

7/4

Civil Service Journal



Vol. 7 No. 4

April-June 1967

UNITED STATES CIVIL SERVICE COMMISSION

DOCUMENTS OFFICE
MAY 22 1967
DISTRIBUTION UNIT

Civil Service Journal

Volume 7 Number 4

April-June 1967

CONTENTS

Articles

	<i>Page</i>
Keystone of the Arch by John W. Macy, Jr.	1
The Luckiest People by John W. Gardner	6
Federal Training Moves Ahead by J. Kenneth Mulligan	9
Federal Information Center by Irving Kator	16

Features

Federal Woman's Award	20
Widening Horizons	24

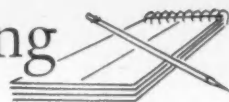
Departments

CSC Checklist	5
Focus on People	14
Equal Employment Opportunity	22
Legal Decisions	23
The Awards Story	26
Training Digest	28

U.S. Civil Service Commission

JOHN W. MACY, Jr.	<i>Chairman</i>
L. J. ANDOLSEK.	<i>Commissioner</i>
ROBERT E. HAMPTON.	<i>Commissioner</i>
NICHOLAS J. OGANOVIC	<i>Executive Director</i>

Worth Noting



THE YOUTH OPPORTUNITY CAMPAIGN for 1967 is the third in which the Federal Government has led the way in making extra summer jobs available for disadvantaged youths. The nationwide objective is to employ at least one extra employee for every 100 regular workers; in the Washington metropolitan area, three for every 100. This summer, success of the program will be measured not only in numbers, but also by the extent to which agencies are able to provide meaningful work and training opportunities. Thus the young people hired will gain more than just the money. They will receive the benefit of a solid introduction to the world of work, and a positive image of the Federal Government as an employer.

A GOVERNMENT-WIDE SURVEY of equal employment opportunity programs developed by Federal agencies is being made through reports requested from agencies by the Civil Service Commission. The Commission conducts a continuing survey of these programs through its Bureau of Inspections. But since Commission inspections do not cover all agencies each year, the reports due August 1 will constitute the first complete survey of EEO programs since the Commission issued regulations relating to them in February 1966.

THE EXECUTIVE INVENTORY, a key feature of the new Executive Assignment System for upper-level positions, is being moved toward operational status with the distribution of an inventory record form, or personal data sheet, to be completed by executives who are to be included in the inventory. About 25,000 Federal executives at grades GS-15 through GS-18 and equivalent levels will be included in the inventory, which will provide the means for Government-wide search in the staffing of career executive vacancies. The Executive Assignment System must be placed in effect before November 17 of this year, under the terms of Executive Order 11315.

(Continued—See Inside Back Cover)

COVER PHOTO

VIEWED BY AN ESTIMATED 6 million persons to date, the Vision of Man exhibit opened officially on June 15 for a 6-month display at the McDonnell Planetarium in the "Gateway to the West" city of St. Louis, Mo. The opening ceremonies were sponsored by the City of St. Louis and the Federal Executive Board of the St. Louis metropolitan area. The cover photo shows a portion of the interagency exhibit, which illustrates the scope of Federal science and engineering and the advancements being made. The inset is a view of the Planetarium. The Vision of Man has already been displayed in Washington, D.C., New York City, Los Angeles, and Chicago.

The *Civil Service Journal* is published quarterly by the U.S. Civil Service Commission. Editorial inquiries should be sent to: Public Information Office, Room 5F07, U.S. Civil Service Commission, 1900 E Street NW., Washington, D.C. 20415. Telephone 343-7392 or Code 183, Extension 7392. No special permission necessary to quote or reprint materials contained herein; however, when materials are identified as having originated outside the Civil Service Commission, the source should be contacted for reprint permission. The *Journal* is available on subscription from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, \$1 a year domestic, 25 cents additional for foreign mailing. Single copy 25 cents. Use of funds for printing this publication approved by the Director of the Bureau of the Budget by letter of March 31, 1965.

*In the arch of cooperation between Federal, State,
and local governments, manpower forms the . . .*

KEYSTONE OF THE ARCH

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

FUTURE HISTORIANS WRITE of the 1960's, of our struggles to improve the quality of American life and reclaim our environment. It is quite possible that they will fit many of our problems and pressures into one general frame: the relationships between Federal, State, and local

It is clear that these relationships are evolving, and the form they take must be regarded as of the utmost importance to every citizen. Likewise, it has become apparent over a period of years that a variety of social, technological, financial, and political pressures are working to increase the pace of change.

These pressures include the rapid growth of State and local governments in terms of personnel, as compared with the Federal Government; the rapid increase in the financial needs of State and local governments without a correspondingly large increase in tax revenues available for their support; and particularly, the fact that problems of poverty, urban sprawl and blight, transportation, and pollution do not neatly confine themselves to established political boundaries.

Men have organized themselves with considerable success to meet and solve problems through their governments. But in the latter half of the 20th century we find that some of our problems have developed a strange resistance to conventional lines of attack. We find that these problems refuse to fit themselves into traditional

jurisdictional categories where they have traditionally been solved.

My purpose in writing is not to select a school of thought for one school of thought or another with respect to the ideal functioning of our Federal system, but rather with the existence of certain conditions which must be solved if our civilization is to reach a higher level of quality—and in fact, if our civilization is to continue at all.

Man is delicately adjusted to his environment. Glenn T. Seaborg, Chairman of the U.S. Atomic Energy Commission, has said, "We exist on a precise balance of temperature, and chemical balance." The problems previously noted are all problems of man and his environment, and hence their deadly nature. If these problems, if they are to be solved, must be solved by people, and it seems obvious that people working for the government—at several different levels—will bear a heavy responsibility for their solution.

In the arch of cooperation between Federal, State, and local governments, manpower forms the keystone.

Taking into account the historical scope, the vital importance of our environmental problems, and the crucial role played by *personnel* in their solution, I have reached the conclusion that the proposed Intergovernmental Manpower bill is of tremendous importance—very possibly the most noteworthy development in the personnel field during this generation.

A PROMISE AT PRINCETON

Speaking at Princeton University in the spring of 1966, President Johnson said this:

"I also intend next year to recommend to Congress a program of expanding opportunities for those who wish to train for the public service. We will assist:

- students planning careers in Federal, State, or local government;
- colleges and universities seeking to enrich their own programs in this field;
- State and local governments seeking to develop more effective career services for their employees."

In his 1967 State of the Union Message, the President pointed out that the last two Congresses had enacted more social and economic legislation than any other two Congresses in our history—but that all of this legislation would come to nothing unless it reached the people. He said: "Only a total working partnership among Federal, State, and local governments can succeed."

Much thoughtful consideration of relationships between levels of government went into these Presidential statements. All across the land, a swelling tide of growth is posing tremendous problems to governments at all levels. Citizens are rightfully demanding of their governments more effective administration, better education for their children, more and better roads and public transit facilities, clean and plentiful water, unpolluted air, better police and fire protection, more and better recreational facilities, more and better hospitals, better facilities for the treatment of mental illness, programs for safeguarding economic security, and many others.

THE MAJOR BURDEN of providing these and other such public services rests with State and local governments. These mushrooming demands, however, generally have been beyond the financial capabilities of the State and local governments to meet, as evidenced by the continually increasing need for and the amount of Federal aid. In 10 years, total Federal aid to State and local governments has more than tripled, rising from \$4.1 billion in 1957 to an estimated \$15.4 billion in 1967.

This aid in recent years has constituted about 15 percent of total State-local revenue and covers a wide variety of activities: from airport construction to urban renewal, from highway construction to public assistance and community development. All told, there were 162 Federal programs of aid to State and local governments in January 1966.

Furthermore, experience has shown that real success in carrying out the social and economic programs enacted by recent Congresses, even though financed by Federal funds, depends on the vitality and competence of State and local governments. To people oriented toward the personnel side of government, it is no surprise when we find that this same vitality and competence depend largely

... possibly the most noteworthy development in the personnel field during this generation

on the ability of State and local governments to attract and retain talented, well-trained, highly motivated individuals in the ranks of their administrative, professional, and technical employees.

HOW WELL ARE THESE GOVERNMENTS doing when they seek to attract such employees? Like the Federal Government, they have felt the pinch of the tight manpower market. They are fortunate in having some of the employees who are already on the rolls, for as President Johnson has said, "Many men and women of skill and vision work in State Houses and City Halls."

But the supply of top-quality manpower available to State Houses and City Halls has been overwhelmed by a sudden and fast-growing influx of problems. The end result has been that, through no fault of their own, local and State governments have been able to attract only a small proportion of the trained and talented people they need.

STATE OF THE ART

In view of the tremendous importance of enlightened personnel administration at all levels of government, it should prove useful to assess the "state of the art" in State and local jurisdictions.

Excluding State education personnel (most of whom are teachers serving under the contract system), the vast majority of all State employees are covered by personnel systems based on merit principles. Specifically, a 1965 survey by the Bureau of the Census found a total of 1,289,000 State employees in noneducation functions. In the same year, a survey by the Public Personnel Association found 963,000 State employees covered by merit systems. On this basis, it would appear that nearly 3 out of every 4 State noneducation employees are covered by merit systems.

A large majority of cities over 100,000 population have merit systems covering at least some of their employees. In contrast, very few county governments are covered by merit systems of employment (200 out of more than 3,000).

With respect to training, though most of the States do have some sort of training program, it is generally not extensive or well-coordinated. This was one of the findings of Charles E. Moan, Jr., in his study titled,

"Public Employee Training on the State Level in the United States." Many States do not have a central training office to direct or coordinate the programs. Few States have written statements of training policy, standards for the establishment of programs, methods of evaluating them, adequate records, knowledge of the type or amount of training being accomplished by individual agencies, or precise information on training expenditures.

Both the International City Managers' Association and the Municipal Manpower Commission have made studies which indicate that training at the local government level is concentrated on a few specific groups such as policemen, firemen, and office personnel. The training is generally designed to improve basic skills and help lower level employees to perform in their present jobs.

Administrative, professional, and technical personnel, however, receive relatively little training in the changing nature and responsibilities of local government, problems of human relations, or modern decision-making in complex situations. At all levels, there are very few effective career development programs.

THE STATES ARE MORE ACTIVE than the local governments in executive, middle-management, and supervisory training. Few States, however, provide help in these areas to the local governments. Most training programs provided by States for local government personnel are in specialized service areas where the State has direct financial and administrative interests.

When the U.S. Senate Subcommittee on Intergovernmental Relations held hearings on the proposed Intergovernmental Personnel Act of 1966 (the Muskie bill), a great many State and local officials, spokesmen for professional organizations, and concerned scholars testified that, in their judgment, most personnel systems in State and local governments were not doing their job as effectively as they might.

Obviously, better training would help, particularly since today's rapid rate of technological and social change emphasizes the need for continuing education. No matter how well trained administrative, professional, and technical employees are when they first enter the public service, they will need to have further training through the years to keep up with major technological changes, to study the complex new problems facing State and local governments, and to prepare themselves for new responsibilities.

But training alone is not enough since the whole personnel system needs improvement. The Committee for Economic Development noted one means of bringing the merit system to local governmental units:

"Federal and State grants are sometimes conditioned upon professional or merit staffing, a useful requirement forcing local units to do what should have been done on their own initiative."

A requirement that State and local governments utilize an approved merit system in administering federally financed programs was first placed in effect in 1939, and since that time has covered such programs as unemployment compensation, old-age assistance, medical assistance for the aged, and aid to needy families with children. More recently the requirement has been extended to Civil Defense and Medicare. Some 24 Federal programs out of 162 are now covered by the merit requirements.

PROPOSALS AND COMMENTS

Responding to a Presidential mandate to deal with these varied needs for better training and better personnel systems, the Civil Service Commission spearheaded the development of a set of proposals which culminated in the draft of a bill proposed to Congress under the title, "Intergovernmental Manpower Act of 1967." Concurrently, Secretary Gardner, of the Department of Health, Education, and Welfare, submitted a companion proposal for preservice preparation, the "Education for the Public Service Act of 1967."

Significant contributions to both these bills were made by the work of Senator Muskie's Subcommittee on Intergovernmental Relations, the Committee for Economic Development, and the Municipal Manpower Commission.

THE VIEWS AND RECOMMENDATIONS of experts in the field were sought. Their suggestions proved invaluable. Persons whose experience contributed to the legislative proposals included governors, mayors, city and county managers, knowledgeable persons in private business, administrators of Federal programs, university presidents, scholars specializing in governmental administration, representatives of the professions, foundation officials, and many others. Day-to-day experiences of the executive branch in administering major grant-in-aid programs over the past years were closely examined.

With the assistance of this range of experience, President Johnson formulated his policy statement in the message of March 17, 1967, on "The Quality of American Government":

"The work to be performed in the years ahead will summon trained and skilled manpower in quantities—and quality—we have never needed before. . . . But nowhere is the magnitude of government manpower greater—and the accompanying challenge more critical—than at the State and local levels. . . . In the chain of Federal-State-local relationships, the weakest link is the emerging shortage of professional manpower. We can strengthen that link, or later pay the price of

weakness with inefficient government unable to cope with the problems of an expanding population."

The proposed Intergovernmental Manpower Act of 1967, submitted to Congress by the Civil Service Commission on April 6, is one of two bills designed to strengthen the weak link. The other bill is the companion measure submitted by Secretary Gardner. Principal provisions of the proposed Intergovernmental Manpower Act are—

TITLE I

Title I of the proposed act is intended to help provide the broad-scale aid that is needed by State and local governments to develop adequate *training* programs for their employees. It authorizes Federal agencies to provide for training of State and local employees by

- admitting them to training programs for Federal employees, and
- providing or conducting training for those engaged in grant-in-aid programs.

It authorizes the Civil Service Commission to make grants (up to 75 percent of costs) for the in-service training of State or local employees, and under certain conditions, permits similar grants directly to local governments in order to train their employees.

A plan for Government Service Fellowships for State and local employees, for periods of full-time graduate-level study not exceeding 2 years, is incorporated in this title.

TITLE II

The basic purpose of Title II is to stimulate and assist State and local governments to strengthen their staffs and improve their systems of personnel administration. A related objective is to help bring about the maximum possible degree of effectiveness in the administration of federally aided programs.

This title authorizes the President to extend the requirements, already applied to some federally financed State and local programs, that such programs must follow standards of personnel administration realistically based on merit principles.

Our studies show that the personnel staffs of many State and local governments are not of sufficient size, nor do many have the necessary broad base of experience, to develop and implement fully effective systems of personnel administration based on principles of merit. At least 20 States have no more than 10 professional staff officials in their personnel agency. Many units of government are not sufficiently large in population, geographic jurisdiction, and financial resources to make long-range plans and to attract and retain an adequate professional personnel management staff.

Therefore, in order to assist State and local governments to develop and implement comprehensive plans to strengthen their career staffs and their systems of personnel administration, Title II of the proposed bill authorizes the Commission to make grants to State governments for these purposes.

In the event that a State does not submit or intend to submit a plan which provides adequate assistance to particular local governments, such governments of general jurisdiction, or combinations of such local governments which serve populations of 100,000 or more, may submit plans to and receive grants from the Civil Service Commission.

Title II allows the Commission to join with State and local governments in cooperative recruiting and examining on a shared-cost basis and to furnish technical assistance to State and local governments to strengthen their public services and personnel administration.

TITLE III

Title III permits Federal agencies to arrange for the assignment or detail of their employees to State or local governments for periods up to 2 years with full protection of job rights and benefits and with provision for extension. Federal agencies may arrange for the ready assignment or detail of State and local employees to Federal work.

The kind of mobility here envisioned amounts to a new aspect of intergovernmental relationships—"grants in people," as well as grants in money. This must be a two-way street. President Johnson emphasized this essential in his message on the "Quality of American Government" when he pointed out that the men and women of skill and vision who work in State Houses and City Halls have the capacity to help the Federal Government with their knowledge and experience. Such grants, in both directions, may ultimately be more significant than grants of money, in terms of program success.

It should be clear that the elimination of barriers to mobility does not require wholesale or widespread movement of people. No grand schemes of major rotation, no enforced movement, is contemplated. The objective is clear: to make it feasible and simple to move, for temporary periods, key technical people between units of government to serve a sound public purpose.

TITLE IV

Title IV contains general provisions applicable to other titles of the proposed bill, and also authorizes the Commission and the President to establish appropriate advisory committees to assist in establishing policy and in implementing the program.

EDUCATION FOR PUBLIC SERVICE

Secretary Gardner has submitted to Congress a companion proposal, the "Education for the Public Service Act of 1967." It is designed to increase the number of qualified students who choose careers in government. It would authorize fellowships for young men and women who, in the President's words, "want to embark on the adventure of government service."

It would provide support to universities seeking to strengthen their public service education programs. This support could be applied to a broad range of activities, including research into new methods of education for government service; experimental programs, such as study combined with part-time public service; plans to improve and expand programs for students preparing for government careers; training of faculty members and establishing centers for study at the graduate or professional level; and conducting institutes for advanced study in public affairs and administration.

NO "NATIONAL CIVIL SERVICE"

There is neither plan nor prospect that these proposals to improve State and local personnel management presage a "National Civil Service" in which one vast and uniform personnel system would govern every city, county, and State in our Nation, as well as the Federal service. Such a plan would be as *unworkable* as it is *undesirable*. Much of our national strength springs from the diversity of our customs and practices. Yet each of our governments, while reinforcing its individual character and identity, can learn something from its counterparts facing common problems.

THE PRESIDENT ENVISAGES, not a continuing growth in central power, but rather a renewal of the roles and interrelationships of governments which would tend to *strengthen* the means at State and local levels for solving State and local problems.

In his recent Budget Message, President Johnson said, "Our task now is to improve Federal programs and administration, and to do more to help State and local governments strengthen their machinery of planning and management."

Planning and management are accomplished by people. Improved personnel systems, and better means of attracting and retaining young people into them, will do much to assure that important programs of the future are well planned and soundly managed. The proposed bills provide a comprehensive attack on the problem of preparing our governmental personnel systems for all levels, for the critical years ahead.

The personnel problem is only a part of the total challenge to Federalism in the emerging world of tomorrow. But it is a crucial part. Truly it is the "Keystone of the Arch."

April-June 1967



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

- FPM Letter 296-12, Documenting Reasons for Resignation on Standard Form 50:
 - changes instructions on documenting reasons for resignation on Standard Form 50 so that an employee's reputation will not be damaged unnecessarily by an entry of derogatory information that has not been established as a fact or is only of temporary significance.
- FPM Letter 330-4, Providing Placement Assistance to Employees' Compensation Beneficiaries:
 - broadens placement opportunities for career or career-conditional beneficiaries of employees' compensation by giving them essentially the same priority placement benefits provided to employees eligible for assistance under the Displaced Employee Program.
- CSC Bulletin 316-17, The Youth Opportunity Campaign—Summer 1967:
 - announces the 1967 Youth Opportunity Campaign for the appointment of disadvantaged youths to temporary positions which will make use of the skills they already have and which will help them to develop or acquire new ones.
- CSC Bulletin 332-2, Experimental Program To Encourage Direct Hiring of Outstanding FSEE Eligibles:
 - gives details of an experimental program designed to meet the competition of business and industry for quality employees by permitting FSEE applicants to qualify for GS-5 without taking or passing the written test if they have completed all requirements for a bachelor's degree within 2 years prior to September 1, 1966, and either have a 3.5 average or are in the upper 10 percent of their college class.
- CSC Bulletin 337-6, Office Aid Examination, GS-1/3:
 - outlines the main features of the new Office Aid Examination for clerks and suggests ways for agencies to use the resulting registers.

—Mary-Helen Emmons

"Why doesn't the system produce more — far more — of this calibre?"

THE LUCKIEST PEOPLE



by JOHN W. GARDNER
Secretary of Health,
Education, and Welfare



I HAVE FOLLOWED the work of the National Civil Service League for at least 20 years and have enjoyed close friendship with many of its leaders.

Long before I came to Washington Bun Gladieux, John Macy, and others approached me to speak at this annual ceremony, but it was not easy for me to get down from New York for the occasion. After several tries, they decided they had better move me down here where I'd be more readily available.

I'm proud to be a part of this ceremony. I bow to the award winners. Each of them has in extravagant measure the requisites for high performance—talent, motivation, and character.

And they have so much more. Imagination. Versatility. The breadth that enables them to look beyond the conventional definition of their jobs. The courage and stamina to buck the system—as it must be bucked by everyone who hopes to make a significant contribution.

Delivered before the 13th annual Career Service Awards Banquet of the National Civil Service League, Washington, D.C., April 21, 1967.

Impatience with the obstacles that all human organization throws in the way of decisive action.

As we contemplate these exceptional individuals we can take either of two attitudes. We can sit back complacently and say what a wonderful system we have that produces such great people. Or we can say "Why doesn't the system produce more—far more—of this calibre?" Of course, we should say both, but most of you know me well enough to guess that I'm going to emphasize the latter. Self-congratulation should be taken in small doses. It is habit-forming, and most human institutions are far gone in addiction.

IN MY VIEW we do *not* have an adequate supply of candidates for top leadership in Government.

To begin at the beginning, despite recent improvements recruiting practices are still not sufficiently imaginative. The Civil Service formed its habits and attitudes, its regulations and practices, in a time when talent was not scarce. Today every institution in our society is competing fiercely for its share of the flow of talent, and those who approach

the task without aggressiveness and imagination are bound to lose.

The Federal Government needs its full share of the best and brightest of each generation. Of course, skillful recruitment cannot stand by itself. Government cannot attract nor hold the best young men and women unless it can offer suitable career opportunities. This involves a variety of considerations, not the least of which is adequate pay. Clarence Darrow once successfully defended a lady in a legal suit, and she said afterward, "How can I ever show my appreciation?" Darrow said, "My dear, ever since the Phoenicians invented money there's been only one answer to that question."

The plain fact is that at the higher levels we are still not paying the kind of salaries that will enable us to hold our own in the competition. In an earlier day, only business firms paid substantial salaries. Government, the universities, and nonprofit groups all paid modest stipends, and all competed on equal terms for the men or women who wanted to devote their lives to intellectual, cultural, or public service pursuits. But today the leading universities and nonprofit organizations have frankly recognized that they must pay for gifted people—and they pay handsomely.

Sooner or later the Federal Government is going to have to face up to the competition, particularly in those fields in which talent is acutely scarce. For that reason I'm delighted that the President has appointed a commission under the able chairmanship of Frederick Kappel to come up with recommendations.

Another area in which we may expect important progress is career development. We waste talent scandalously by failing to develop it after recruitment, by letting good people wander into blind alleys, by allowing once effective men and women to get into ruts, by failing to retrain people whose skills are outdated.

CAREER DEVELOPMENT still stands as a great frontier for all who are seriously interested in the conservation of human talent.

We need more and better training programs, and a higher percentage of our people in those programs. We need far greater flexibility of assignment and reassignment. In a day when recruitment of trained and experienced technicians and subprofessionals is increasingly difficult, we need to learn to "grow our own" so to speak.

We're on our way to learning these things. As all of you know there has been a lot of movement under the great leadership of John Macy. His new Executive Assignment Program holds great promise. And today the President announced another major step in career advancement efforts.

But a tougher and more complex task awaits us. The personnel function must be more broadly conceived and must become a matter of direct concern to line managers. Many line managers are not now using to the maximum the opportunities and choices that already exist within the

system—opportunities for training, reassignment, special salary provisions, and so on.

What could be more satisfying than to be engaged in work in which every capacity or talent one may have is needed, every lesson one may have learned is used, every value one cares about is furthered.

The average operating official rarely concerns himself with personnel beyond the hiring of his immediate associates. The failing is not unique to government. I know an industrial executive who shows the most meticulous concern for the quality of the iron ore going into his steel mill and no concern at all for the quality of the human material that runs the mill.

Some day it will be recognized that skilled attention to the supply, quality and development of the men and women who make up an organization is the most critically important factor in the effectiveness of the organization.

Much of the most crucial work of developing personnel must be done by line supervisors. Personnel development, properly conceived, properly executed, must be a part of the very texture of the day's work.

We have so many other tasks. We must strive to make careers in large organizations individually satisfying. We must make government a hospitable environment for innovators, for those who question assumptions.

But we could talk all evening about the principles involved in creating healthy and vital organizations and still fall short of accounting for the emergence of such remarkable individuals as we are honoring tonight.

Much of their performance is traceable to personal attributes—motivation, attitudes, values. Intangibles, to be sure, but not wholly beyond description or cultivation.

My friend Caryl Haskins, who is president of the Carnegie Institution of Washington, points out that scientists are "problem-seekers." Unlike most of the rest of mankind, who regard problems as something to be avoided, the scientist goes out and looks for them. If he cannot manage things so that his life is an endless succession of problems, he counts himself a failure.

It seems clear to me that this pattern is the optimum life for man. And the ordinary citizen is far better fitted for such a life than he realizes.

Of course, most men throughout history have spent their lives desperately trying to solve problems they did not seek out, and failure to solve those problems has all too often meant trouble, tragedy, and death. It is hardly surprising that men have come to think of happiness as a cessation of problems.

But a true cessation of problems would be the beginning of death for a society or an individual. We aren't constructed to live in that kind of world. We are problem-solvers by nature—and as Caryl Haskins would put it, problem-seekers, problem-requirers.

So much so that when the problems of the real world aren't pressing in upon us, we invent artificial problems, such as how to reduce our golf score.

Golfers and scientists have quite a lot in common. They both face problems of their own choosing. And they take frank delight in the never ending *process* of trying to solve the problems they have chosen.

That's living.

I was talking with a friend about this view of life once, and he said, "Aren't you making life seem a little like the task of Sisyphus?" In the legend, as you remember, Sisyphus was condemned to push a great stone to the top of the mountain, and just as he reached the top it would slip from his grasp and roll to the bottom and he would have to push it up again—and so on for all eternity. But the late Charles Curtis pointed out that it was the monotony, not the futility, of the task that made it punishment. If he could have rolled a different stone each time, or the same stone up different mountains, or if he could have experimented with improved ways of rolling it, it might not have been so bad. Certainly, as Curtis pointed out, it would have been better than just loafing around Hades.

Recreational games are, of course, the least exciting games. Walter Bagehot said, "Business is really more agreeable than pleasure; it interests the whole mind, the aggregate nature of man more continuously and more deeply. But it does not *look* as if it did."

He was right. And there are activities even more exciting than business, because they engage even *more* fully

the intellectual resources and values and social motivations of man, e.g., science, teaching, governing. Surely, the activities engaged in by our award winners compare favorably with the most exciting of recreational games. Those activities involve companionship, novelty, risk, chance-taking, skill, teamwork, competition, and all the other attributes of diversion. And they mean something.

What could be more satisfying than to be engaged in work in which every capacity or talent one may have is needed, every lesson one may have learned is used, every value one cares about is furthered.

No wonder such men and women commonly overwork, pass up vacations, and neglect the less exciting games such as golf.

It is one of the amusing errors of human judgment that the world habitually feels sorry for such overworked men and women—and doesn't feel a bit sorry for the men and women who live moving from one pleasure resort to the next. As a result, the hard workers not only get all the real fun but all the sympathy too; while the resort habitues scratch the dry soil of calculated diversion and get roundly criticized for it. It isn't fair.

I hope I have convinced you that these men and women whom we are honoring tonight are among the luckiest people we know, and have little need of the rewards offered by our recognition.

But if they do not strictly need this ceremony, we do. The society does. Every society must for its own good celebrate the qualities it values most highly, and ceremonially recognize the men and women who embody those qualities.



1967's LUCKIEST PEOPLE

Recipients of this year's Career Service Awards presented by the National Civil Service League at a banquet on April 21 at Washington's Sheraton-Park Hotel were:

Philip N. Brownstein, Department of Housing and Urban Development

Horace D. Godfrey, Department of Agriculture

Arthur E. Hess, Department of Health, Education, and Welfare

Donald G. MacDonald, Agency for International Development

William H. Smith, Department of the Treasury

O. Glenn Stahl, U.S. Civil Service Commission

David D. Thomas, Federal Aviation Administration

Floyd LaVerne Thompson, National Aeronautics and Space Administration

Barbara M. White, U.S. Information Agency

Marjorie J. Williams, Veterans Administration

HILL HUMOR

EDITORS PLEASE COPY

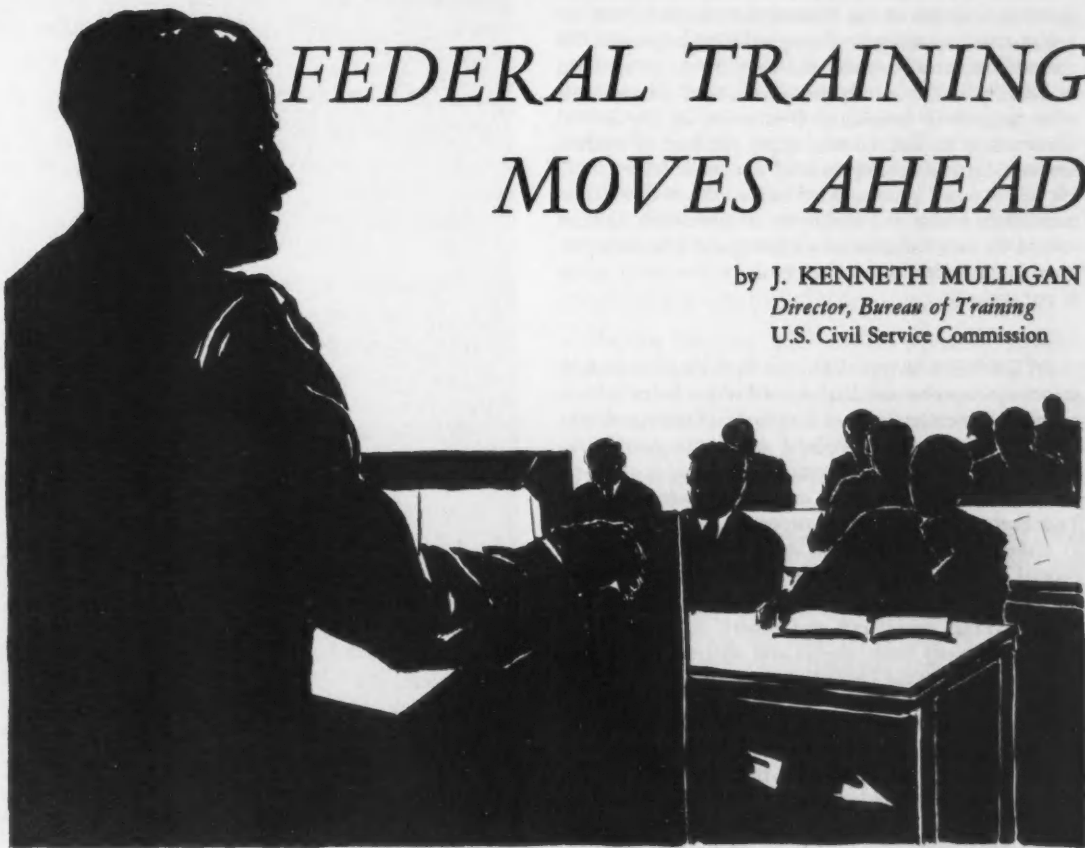
The following "instructions to writers" were copied from a notice in a committee room on Capitol Hill:

1. Don't use no double negative.
2. Make each pronoun agree with their antecedent.
3. Join clauses good, like a conjunction should.
4. About them sentence fragments.
5. When dangling, watch your participles.
6. Verbs has to agree with their subjects.
7. Just between you and I, case is important too.
8. Don't write run-on sentences they are to hard to read.
9. Don't use commas, which aren't necessary.
10. Try to not ever split infinitives.
11. Its important to use your apostrophe's correctly.
12. Proofread your writing to see if you any words out.
13. Correct spelling is esential.

"... to apply the best of modern methods"

FEDERAL TRAINING MOVES AHEAD

by J. KENNETH MULLIGAN
Director, Bureau of Training
U.S. Civil Service Commission



A NEW ERA in post-entry training of Federal employees began on April 20, 1967. On that day, President Johnson signed Executive Order 11348 which, in his words, "will strengthen the most important resource of the Federal Government—the Federal employee—through improved training and educational opportunities."

TASK FORCE ON CAREER ADVANCEMENT

The new Executive order evolved from a recommendation made in the Report¹ of the Presidential Task Force on Career Advancement. Appointed by the President, and at his specific request, this Task Force addressed its efforts to a critical review of post-entry training and educational programs for Federal employees in professional, administrative, and technical occupations. It was given the responsibility for recommending action that would make

¹ See *Investment for Tomorrow, A Report of the Presidential Task Force on Career Advancement*. Distributed by the U.S. Civil Service Commission, 1967.

maximum use of the best methods for learning and for renewal in a time of continuing change.

The Presidential Task Force on Career Advancement, appointed in 1966, was chaired by John W. Macy, Jr. Its 11 members included 3 presidents of educational institutions, 3 Federal agency heads, 2 corporate personnel directors from private industry, 1 representative of organized labor, 1 foundation president, and the executive director of a leading professional organization.

To the Task Force, and to the small staff assisting it and headed by Ross Pollock of the Civil Service Commission, came mountains of material on Federal training programs. Almost all agencies provided information. Some, requested by the Task Force to undertake in-depth studies, made major contributions that will be of interest to training officials in private as well as public sectors.²

² These special studies and other papers, used by the Task Force in its deliberations are compiled in *Self and Service Enrichment Through Federal Training, An Annex to the Report of the Presidential Task Force on Career Advancement*. Distributed by the U.S. Civil Service Commission, 1967.

COMPREHENSIVE COVERAGE

When the President appointed the Task Force, he asked that it concentrate on the Federal Government's 760,000 professional, administrative, and technical employees. He directed members "to study and compare recent advances in industry, in the universities, and in other governments with progress in training and education in the Federal Government so that we may apply the best of modern methods for the development of our work force. . . ." He said it was ". . . expected to furnish a set of recommendations which will enable me to take action directed toward the establishment of a training and education program in the Federal service responsive to the critical needs of our times."

WITH THIS MANDATE, the Task Force undertook the most comprehensive analysis of Federal training since passage of the Government Employees Training Act in 1958. It called upon all Federal agencies to provide extensive data on training operations—much of it of a type never before compiled on a Government-wide basis. The Task Force invited numerous papers. It asked 11 agencies to make in-depth studies of many different aspects of Federal training. It enlisted the aid of university faculty for some of the analyses. It called upon private industry and individual consultants and experts for help. It explored previously made studies and analyses, from both within and outside the Federal service.

The responses to the requests for assistance were extraordinary. Literally hundreds and probably more than a thousand knowledgeable persons, from the Federal service, universities, private industry, and other organizations, responded readily. A tremendous amount of up-to-date information representing much of the best thinking on training and education was amassed in an amazingly short time. The Task Force thus had access to a veritable gold mine of information.

Sifting through this data, which related to almost every conceivable aspect of Federal training for professional, administrative, and technical employees, the Task Force reached a number of conclusions. Major findings and the recommendations based on them are summarized in this article.

PROGRESS SINCE GETA

The Task Force found that Federal agencies in general have made considerable progress in the training and education of their employees since passage of the Government Employees Training Act of 1958. Agencies have much to be proud of in their training of employees in professional, administrative, and technical occupations, but much improvement is still needed. It also found, not surpris-

From the President . . . "In preparing the Executive order . . . we have been assisted by the distinguished Task Force on Career Advancement . . . I am grateful for their invaluable contribution to our efforts to improve the quality of government."

—Lyndon B. Johnson

THE PRESIDENTIAL TASK FORCE ON CAREER ADVANCEMENT

John W. Macy, Jr., Chairman

- Dr. Marvin H. Berkeley, Corporate Personnel Director, Texas Instruments, Inc., Dallas, Tex.
Andrew Biemiller, Director of Legislation, AFL-CIO
Lawrence Binger, Corporate Director, Personnel Services, Minnesota Mining and Manufacturing, St. Paul, Minn.
McGeorge Bundy, President, The Ford Foundation, New York City
Dr. Robert D. Calkins, President, The Brookings Institution, Washington, D.C.
Honorable John W. Gardner, Secretary of Health, Education, and Welfare
Dr. Jerome H. Holland, President, Hampton Institute, Hampton, Va.
Dr. Evron Kirkpatrick, Executive Director, American Political Science Association, Washington, D.C.
Dr. James H. McCrocklin, President, Southwest Texas State College, San Marcos, Tex.
Honorable Charles L. Schultze, Director, Bureau of the Budget

ingly, that in this huge, complex, diversified, decentralized organization called "Government" there are vast differences in the amount, kind, and quality of training, ranging from the truly exemplary to the virtually nonexistent.

Many agencies have programs which can be characterized as excellent; their programs compare favorably with the finest in private industry.

On the other hand, employees in most small agencies are not being trained in proportion to their counterparts in the larger agencies. Yet their training needs probably equal, and may even exceed, those of employees in the larger organizations. Another significant group that tends to be shortchanged is made up of field employees in general, and particularly those in the small field establishments.

The Task Force thought that this need for more training of employees in small organizations could be met best through increased sharing of training resources and facilities among agencies, especially at the local level in the field.

THE NEXT TEN YEARS

Although the Task Force was pleased by the progress it noted, it was vitally concerned about the future. Government-wide projections of training needs requested from the Department of Labor's Bureau of Labor Statistics indicate that the demands of the future will be much heavier than in the past 10 years, due to three major areas of change—new Government programs, shifting occupational requirements, and ceaselessly expanding technology.

About 90,000 new professional, administrative, and technical employees will be hired each year to replace those leaving and to staff new programs. Practically all of these new employees will need training to help them perform at a high level at an early stage—because most of them will have to assume higher degree of responsibility and more complex duties earlier in their careers than did their predecessors.

ADDITIONAL TRAINING REQUIREMENTS will be generated by the nature of our Nation's many domestic problems, such as water and air pollution, commerce, and transportation, as well as by socio-economic needs. Advances in technology, particularly in the fields of computer technology, communications, energy production, and the medical sciences, are creating a host of training needs which must be met in the Federal Government if it is to continue to translate technical progress into better public service. Maximum development and utilization of these new tools will require skilled personnel. The Task Force noted that new developments requiring retraining will be occurring continuously, and employee skills and knowledge will have to be updated more frequently than in the past to outpace obsolescence.

NO NEED FOR LEGISLATION

Assisted by the Federal Aviation Agency, which undertook a major review of the Government Employees Training Act at its request, the Task Force agreed that the Act provides the President and agency heads with the authority they need to meet Federal training needs now and in the foreseeable future. The Task Force also found that all of its recommendations could be carried out under the Act. It therefore made no recommendation for new legislation.

It did find, however, that Federal training could be strengthened by a new Executive order. Executive Order 10800 was issued in 1959 before agencies had experience with their new authority under the GETA of 1958. Much experience has been accumulated since then, and many new developments have occurred in the field of education and training.

The demand for more and better training to meet Federal service needs in a dynamic age of change is growing steadily. The Task Force decided the time has come to put needed new muscle into Government-wide policies on training and education. It recommended that the President issue a new Executive order on Federal training, an order designed to exploit training and education to the maximum extent possible for the improvement of public service. The President responded by issuing Executive Order 11348, "Providing for the Further Training of Government Employees," on April 20, 1967.

PROVISIONS OF EXECUTIVE ORDER

The new Executive order provides a positive, forward-looking policy for Federal training. It is a policy vitally needed to help agencies cope with the manpower problems they face today and will continue to face on an even larger scale in the years ahead.

This policy is summarized in the following excerpt taken from the order:

"It is the policy of the Government of the United States to develop its employees through the establishment and operation of progressive and efficient training programs, thereby improving public service, increasing efficiency and economy, building and retaining a force of skilled and efficient employees, and installing and using the best modern practices and techniques in the conduct of the Government's business."

THE ORDER DIRECTS the Civil Service Commission to provide leadership and guidance to insure that the policy is carried out.

The responsibilities of agency heads for the training of their employees is set forth by the President in the order with a much higher degree of specificity than was the case in the order it replaced. For example, they are directed to establish and make use of agency facilities for training employees, foster employee self-development and monitor its effectiveness, and monitor on-the-job training for effectiveness.

The order also directs agency heads to extend agency training programs to employees of other agencies and assign their employees to interagency training "whenever this will result in better training, improved service, or savings to the Government." This policy differs from the old one which required agencies to provide training for employees of other agencies or to sponsor employees for interagency training "when practical and without interference with the department's mission."

AID TO PRESIDENT AND AGENCY HEADS

The Task Force praised the Civil Service Commission for its "fine interagency training program." It noted that the program had advanced rapidly in response to Federal



needs since it began in 1959. But it expressed concern about the Commission's other training services, which it described as "inadequate."

The Task Force recognized that the interagency program has been able to keep up with changing demands because it is funded by charges made to agencies. The leadership functions—promoting and coordinating training, and advising Federal officials on training matters—are funded by direct appropriations to the Commission. These appropriations have remained at almost the same level for 5 years.

The Task Force thought that time had come to strengthen the Commission's leadership role. Such action was essential if the President and agency heads were to get the assistance and support needed to cope with Government-wide training needs in the years ahead.

The Commission had recognized this deficiency before the Task Force met and had initiated steps designed to improve the situation. The Task Force findings confirmed these beliefs, and its recommendations reinforced and supplemented Commission plans to reorganize and expand its training functions—especially the leadership functions.

THE FIRST MAJOR STEP in this direction was taken on May 1, 1967, when the Commission's new Bureau of Training was established. The new bureau is charged with planning and promoting the development, improvement, coordination, and evaluation of training throughout the Federal Government.

Its major activities will include a greatly expanded program of consultation with and assistance to Federal agencies in all aspects of training, the identification and use of resources and technology to meet Federal training needs, and the design of methods to appraise the total training effort. In addition, the bureau will establish and maintain an information system on nationwide Federal training needs, activities, and results to more effectively utilize Federal training resources.

EXECUTIVE DEVELOPMENT

The Task Force asked the Treasury Department's Internal Revenue Service to make an intensive study of development for administration in the Federal service. The findings resulting from this study revealed a number of areas requiring attention.

The Task Force was concerned about the Federal Government's need for highly competent career executives. The complexity of problems in our rapidly changing society faced by this group of top career civil servants makes it essential that they be well prepared for their assignments.

EXECUTIVE ORDER 11315, which in November 1966 created the Executive Assignment System, was a giant step forward designed to improve the quality of this group. The Task Force lauded this step which it thought would provide "an affirmative framework for executive development" in the Federal Government.

On signing Executive Order 11315, the President had directed the Civil Service Commission to recommend to him a program for the training and development of career executives, including "the establishment of special training and education facilities." The Task Force reviewed the plans prepared by the Commission to establish a program of full-time, residential training for career executives and recommended that the President direct the Commission to proceed with these plans. The President took this action at the same time he issued the new Executive order on training.

THE TASK FORCE FOUND that "few agencies plan and carry out sound executive development programs." It made several recommendations designed to correct this "serious deficiency." The principal recommendation suggests that agency heads "designate a high-ranking official to activate an executive development program and provide resources to implement it."

MANAGERS AND SUPERVISORS

The Task Force found that most Federal managers and supervisors move into their jobs with excellent knowledge of a specialty but less than desirable knowledge and skill in their leadership roles. It also found that many managers and supervisors, especially those in the field, are not provided with training. Additionally, much of the training provided is not appropriate for the managerial level of those being trained.

The Task Force made a series of recommendations relating to manager and supervisor training. Most of these are directed to agency heads. The most important of these suggest that they:

- Place on executives the responsibility for the training of managers (both on-the-job and formal

courses) and that implementation of this responsibility be monitored.

- Increase each manager's skill in the techniques of management and the processes of administration; extend his effectiveness in dealing with employee organizations; develop his capacity for efficient use of resources; broaden his understanding of agency and Government missions; and sharpen his ability to relate his assignment to national goals.
- Make sure that managers provide much more on-the-job training and guidance of supervisors than they now do.
- Give employees with potential the preparatory assignments, experiences, and training needed before they are placed in leadership posts.

TRAINING FOR SPECIALIZATION

The Department of Commerce's National Bureau of Standards assisted the Task Force by making an in-depth analysis of the Government's extensive programs to train its thousands of specialists. This is a particularly complex area to study because of the great diversity of specialists employed by Government and the wide variety of programs used to train them.

Although agencies in general are providing a tremendous amount of training to help specialists learn how to perform their jobs better, or to help them keep abreast of new developments which affect their work, the Task Force found that even greater efforts will be required in the future. It felt that agency heads will need systems to provide for the continuing review of specialist needs and for job rotation and in-service courses to meet most of these needs. It also suggested that agency heads establish sound systems for selecting the best of experienced professionals for assignment to full-time and residential training to supplement their self-development.

INTERAGENCY TRAINING

A review of the Government-wide interagency training program, done for the Task Force by the Department of Labor, revealed that great strides had been made in this program since it began in 1959. In FY 1966 65,000 employees went to courses in 25 different agencies. However, 94 percent of this training was provided by only six agencies: General Services Administration, Army, Labor, State, Civil Service Commission, and Health, Education, and Welfare. GSA and CSC provided 60 percent of the training. It was apparent, therefore, that many agencies were providing very little training for other agencies. Some (32 to be exact) never shared courses with other agencies.

The Task Force determined that interagency training has many advantages over other forms frequently used, including lower cost, better quality, and a reduction in duplication of training effort. It also concluded that the

opportunities for interagency training could and should be more fully exploited.

TO ACHIEVE THIS OBJECTIVE, it recommended: that agency heads open training programs to employees of other agencies; that they cooperate with each other and the Commission to expand interagency programs; that the Commission identify major functional areas in which new or additional interagency training is needed and that it negotiate with the agency having prime responsibility for a function either to provide that training or advice on course content; and that the Commission take steps to have such courses set up and conducted as often as needed in Washington, the field, and overseas.

The most significant recommendation affecting interagency training is the one requiring agencies to provide interagency training whenever this will result in savings for the Government or produce better service to the public. As noted before, this recommendation was implemented through the new Executive order.

NON-GOVERNMENT TRAINING AND EDUCATION

The Task Force called on a number of organizations and individuals, both within and outside Government, for assistance in analyzing Federal use of non-Government training and education. The Department of Health, Education, and Welfare's Office of Education contributed most of this help. As universities provide the greatest amount of non-Government training, attention was focused primarily on them.

The Task Force found that agencies lack clear policies on when employees may appropriately be enrolled in universities at Government expense. It recommended that agency heads analyze and clarify their policies to distinguish clearly between education and training which should be Government-conducted and that which should be provided in universities. It also indicated that these policies should insure that university training and education support agency mission and management needs.

MOVING AHEAD

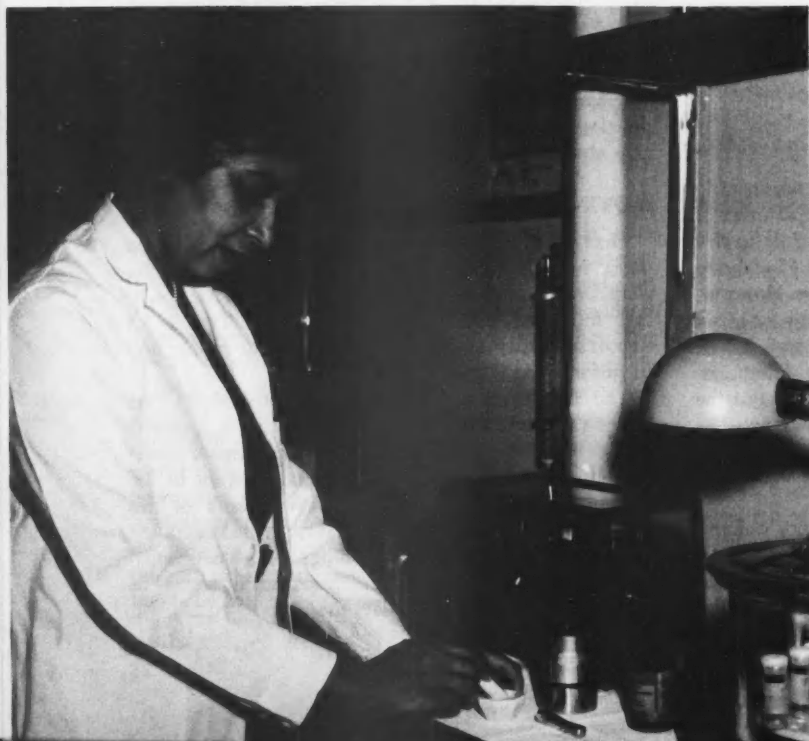
Here it has been possible to highlight only a few of the major findings of the Task Force. Its analyses, conclusions, and recommendations are extensive and far reaching. Interested readers should review the Task Force Report and study the Annex to the Report for further useful information.

The Task Force has made a major contribution to the training and education of Federal employees at a critical time. The recommendations already implemented represent only a small portion of the total benefits to the Federal Government to be reaped as a result of this group's efforts. More action will follow. If maximum use is to be made of Task Force findings and recommendations, the interest and support of management across the board will be required in the days ahead.





OUTSTANDING YOUNG MEN—President Johnson chats with the four Government people who were among those chosen by the National Jaycees as the Nation's 10 Outstanding Young Men of 1966. Left to right with the President are : Lester R. Brown, Agriculture Department economist; Capt. William S. Carpenter, former West Point "lonely end" who ordered air attacks on his own position during battle in Vietnam; White House Fellow Sanford D. Greenberg; and Presidential Assistant Joseph A. Califano, Jr.



DRUG DETECTIVE—Recent recipient of HEW's Gold Medal Distinguished Service Award, Mrs. Alma L. Hayden is an expert in the application of advanced techniques of drug analysis which most people can't even pronounce: infrared spectrophotometry and nuclear magnetic resonance spectroscopy. Mrs. Hayden is Chief of the Spectrophotometric Research Branch, Food and Drug Administration, HEW. Scientific studies she and her staff have recently completed in these fields deal with the structure and purity of drugs, and with quantitative analyses of drugs in complex mixtures. Techniques developed will simplify the analysis of combinations of drugs that are difficult or impossible to assay by previously existing procedures. Mrs. Hayden maintains a library of infrared spectra for use in a data-retrieval system for the rapid identification of unknown drugs.

LADY
Gomon
using u
she rec
ception
a meth
tiles b
adapte
eration
benefit
million
of the
ents a
Mrs. G
ceremo
women
honore
Besson
Army
mora's
Army h
divid



FOCUS ON PEOPLE



POSTAL PLANNER—Ronald B. Lee, Director of Planning for the U.S. Post Office Department, has the task of identifying trends that may affect future mail service, and shaping P.O. plans accordingly. Mr. Lee is a West Point graduate and was a member of the first group of White House Fellows.

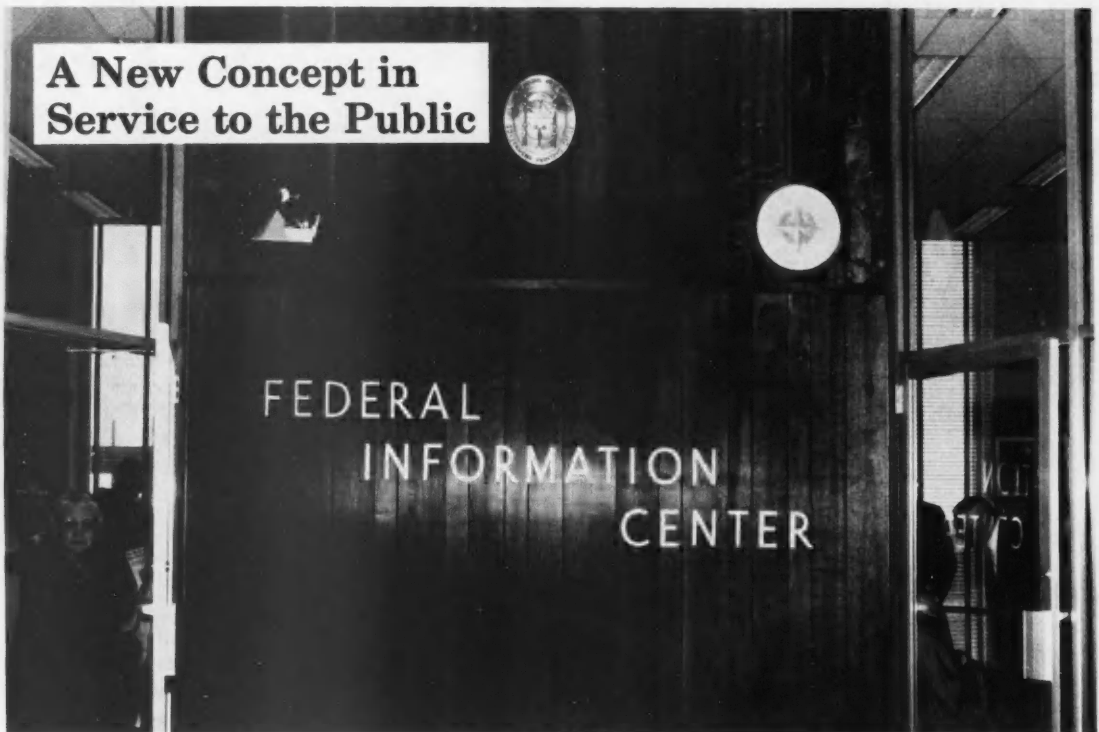
LAWYER HONORED—Civil Service Commission General Counsel Leo M. Pellerzi (left) accepts the D.C. Federal Bar Association's "Justice Tom C. Clark Award for Outstanding Career Lawyers." Retired Supreme Court Justice Clark (right) personally presents the award. With them is CSC Chairman John W. Macy, Jr.



LADIES' DAY—Mrs. Shirley J. Gomora is a past master in the art of using up leftovers, and on May 26, 1967, she received a \$5,000 award for her exceptional talent in this field. She devised a method by which the obsolete projectiles built for the M59 gun could be adapted to the configuration of the operational M107, resulting in tangible benefits to the Government of \$10.4 million in Fiscal Year 1966. Secretary of the Army Stanley R. Resor here presents a certificate of commendation to Mrs. Gomora as part of a Ladies' Day ceremony in which three outstanding women employees of the Army were honored. Looking on is Gen. Frank S. Besson, Commanding General of the Army Materiel Command. Mrs. Gomora's \$5,000 award is the largest the Army has ever given to a woman for an individual achievement.



A New Concept in Service to the Public



by IRVING KATOR
Executive Vice-Chairman
Interagency Advisory Group

"I WANT TO TALK to some one about funding for libraries." "What number do I call about registering a trade name?" "Whom do I contact for information on building apartment houses for teachers?" "Where do I apply for unemployment insurance?" "Where is the copyright office?" "I want to photograph a \$5 bill for use in an advertisement. Who can give me permission?" "I want to buy surplus mail trucks." "I want to talk to someone about mental health scholarships for graduate students." "I need some information about the Merchant Marine." "What inoculations will I need when I return from Mexico?"

These are some of the questions that citizens in the Atlanta area brought to the new Federal Information Center.

From its opening in July 1966, business at the Nation's first Federal Information Center has grown until now over 5,000 inquiries from people in the Atlanta metropolitan area and from Federal and business installations are being handled monthly. This is the new, easy way

to get definitive information about Federal services and the idea is rapidly catching on.

HOW IT STARTED

In November 1965, President Johnson launched his program to assure the best possible service to the American public. He asked Federal agency heads to assign responsibility to top-level officials to improve their agencies' service and he asked Chairman John W. Macy, Jr., of the Civil Service Commission, to coordinate these activities. At a number of meetings on the subject, top priority was given to pinpointing the problems that stood in the way of better service to the public, and how to overcome them.

One problem kept recurring—the difficulty the citizen has in finding his way around the Government, and his need to be able to locate, with a minimum of referral from office to office, the particular agency and office which could help him with his problem. This difficulty was not confined to the citizen who had very little contact with the Government; veterans of Federal service had the same complaint. "Where do I go to get this done?" "Who can help me on this particular matter?" If the seasoned bureaucrat had difficulty, imagine the problem faced by the ordinary citizen to whom Government was, probably at best, an incomprehensible maze of alphabetical titles.

THE FEDERAL GOVERNMENT is necessarily complex and is becoming more so because of many new programs. As we move ahead to strengthen our Nation domestically and to improve the quality of the lives of our citizens, relationships between State and local governments and the Federal Government multiply, making it sometimes even more difficult for the citizen to know just the right office which can help him. People may not get the benefits of new programs designed to help them because they don't know about the program or how it operates or simply because they don't know where to go to find out about it.

A STUDY COMMITTEE of the Columbia University School of Social Work, which made recommendations on the establishment of information centers, posed the question this way: "Does the average city-dweller have adequate sources of information, advice, referral, or help? How might American cities offer services which would help the citizen to find his way among the programs and facilities set up to serve him? What arrangements are possible to assure the individual convenient access to accurate information about his rights, entitlements, or solutions to his predicaments?"

The question of "what arrangements are possible" came close to the crux of the problem. Although the need was recognized, doubt was expressed by some that it was actually possible to set up comprehensive and effective information centers. There was a question as to whether any reasonable number of people, at a central point accessible to the public, could possibly know enough and have enough information readily available to handle the multitude and variety of questions bound to arise.

ORGANIZING AN INFORMATION CENTER

Chairman Macy asked Lawson Knott, GSA Administrator, to put the idea to a test. The cooperation of Administrator Knott and GSA staff in this project has been outstanding. Here was another job added to an already heavy burden; nevertheless, GSA staff tackled it with dedication and enthusiasm. Without the full support of Lawson Knott and his staff, Federal Information Centers would not have come into being.

As a first step, Mr. Knott suggested the establishment of a Task Force to be headed by Robert Griffin, Assistant GSA Administrator, and including representatives from the Civil Service Commission and the Bureau of the Budget, to select a site and establish a model from which experience could be obtained.

The Task Force chose Atlanta for the pilot project. This was significant because Atlanta did not promise to be an easy test. Atlanta is one of the few major metropolitan areas remaining in the Nation which does not have a large Federal building or a complex which houses many Federal offices. Instead, the Federal population of 25,500 in Atlanta, representing over 50 Federal agencies, is scattered about in 57 separate locations. If the information

center worked in Atlanta, it should work elsewhere. The Atlanta Federal Executive Board, composed of the heads of all Federal installations in the area, was enthusiastic about the idea and eager to help.

A FUNCTIONAL DIRECTORY

The first thing necessary was some type of reference tool that the center staff could use in answering inquiries from the public. Needed was a comprehensive but easy-to-use system for cataloging the many functions performed by Federal agencies in the metropolitan area. The problem was one of indexing, and the yellow pages of the Telephone Directory are a good example of how a wide range of varied information can be indexed effectively. Working with the American Telephone and Telegraph Company, GSA developed a master index of functions running from accident prevention and community action to ZIP Codes—about 300 separate headings and cross references in all.

The functional headings were then sent to Federal installations in the Atlanta area to indicate the service, if any, they performed under each one of the headings and the person (telephone number and address) to contact for service on the item. The complete functional directory—over 1,100 separate listings—was developed on the basis of information supplied by agencies. Each item in the directory was then placed on a strip in a visible index file for handy use by the information staff behind a counter in the information center.

TRAINING THE STAFF

It was not enough just to provide a reference tool; people were needed who had strong feelings of empathy and understanding for the problems of others. Often the citizen does not know just how to phrase his problem; it takes tact and patience—and expertise at interviewing—to make a proper referral for service. A very careful selection process produced a staff of five top-notch people who were then intensively trained in the work of each of the Federal agencies in the metropolitan area. Staff members also visited almost all installations to gain a first-hand knowledge of how they were organized, where they were located, and the kind of service they provided. This training stood the staff in good stead when the questions came pouring in.

PRESIDENTIAL INTEREST

The Center opened on July 11, 1966, at Peachtree and Baker Streets in downtown Atlanta, with a ribbon-cutting ceremony by Mayor Ivan Allen. The center, operated by the General Services Administration, is in attractively decorated offices with ample space for the public. A telephone connecting directly to all installations in the area is available to the public so they can reach the particular agency the information staff suggests to them. In this way they can often complete their business with just one stop.

Pamphlets discussing the work of the many agencies in the Atlanta area are available and serve as an additional means of supplying the public with information about the Federal Government.

Upon the opening of the Center, President Johnson sent telegrams to GSA Regional Administrator Wilbur H. Sanders and FEB Chairman William J. Bookholt, congratulating them on making a reality of this new concept in service to the public. The President said "I am confident that the Center will provide a major public service to the people of Atlanta and will be a significant step forward in our program to provide the best possible service to our citizens. It is vitally important that we bring Federal programs and activities within the reach of every citizen whose rights and needs are affected by them. This new information center will help us do this. It will assist citizens who need a service provided by the Federal Government but do not know which agency or office provides that service."

The President went on to characterize the new Center as a "where-to-turn center" and "a new channel of communications between Government and its citizens." The President emphasized that despite the complexity of the programs administered, Federal agencies must never lose sight of their personal relationships with our citizens.

OPERATIONS BEGIN

Business was brisk right from the beginning, and despite careful preparation the first question came close to being a stumper. It came from a man interested in learning about business opportunities in Australia. This was a tough one for the fledgling staff, but after several telephone calls, made by the staff and not by the customer, they were able to refer him to the proper office.

The volume of inquiries has increased steadily to the roughly 5,000 now being handled each month. At the beginning there was a 50-50 ratio between personal visits to the Center and telephone calls. However, shortly after the Center opened, the new Atlanta telephone directory appeared. On each page of the Government listings, the Information Center phone number is prominently shown. The number of telephone inquiries immediately skyrocketed.

Now a good part of the Center's business is done over the telephone and GSA has been able to reduce its own staff of telephone operators who receive calls from the public. Service is quick, efficient, and pleasant. Members of the staff have a sense of commitment to the ideal of performing a service for each citizen who needs their help. No inquiry is too tough and no one is sent away without some information that will help him solve the problem that he brought to the Center.

Experience has shown that the staff can handle more business than originally assumed. It has been reduced to three employees, who still manage to keep the Center open beyond normal working hours to serve the public better.



REFERRAL SERVICE—By telephone or in person, Federal Information Centers provide fast "information-advice-referral" service. Staff members find that as they become more experienced they can handle many questions without further referral. Central location encourages "walk-in" business.

AGENCY USAGE

Not surprisingly, agencies that deal directly with the public are those about which the Center receives the most inquiries. HEW and Treasury Department are the agencies about which most questions are asked. There are many inquiries about Federal employment, but these are referred immediately to the Civil Service Commission's Federal Job Information Center, located adjacent to the Federal Information Center.

Many questions involve GSA services, especially how to buy from and sell to the Government. Again, not surprisingly, a good number of inquirers are referred to State, local, or county offices for the services they need. A close relationship is developing between the Center and the offices handling various State and local services.

KANSAS CITY CENTER

The gratifying success of the Atlanta Center clearly called for the establishment of other similar centers in appropriate locations. One of these came into prominence when James L. Harrison, Public Printer, and GSA Administrator Knott visited former President Truman in Independence, Mo., to present him with a volume of the Truman Papers. Returning from Independence, Messrs. Harrison and Knott visited the new Federal Building in Kansas City, and recognized immediately the desirability of opening an information center in the building lobby. In addition, the Public Printer agreed that he would open a Government bookstore along with the information center, both of which would be adjacent to the Civil Service Commission's Job Information Center. This would provide a true focal point for Government information.



EAGER BUYERS—When Government publications are made readily available, as in this Government Bookstore combined with the new Federal Information Center in Kansas City, people buy them enthusiastically. Over 800 publications are on display, and prompt mail service is provided for 26,000 others.



REFERENCE TOOL—A complete functional directory of the Federal Government in the Atlanta area is contained in this visible index. Staff members of the Federal Information Center let their "fingers do the walking" with this easy-to-use master index running from accident prevention to ZIP Codes.

WHY BOOKSTORES?

The public demand for Government publications is strong. In meeting the demand, GPO has extended the hours of its main bookstore in Washington to include Saturday mornings and each Saturday finds a crowd in the store buying publications. An additional store has been opened in the Department of State building in Washington to meet the demand.

As part of the President's program to improve service to the public, the Government Printing Office has begun to move stocks of Government publications to cities outside Washington, thus making them more accessible to the public. The first complete Government bookstore outside of Washington opened on the 14th floor of the Federal Building in Chicago on March 21. Lines have been forming since then to purchase Government publications and during the first 15 work days following its opening the Chicago store rang up sales of almost \$6,000 to 3,354 customers.

A combination Federal Information Center and Government bookstore is a natural. Both serve, and provide information to, the public. Combining them permits interchangeability of staff and economical operation.

The Kansas City Information Center-Bookstore opened on Monday morning, April 24. Over 800 popular Government publications are on display and the public is invited to come in and browse or purchase those locally available. In addition, prompt mail service is provided for more than 26,000 other publications stocked by the Superintendent of Documents in Washington. Even before the Center had officially opened at 10: a.m., \$100 worth of publications had been sold, and the questions were pouring in—including one on how to make caviar from fish eggs!

WHAT THE FUTURE HOLDS

There is no longer any question about the desirability of establishing Federal Information Centers. The Atlanta and Kansas City operations prove the value of this new service.

Federal Information Centers are not designed to serve a particular type of citizen; they serve all citizens, rich, poor, and middle class, who need their service. They are centrally located so the public can easily reach them, and of course they can provide immediate service to the public by telephone.

While primarily "information-advice-referral" centers, staff members find as they become more experienced that they can handle many questions without further referral. The centers can also be an important source of information to the various neighborhood centers which exist in many urban areas as a service point for the disadvantaged.

GREAT POTENTIAL EXISTS for improved service to the public through Federal Information Centers. The centers bridge the gulf that too often separates the citizen from his government. They are an affirmative response to a demonstrated need for better sources of information, advice, and referral about Government services.

The addition of Government bookstores to Federal Information Centers is an important plus. Where, as in Kansas City, the Federal Job Information Center, the Federal Information Center, and the Government Bookstore are located together in prime space in a Federal office building, improved service to the public becomes a certainty and this installation is a model for other cities to follow. Hopefully, each city in which there is a Federal Executive Board will in the near future have an information center to serve its citizens.

Federal Woman's Award

The seventh annual Federal Woman's Award was presented to six outstanding women in the Government career service on March 7, 1967, at a banquet in Washington, D.C. Earlier that day, the Award winners were received at the White House by President Johnson. Citing their "impressive list of achievements," the President said: "What you have done, and what you will do for your country, has inspired not just an awards ceremony but the gratitude of your fellow citizens as well as the admiration and thanks of your President."

The Award, founded in 1961 by then Civil Service Commissioner Barbara Bates Gunderson, has now been presented to 42 career women who have made distinguished contributions to Government programs. As in previous years, this year's recipients represented a wide range of professional and executive talent.

Elizabeth Ann Brown, Director of the Office of United Nations Political Affairs, Department of State, is one of this Government's top experts on the UN Charter and procedures and directs a professional staff of 21, most of them foreign service officers. Honored for her competence as adviser and executive within the Department and her gift for effective negotiations with representatives of other nations, she has been highly successful in upholding the political interests and objectives of the United States in international organizations.

Devoted to the scientific aspects of consumer protection, Barbara Moulton, Medical Officer in the Bureau of Deceptive Practices, Federal Trade Commission, is currently concerned with false claims made by manufacturers of "reducing" drugs and preparations for treating anemia. She was cited as a dedicated physician and courageous humanitarian, who has provided technical guidance and marshaled expert evidence in a broad attack on deceptive advertising constituting a hazard to health.

Anne Mason Roberts is Deputy Regional Administrator of the New York Region of the Department of Housing and Urban Development, which includes all of New England and New York State. A veteran of 15 years' service with HUD's predecessor, Housing and Home Finance, she was cited as a highly talented organizer and administrator who has shown exceptional skill in the human relations aspects of the Federal housing program, in the rehousing of thousands of families displaced from slum clearance areas, and in blending Federal, State, and local efforts into a cooperating urban-development team.

Kathryn Grove Shipp, Research Chemist in the Advanced Chemistry Division of the U.S. Naval Ordnance Laboratory, has discovered and produced new types of high explosives whose great resistance to extremes of heat and altitude makes possible their use in space vehicles and experiments on the surface of the moon. Honored for high scientific achievement, technical skill and knowl-



WINNERS AT WHITE HOUSE—President Johnson praised the 1967 Federal Woman's Award Winners when he received them at the White House. "There is an entirely new environment awaiting a woman who seeks useful work," he told them. "The law now upholds her right to equal opportunity. We have finally offered her a partnership in progress." Flanking the President (left to right) are: Dr. Williams, Mrs. Roberts, Dr. Shipp, Miss Victor, Dr. Moulton, and Miss Brown.

edge, and a rare gift of scientific insight, she has the added distinction of having started her professional career with the Navy Department after a 26-year career as housewife and mother.

Wilma Louise Victor, a member of the Choctaw Tribe, is Superintendent of the Intermountain School at Brigham City, Utah, a unique resident high school under the Interior Department's Bureau of Indian Affairs. Directing a complex program for 2,000 Navajo adolescents, most of whom come from their reservation homes with little prior schooling and no English, she was honored for exceptional creativity and executive ability in providing Indian youth with broader opportunities, higher aspirations, and the personal, social, academic, and vocational skills to fit them for employment.

Nationally known in the field of pathology and laboratory medicine, Marjorie J. Williams, Director of Pathology and Allied Sciences Service in the Department of Medicine and Surgery, Veterans Administration, directs the 195 laboratories of the country's largest hospital system, with a staff of 3,400 including 320 pathologists. She was honored for distinguished professional achievement and innovative administration, for unique contributions to medical programs throughout the Government, and for creating new cooperative relationships among major Federal medical agencies.

—Dorothy B. Jones



Participants in the Federal Woman's Award ceremony are pictured above in scenes of the reception and banquet. *Top row, left*—Miss Victor poses with Secretary of the Interior Stewart L. Udall, her official escort, and Civil Service Commissioner L. J. Andolsek. *Center*—The receiving line: Dr. Moulton, Miss Brown, Dr. Williams, Mrs. Roberts, Miss Victor, and Dr. Shipp greet guests with Mr. Andrew Parker, president of Woodward & Lothrop, Inc., financial sponsors of the FWA program. *Top right*—Dr. Moulton arrives with her official escort, Federal Trade Commission Chairman Paul Rand Dixon. *2d row, left*—Mrs. Katie Louchheim, Deputy Assistant Secretary of State and Chairman of the Trustees of the Federal Woman's Award, presides at the banquet. *Center*—Mrs. Roberts is congratulated by Secretary

of Housing and Urban Development Robert C. Weaver on receiving her citation from *Atlantic Monthly* Editor Robert Manning, Chairman of the 1967 FWA judges and toastmaster for the presentation ceremony. *Right*—Miss Brown, escorted by Assistant Secretary of State Joseph J. Sisco, defines multilateral diplomacy. *3d row, left*—CSC Chairman John W. Macy, Jr., speaks of equal opportunity for women; to his left are Mrs. Louchheim and Mr. Manning. *Center*—A proud family: Dr. Shipp is pictured with her four children. *Right*—Dr. Williams and her mother, Mrs. A. N. Dix from Bath, England, are with Civil Service Commissioner Robert E. Hampton, Vice Chairman of the Trustees of the Federal Woman's Award.

EQUAL EMPLOYMENT OPPORTUNITY

COMMUNITY INVOLVEMENT BY MANAGERS IN PROMOTING EEO

The Civil Service Commission has a clear mandate from the President to go beyond the limited objective of eliminating discrimination in order to achieve genuine equal employment opportunity throughout the executive branch of the Federal service. President Johnson in a speech referring to his Executive Order 11246 and the Civil Service Commission's regulations said: "If we are going to have equal employment opportunity in the Federal Government, we must attack the problem on many fronts. If members of minority groups can't be employed because they can't find housing, then we must find housing. If they can't be employed because school systems do not give them the necessary education, then we must work with the school systems to see to it that the right kind of training is provided. If they can't be employed because there's no vocational training available in the community, then we must see to it that we have programs that provide specialized training to help them meet their need." A Federal agency may have an excellent EEO program, free from all discrimination, yet be a failure because of outside factors affecting employability.

The outside factors most frequently found relate to housing, transportation, and education—

- If members of minority groups can't find suitable housing near a Federal installation, the agency can't recruit and retain qualified specialists it may desperately need.
- If transportation is inadequate or expensive, needed personnel are likewise hard to recruit.
- If the educational system produces people ill-prepared to compete for employment and with inadequate preparation to fill vacancies, both the Federal agency and the aspiring minority member—as well as society—are the losers.

For such reasons, the Government's EEO program requires Federal agencies to take steps to help improve community conditions affecting employability.

Where one lives determines where he or his children attend school, and the quality of the schools is determined to a great extent by the area, and the quality of the schools attended is related to an individual's ability to compete. There are numerous minority group individuals who would be potential applicants for employment or candidates for promotion were it not for a number of factors in the communities in which they live which affect their employability. Both because of a tight labor market and equal employment opportunity requirements, Federal managers have become more and more involved in community activities in order to help correct

existing deficiencies that make it impossible for minority group people to compete and to be considered for employment and advancement on a competitive basis. Following are some examples:

One agency, in order to avert a reduction in force due to reorganization, decided to relocate employees to consolidated centers. In one of these centers, suitable housing was not available for Negroes. The agency's Director of Personnel in Washington and the Deputy Equal Employment Opportunity Officer traveled to the locality and met with a group of local officials and Federal, business, civic, and civil rights leaders to discuss the problem. As a result, an action committee was established, and all pledged support of its efforts to solve the problem. It is too early to determine the outcome, but the action exemplifies the kind of community involvement that is both possible and necessary at times.

Another example of a cooperative project among Federal activities and community organizations was the organization of a volunteer work-study program to train a number of women, many of whom were on welfare, to operate key-punch machines in the Hunters Point area of San Francisco. Volunteers from the Hunters Point Adult Opportunity Center of the State Employment Service organized and taught a class of 40 women. CSC's San Francisco Regional Office located a number of surplus typewriters to loan to the class. The typewriters were repaired in an MDTA class and set up on card tables furnished by the trainees. Upon completion of the first typing course, 22 of the women took the Office Aid, GS-1, examination in San Francisco, and 21 passed. Some have already been appointed to jobs at the GS-1 level and it is expected that others will be appointed to Card Punch Operator, GS-2, jobs.

Another example of community involvement on the part of Federal officials was the Back-to-School program of the Department of the Army at the White Sands Missile Range in New Mexico. The Department of the Army, under this program, provided 111 part-time jobs for economically disadvantaged students during the school year. Twenty-six of the students who participated in the program were Spanish-American. One school official stated that 25 percent of the members of his senior class were employed under the program and that, as a result, the drop-out rate for the school decreased significantly. Since employment under the program has increased during the current school year, full-time counselors have been added to the staff to insure that students receive maximum career motivation.

These are only a few examples of the many types of activities in which Federal managers can and should become involved in efforts to enhance and promote the employability of disadvantaged persons and to provide equal employment opportunity.

—Anthony M. Rachal, Jr.
Special Assistant to the Chairman
for Equal Employment Opportunity



LEGAL DECISIONS

LOYALTY-SECURITY

Keyishian v. Board of Regents, Supreme Court, January 23, 1967. "No court has ever reached out so far to destroy so much with so little." This sentence from the dissenting opinion indicates the sweep of the majority opinion. The case involved three "loyalty" statutes relating to the employment of teachers in the New York public school system. The court found all three to be unconstitutionally vague. "Vagueness of wording is aggravated by prolixity and profusion of statutes, regulations, and administrative machinery, and by manifold cross-references to interrelated statutes and rules." The second point involved in the court's opinion was the provision of the statutes that made Communist Party membership, as such, prima facie evidence of disqualification. The court ruled that "[m]ere knowing membership without a specific intent to further the unlawful aims of an organization is not a constitutionally adequate basis for exclusion from such positions as those held by appellants." The decision has an obvious potential impact on the Federal service, as one final quotation from the opinion shows: "But constitutional doctrine which has emerged since that decision [*Adler v. Board of Education* which, 15 years ago, upheld one of the laws involved in this case] has rejected its major premise. That premise was that public employment, including academic employment, may be conditioned upon the surrender of constitutional rights which could not be abridged by direct government action."

REMOVAL

Saylor v. United States, Court of Claims, March 17, 1967. The Court of Claims has now joined the Court of Appeals, D.C. Cir. (see *Powell v. Zuckert*, *Journal*, Vol. 7, No. 2) in holding illegal the discharge of a Federal employee that is based on charges supported by evidence obtained in a search or seizure of the type prohibited by the Fourth Amendment to the Constitution. The fact that in *Saylor* the search was made of a house in a residential compound under the control of the military, while in *Powell* the house was an off-base dwelling, made no difference to the court. "However one characterizes the technical status of the ground on which it stood, the place was *Saylor's* private home and the community a residential one."

RETIREMENT

Browning v. United States, Court of Claims, March 17, 1967. Plaintiff was separated because he refused to transfer to another city. Since he had more than 25 years of

service, he applied for an annuity as one who had been involuntarily separated from the service not by removal for cause on charges of misconduct or delinquency (5 U.S.C. § 2256(d) (1964 edition)). The annuity was denied on the ground that the separation was voluntary. The court said he was entitled to recover. "In the instant case, we observe a plaintiff who wanted to continue the employment in which he was engaged, and who felt he could not accept the transfer to another city because of personal reasons, including the health of his wife."

HOLDING STATE OR LOCAL OFFICE

Coakley v. Postmaster, Court of Appeals, 1st Circuit, March 16, 1967. A postal regulation (based on Executive Order No. 9 of 1873) proscribes the simultaneous holding of a full-time postal position and a full-time position with a State or local government. Other postal regulations forbid a postal employee to hold any outside position, public or private, full time or part time, which tends to interfere with his postal employment. (The difference in regulations is significant: The first is a flat prohibition; the second is conditioned on a finding of interference with postal employment.) Plaintiff was discharged for violation of the regulation referred to in the first sentence. The court ruled that a flat prohibition on full-time State or local employment was unreasonable in the absence of a similar flat prohibition on full-time private employment. "Moreover, from a practical point of view there appears to be no intrinsic difference between public and private employment. * * * In the absence of any good reason for such a distinction, it would seem that it can only be based on a per se objection to regular postal employees holding a second full-time public position as distinguished from a second full-time private one. In other words, the only reason for this distinction is that it is so because it is so. From this we can only conclude that the regulation in question is unreasonable on its face."

REDUCTION IN FORCE—COMPETITIVE AREA

Finch v. United States, Court of Claims, March 17, 1967. Plaintiff was separated from an attorney position in the Office of Alien Property in a reduction in force. He claimed that setting up the Office of Alien Property as a separate competitive area was illegal. The court ruled against him. Of interest is the court's treatment of the contention that plaintiff was not qualified to take over an attorney job in another part of the Department of Justice. "* * * we cannot take very seriously the notion, bandied about by counsel in this case, that a lawyer who has been educated for the law generally, and admitted to the bar generally, becomes somehow disqualified for any but a special branch of law by the happenstance that he has, for a few years, been called to serve in that particular branch."

John J. McCarthy

widening *HORIZONS*



MORE THAN 11,000 enthusiastic young people from the District of Columbia and its suburbs found that the place to be during the second week in April was the Widening Horizons Job Fair at the Anacostia Naval Air Station.

The Job Fair, first of its kind for students in the ninth grade age group, was conducted as part of the continuing Widening Horizons program sponsored by the Urban Service Corps of the D.C. Public School System. Twenty-four Federal agencies and many private firms and organizations joined forces with the Urban Service Corps in introducing the youngsters to the wide, wide world of jobs waiting for them if they prepare wisely now.

The major purpose of the fair, as outlined by Mrs. Arthur M. Ross, chairman and director of volunteers, was to show the relationship between junior and senior high school courses and the career fields on exhibit. The youthful fair-goers soon must choose the high school programs that will be the most useful in future careers. Those who went to the fair were given a glimpse of what could be theirs if their aspirations were high and their training appropriate.

A total of 37 exhibits were on display throughout the week, each staffed by employees of participating public agencies and private concerns. The exhibits were imaginative and succeeded in directly involving the students while at the same time providing valuable information about jobs and educational requirements.

JOB SHOPPING AT THE FAIR

Students were taken to the Job Fair by bus during regular school hours. Upon arrival they were given shopping bags to use in collecting handout material as they toured from exhibit to exhibit. Printed literature made up the bulk of the handouts, but students also took home mock-ups of space rockets, silk screen reproductions of classical engravings, and other souvenirs.

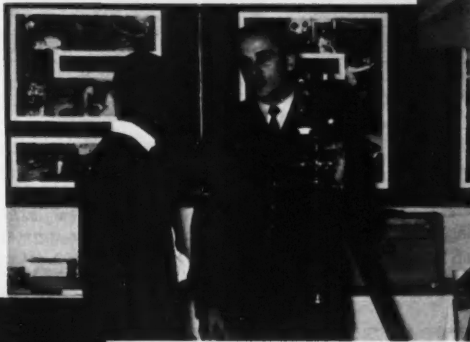
Principal speakers on opening day were Benjamin Henley, Assistant Superintendent of the D.C. Public Schools and head of the Urban Service Corps, and Stanley Ruttenberg, Assistant Secretary of Labor for Manpower and Manpower Administrator. Civil Service Commissioner Robert E. Hampton was CSC's representative on opening day. Secretary of Labor Willard Wirtz toured the fair on the fourth day and, along with a group of students, visited each of the display booths.

Reports filtering back from exhibitors, schools, and youngsters indicate that the fair was an unqualified success. A lion's share of the credit goes to personnel of the Widening Horizons program who developed the Job Fair concept. The Civil Service Commission's James R. Poole, Director of Youth Opportunity Programs, enlisted the cooperation of Federal agency contributors. Mrs. Ross, of the Urban Service Corps, and members of her committee, who were drawn from the 25-member board of directors of the Corps, were charged with the task of getting the assistance of private groups. Staff director and representative of the D.C. Public Schools was Lawrence L. Martin.

—Sylvia J. Bayliss

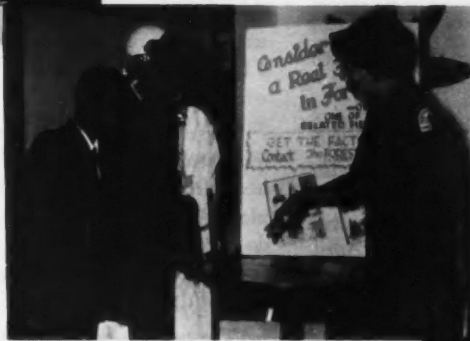
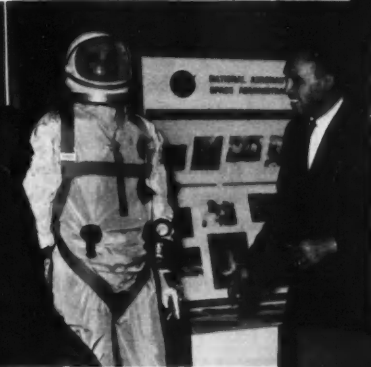
"We must help the one million students in our land who each year drop out—cutting themselves off from education. . . . We must smooth the transition from school to work."

—Lyndon B. Johnson



SHOW AND TELL—Boys and girls from District of Columbia public schools are shown touring various exhibits included in the Widening Horizons Job Fair. For a week in April the Anacostia Naval Air Station was transformed into a showcase of intriguing and colorful displays contributed by many Federal agencies and private concerns in the area. It was all for the benefit of young people who soon will face decisions about high school courses to take in preparation for the jobs they want.

Some of the Federal agency exhibits drawing big crowds are shown on these pages. Top to bottom on the opposite page are displays from the Internal Revenue Service, Civil Service Commission, Department of Labor, and Labor's Women's Bureau. Here, youngsters are pictured finding out about jobs with the Veterans Administration, Department of the Air Force, National Aeronautics and Space Administration, Forest Service, and Department of the Navy.



The AWARDS STORY

ECONOMY CHAMPIONS SAVE \$20 MILLION

A clerk-typist in the San Francisco Area Office of the Small Business Administration raises questions about the local photo-reproduction process and then suggests an equipment change that triggers agency-wide savings of \$25,000 a year.

A foreman in the New York City Post Office takes a close look at the way certain foreign mail is shipped to its destination and then proposes a change in routing which enables the Post Office to save \$70,000 annually on transportation charges.

A mechanic at Brookley Air Force Base, Ala., alertly spots a potential salvage situation and then suggests a way to repair, rather than throw away, engine parts at a saving of \$13,000 to the Air Force.

These employees are typical of the 335 Economy Champions whose award-winning suggestions and achievements have accounted for economies valued at over \$20 million since the Civil Service Commission initiated the special 6-month program to stimulate employees to support the President's economy goals. Here's the box score on the Economy Champion program to date:

	No. Champions	Savings
January	69	\$3,481,065
February	79	5,162,654
March	91	5,632,800
April	96	5,924,894
TOTAL	335	\$20,201,413

INTERGOVERNMENTAL SEMINAR ON AWARDS

The impact of incentive awards programs on governmental operations was discussed in depth at a 1-day intergovernmental seminar sponsored by the Federal Incentive Awards Association of Metropolitan New York on April 14. The more than 100 participants in the seminar represented the Federal Government, the States of New York and New Jersey, and the City of New York.

Speakers at the seminar included Civil Service Commissioner L. J. Andolsek; Lawrence H. Baer, Director of the Commission's New York Region; John D. Roth, Director of the Federal Incentive Awards Program, CSC; Mrs. Ersa Poston, President, Civil Service Commission, State of New York; John J. Farrell, Chief Examiner and Secretary, Civil Service Commission, State of New Jersey; and Solomon Hoberman, City Personnel Director and Chairman, New York City Civil Service Commission.



TOP APRIL CHAMPION—McRae Anderson, supervisory general engineer, with Commerce's Bureau of Census, Washington, D.C., is shown with the data handling and processing machine he designed. New machine transfers microfilmed data to magnetic tapes at speeds three times faster than existing equipment. Savings: \$2 million on equipment needed for the 1970 census. Award: \$3,050, the biggest ever made to an individual Commerce employee. (Commerce photo)

Commissioner Andolsek urged that the incentive and motivational aspects of the awards program should be emphasized. "Individual motivation to achieve and advance," stated Commissioner Andolsek, "takes many forms. The civilian defense employee may be, and often is, motivated by a desire that amounts almost to dedication, to be of truly significant service to the troops on the front lines. The shop mechanic who spots a big leak to be plugged may be motivated by ambition to get to be foreman. The high school dropout feeling his way in the new environment of steady employment may be motivated by a burning desire to be singled out as somebody worthwhile.

"People in high places, who know they're good, are motivated to everyday excellence by the recognition they have already achieved. But the vast bulk of Federal employees are not in high places, and need recognition. They do want special credit for the things they do that are above and beyond their daily job requirements. And this is the heart of the Federal Incentive Awards program.

"The heart of our function in it is motivation. Our job is to stir the incentive. To persuade more agency managers to give more time and thought to creating a vigorous and stimulating cost-conscious climate.

"And to follow through. Once the award is earned, to stand up beside the winner in an in-house ceremony that will not only praise one employee, but point out to other employees what the program is all about, and their part in it."

—Philip Sanders



TOP MARCH CHAMPION—Jack Doyle, an ordnanceman at the U.S. Naval Ammunition Depot, McAlester, Okla., watches as workers install his brainchild—a shunting wire to prevent ignition, during shipment, of the "Mighty Mouse" air-to-ground rocket. Doyle's wire cost a nickel, compared to the forty-cent item it replaced. Savings: \$2,098,560 on first-year procurement. Award (initial): \$1,000. (*Navy photo*)



TOP FEBRUARY CHAMPIONS—Frank N. Wilcox (left) and William W. Deckert (right), engineers with the U.S. Army Satellite Communications Agency, Fort Monmouth, N.J., receive awards from Colonel Mitchel Goldenthal, SATCOM Agency Commander, for their suggestion for using surplus electronics equipment in satellite communications test program. Savings: \$1,429,770 as a result of cancellation of new procurement. Initial award: \$1,500. (*Army photo*)

"we don't say thank-you enough"

Secretary of Health, Education, and Welfare John W. Gardner delivered a thoughtful commentary on recognition and awards at the Department's Annual Honor Awards Ceremony on April 11. A portion of Secretary Gardner's remarks is presented below.

Any system of awards has its limitations. Some of the best things we do go unnoticed and unpraised. Some of the best people among us—best in the deepest sense—will never receive awards.

And in any case an award, whatever its nature, is never an adequate expression of the debt that an organization owes to its most vital members. I doubt that any of us do an adequate job, day in and day out, of acknowledging good work on the part of our colleagues or subordinates. We don't say thank-you enough. We take dedication and achievement for granted, commenting only on its absence.

In that we fail to meet a basic human requirement. Everyone needs to be needed, needs to be appreciated. Part of the problem is simple communication—congratulations for a job well done, appreciation for weekends of quiet labor. There's a virtue in setting high standards of performance. People do respond. But maintaining those standards requires that we recognize at least occasionally the extra effort involved.

Another piece of this problem is what some people describe as the traditional anonymity of the public servant. In most of what you do, someone else takes the credit. That is partly the nature of large organizations, exaggerated sometimes in the public service. The stereotype of the good public servant is the faceless, nameless, dedicated worker whose self-respect and pride is sufficient reward.

I agree with that concept in my conviction that every man must finally be his own jury and judge. But I don't believe in facelessness or namelessness.

I want to see the faces and know the names of the people I work with. I want to know the accomplishments of the outstanding ones, and I want to know the human qualities of all the others who aren't necessarily outstanding but are part of the same team as I am, engaged in the same struggles, against the same odds.

I have said that awards are a limited means of expressing thanks, but in this as in other things we live with our limitations. It is one way, and a pleasant way, of saying to some of our exceptional people that we're proud of them and grateful to them.



TRAINING DIGEST

NEW TRAINING CENTER ESTABLISHED

Nowhere in the field of administration has there been greater innovation in the last year than in Governmental planning and control systems. In these times there is particular need for an intensified educational program to insure that valid innovations are rapidly comprehended throughout the Government. This is the Civil Service Commission's main incentive for establishing a Financial Management and PPBS Training Center in Washington, D.C. An institute with similar objectives has been established in Philadelphia in order to meet the training needs of field personnel in the East. Other institutes will be added across the country to provide complete coverage in financial management and PPBS training for specialists and managers.

The Center's curriculum for FY 1968 is divided into five categories: survey, fundamental concepts and techniques, advanced techniques, conferences, and special applications. In addition to its current courses, such as Financial Management for Operating Executives, and the Planning, Programming, and Budgeting Seminar, the Center's curriculum will be substantially expanded and will include a Cost/Benefit Workshop and fundamental courses in Federal accounting, budgeting, and auditing.

Specialized training materials to be used in its programs will be developed by the Center. The Center's staff will do some of the development, while other work will be done in cooperation with universities and private industry.

COOPERATIVE INTERAGENCY TRAINING

The first two sessions of "Principles and Practices of Auditing in the ADP Systems Environment" were held in May and June. The 3-week course designed for auditors in the Federal service is intended to provide understanding of the impact of ADP on auditing and to familiarize auditors with controls, tools, and techniques that are generally applicable to the audit of ADP systems.

The course was designed by an interagency task force working in cooperation with CSC's ADP Management Training Center. In its design and conduct, the course is an example of interagency cooperation to meet common training needs. The instructional staff is composed of six professionals, both auditors and computer specialists, who have been assigned on a full-time basis to this effort by their parent agencies. The course will be conducted 10 times during fiscal 1968. Response to the pilot runs in May and June indicates that the audit community has found in this course at least a partial solution to the tre-

mendous additional training requirements imposed on auditors by advancing computer technology.

TRAINING ON NEW ECONOMIC AND SOCIAL PROGRAMS

The executive training series on New Federal Economic and Social Programs is entering the third and final phase which involves a nationwide series of seminars. The series is sponsored through collaboration of the Commission's Office of Career Development and seven Federal agencies (Office of Economic Opportunity, Housing and Urban Development, Commerce's Economic Development Administration, Labor, Agriculture, Health, Education, and Welfare, and Bureau of the Budget).

This series grew out of agency requests that the Commission sponsor training for Federal employees aimed at promoting a better understanding of the new social and economic programs which cut across agency lines and require close coordination between agencies for their successful implementation. Major emphasis in the training is being placed upon the philosophy and goals of the new programs, selected aspects of program content, and the status of interagency coordination. Because of the extensive collaboration between the three levels of government (Federal, State, local) in implementing these programs, substantial attention is being devoted to the intergovernmental framework as it relates to the execution of the new programs.

The training is being sponsored in three phases. The first phase was the development of a prototype program which was offered for selected headquarters officials from the co-sponsoring agencies. The second phase included two separate programs in Washington for key field officials who will be responsible for planning and offering the training in the field. The final and current phase of the training is a nationwide series of seminars in Federal Executive Board cities and in other appropriate locations.

CONGRESS REVIEWS ACTIVITIES

Chairman Henderson has released House Report No. 329, "Report Covering the Effectiveness of Implementation of the Government Employees Training Act," which presents the findings of a recent study made of Federal training operations by the House Subcommittee on Manpower and Civil Service. The study reinforces many of the recommendations of the Presidential Task Force on Career Advancement and offers all concerned with training of Federal employees real goals in carrying out their responsibilities. The House and Presidential Task Force Reports provide positive guidance for policy and program development in a most critical area of manpower utilization.

—Joseph R. Martin

Worth Noting (Continued)

INTERAGENCY REFERRAL of Federal employees in grades GS-11 through GS-14 is also planned under a program being developed by the Commission. The plan provides for the installation of a pilot inventory of 12,000 employees in the personnel field. The full system as presently planned will be computer-based and will cover about 200,000 employees nationwide at the GS-11 through GS-14 levels, including all occupations having a high potential for interagency mobility.

MORE THAN 79,000 Federal civilian employees had enrolled in the Freedom Share/Series E Savings Bond program by the end of the fourth week of the annual bond campaign. That was the report of Postmaster General Lawrence F. O'Brien, campaign chairman, who pointed out that this year's campaign attracted 30,000 employees who had not previously been enrolled in the Savings Bond program. The Freedom Share, paying 4.74 percent interest when held to maturity, is a companion product to the Series E savings bond, and will be sold only in combination with sales of E bonds, never separately. About 75.8 percent of the total civilian work force, or about 1.8 million employees, now participate in the Savings Bond program.

MOST PROBATIONARY EMPLOYEES get through the probationary period without serious difficulty, according to CSC studies covering the Fiscal Year 1966. Only 4 percent had to be separated during probation, a total of 5,080 out of about 127,000 probationers employed during the period.

TARGETED RECRUITMENT is the aim of the new senior-level examination established by CSC to replace the former Federal Administrative and Management Examination (FAME). In announcing the new examination, Commission Chairman John W. Macy, Jr., pointed out that the number of jobs filled through this examination will be relatively small because Federal agencies may be expected to fill most positions at senior levels (GS-13 through 15) by reassignment, transfer, or promotion. However, this examination gives agencies an opportunity to consider "well-qualified citizens who have the initiative and abilities to operate Government programs today." Agencies seeking to fill a position from this examination will conduct recruitment aimed at the specific job, and final ranking will be done by subject-matter experts at the time a particular job is to be filled.

PRESIDENT'S SAFETY AWARD winners for 1967 are the Department of the Navy, Federal Aviation Agency, and the Smithsonian Institution. The awards are given annually to agencies that have done the best job of safeguarding their employees from on-the-job injuries during the preceding year. Honorable mention certificates were presented to the Department of Health, Education and Welfare, the D.C. Government, and the Civil Service Commission.

—Bacil B. Warren

**UNITED STATES
GOVERNMENT PRINTING OFFICE**

DIVISION OF PUBLIC DOCUMENTS
WASHINGTON, D.C. 20402

OFFICIAL BUSINESS

PENALTY FOR PRIVATE USE TO AVOID
PAYMENT OF POSTAGE, \$300
(GPO)



