 10 pp. Navy Department. Bureau of Supplies and Accounts.

Useful and extensive compilation of articles and professional papers on this subject.

Report on the use of electronic data processing equipment in the Federal Government. (86th Congress, 2d session.) Prepared by the Subcommittee on Census and Government Statistics of the Committee on Post Office and Civil Service, House of Representatives. Government Printing Office, Washington, D.C.

Besides an inventory of equipment available in the Federal Government, the study relates to the broader subject of how the use of such equipment affects manpower requirements.

Statutory authorization for employing experts and consultants in accordance with section 15 of the Administrative Expenses Act of 1946. 17 pp. U.S. Civil Service Commission. Program Planning Division.

An indispensable and convenient reference and guide for agencies employing experts and consultants.

Retirement planning: a growing employee relations service. 38 pp. U.S. Civil Service Commission. Joint product of Program Planning Division and Bureau of Retirement and Insurance.

Reviews and analyzes the development of retirement planning programs, providing a clearer view of their place and significance in the Federal service.

A study of scientific and technical manpower. 71 pp. Government Printing Office, Washington, D.C.

A collection, tabulation, and analysis of data of the National Science Foundation prepared in response to a resolution of the Committee on Science and Astronautics, House of Representatives.

Proceedings: classification institute for managers. 45 pp. U.S. Civil Service Commission. Bureau of Programs and Standards.

The institute was designed to aid managers in understanding the concepts, values, and methods of position classification and to obtain the benefit of their views.

Position classification (personnel bibliography series No. 1). 49 pp.

Organization for personnel administration (personnel bibliography series No. 2). 63 pp. U.S. Civil Service Commission Library.

The first two of a series of judiciously selected and carefully annotated bibliographies for the personnel professional and practitioner.

Manual for position classification. 510 pp. Department of the Navy. Office of Industrial Relations (Navexos P-2052).

A first attempt by Navy of a comprehensive coverage of position classification subject matter.

Organizing for national security. (Hearings, 86th Congress, 2d Session, February 23-May 24, 1960.) United States Senate. Senate Committee on Government Operations. 1,001 pp. Government Printing Office, Washington, D.C.

Seven parts issued to date. Part III, Mobilizing talent for Government service, pp. 413-558, is of particular interest to agency officials concerned with problems of staffing and development.

THE DAY THE ACT WAS SIGNED

January 16, 1883, dawned cold and clear in Washington. It was a Cabinet meeting day and every member was in his seat when President Chester A. Arthur entered the room. This was to be the final Cabinet discussion to determine whether the President should sign the civil service bill.

None of the Cabinet members had to be reminded that civil service had been one of the big issues in the November congressional elections. Popular indignation over the murder of President James A. Garfield by disappointed office seeker Charles Guiteau hadn't been translated into legislation by the Congress that went out of office in 1882. But the present Congress had put civil service legislation high on its agenda.

There was no realization in anyone's mind that some day more than 2 million persons, hired competitively under Federal civil service, would be on the Government payroll. Yet New York's *The Tribune* and *The Sun* and Washington's *The National Republican*, *The Star*, and *The Post* put the story of that Cabinet session either on page 1 or on the editorial page—and the editorial page counted for a great deal in 1883. And the signing of our civil service bill had strong competition, too, for as newspapermen say, it was an excellent news day.

General Grant was in town and had drawn admiring crowds as he strolled along Pennsylvania Avenue. Red Cloud, the Indian chief who had once terrorized the frontier, was in Washington, too, very bitter about losing the peace, and there was considerable talk about the new ambassador from the Kingdom of the Hawaiian Islands. Congress was debating bigger pensions for veterans of the Mexican War and wondering whether to spend up to 20 million dollars to combat illiteracy in the territories. For the socially minded, "Queen's daughter is in Richmond" screamed one headline. In 1883, "queen" could only mean Victoria.

Back at the Executive Office, a brief last-minute hitch developed when Cabinet members began their discussion, but the bill was signed before the end of the day—January 16.

It's anybody's guess how the average man and woman felt and thought that day the civil service bill was signed, 78 years ago. Certainly neither President Arthur nor his Cabinet, neither Congress nor the reporter who wrote the story of the signing of the act, could have foreseen the magnitude and importance of the thoroughly American world that had been opened up by a few strokes of President Arthur's pen: a world of Forms 57 and retirement deductions; of staff proposals and implementation; of climate of opinion and time off to greet visiting foreign dignitaries; but a world also of fairness to racial and religious minorities; of helping the physically handicapped; of united effort without regard to group or party to make democracy work efficiently—a world contemplating and conserving the resources of the earth while shooting at the moon: all these things waiting to come to pass as Washington men and women went home on the night of January 16, 1883.

Snow was predicted for the next day, but the almanac said spring would come early.

Worth Noting (Continued)

North Carolina State College); the Universities of Kentucky, Arkansas, Minnesota, Southern California, and Pittsburgh; Michigan and Ohio State Universities; Hofstra College; Syracuse University; Manhattan College; and Stevens Institute of Technology. . . . CSC is distributing a revision of its popular career directory for college students, retitled "Federal Careers in the Sixties," to college placement offices and other campus reference points. The handy booklet, which relates college majors to Federal occupational specialties, has been one of the most effective Federal recruiting aids since its introduction in 1956.

ANNIVERSARY: The 78th anniversary of the signing of the Civil Service Act of 1883, establishing a merit system for Federal employment, is being observed during January through a number of banquets, dinners, and other special events in Washington and at centers of Federal employment throughout the country. The occasion is being used in some centers to honor and give public recognition to local "Civil Servants of the Year." . . . Civil Service Commission marked the occasion with its annual honor awards ceremonies in Washington and at its regional offices. Highlight of the central office ceremony was the presentation of the Commissioners' Award, highest CSC honor, to Andrew E. Ruddock, Director of the Bureau of Retirement and Insurance; David F. Lawton, Deputy Director; and Solomon Papperman, Assistant to the Director, for their leadership in planning and launching the new Federal Employees Health Benefits program.

PUBLICATIONS: Civil Service Commission has prepared a booklet entitled "The Older Worker in the Federal Service" in connection with the White House Conference on Aging. It describes how the operation of the merit system contributes to equitable consideration of older workers for Federal employment and how employment policies and programs benefit the older worker on the job. . . . CSC has also published a new edition of "The Government Personnel System" (Personnel Management Series No. 4), a handy guide to basic personnel principles and responsibilities.

HEALTH BENEFITS: CSC is making an intensive evaluation of the Federal Employees Health Benefits Program as part of a continuing long-range effort to ensure effective administration of the program and to make or recommend changes to improve it. The evaluation will also be used in the renegotiation of contracts with carriers of plans participating in the program. . . . CSC recently announced it had decided on the type of Government-wide plan it expects to offer under the new Retired Federal Employees Health Benefits Act, scheduled to become effective on July 1, and that it had selected the Aetna Life Insurance Company of Hartford, Conn., to administer the plan, subject to satisfactory contract negotiation. CSC hopes to work out a plan with Aetna which will allow annuitants to buy either basic coverage, or major medical coverage, or both. The second choice is considered especially important to annuitants who already have good basic coverage with a local community plan; a CSC survey showed that 63 percent of eligible retirees already have some kind of basic health insurance, but hardly any have major medical protection.

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