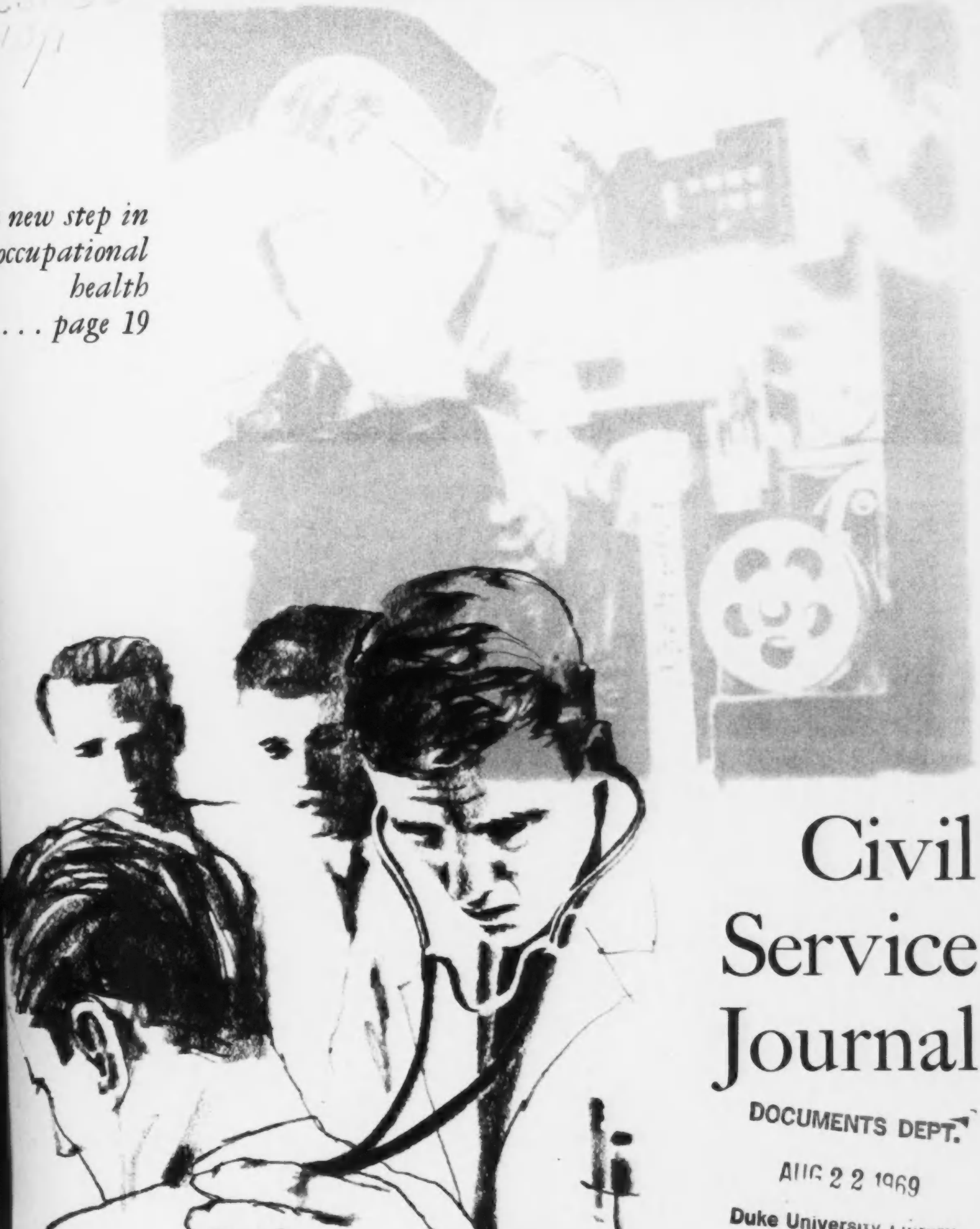

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Civil Service Journal

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U.S. CIVIL SERVICE COMMISSION

Civil Service *Journal*

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U.S. Civil Service Commission

ROBERT E. HAMPTON .... *Chairman*

JAMES E. JOHNSON .... *Commissioner*

L. J. ANDOLSEK .... *Commissioner*

NICHOLAS J. OGANOVIC *Executive Director*

Worth Noting

CIVIL SERVANT ON THE MOON—As of the date of writing, Apollo 11 Commander Neil Armstrong, GS–16, aeronautical engineer, graduate of Purdue and graduate student at USC, who flew the X–15 research plane more than 200,000 feet high and nearly 4,000 miles per hour, is scheduled to be the first man to walk the surface of the moon. Armstrong was the first civil servant picked for duty as an astronaut, and his selection for the lunar landing demonstrates dramatically that no job is too difficult for Uncle Sam's civil servants to attempt.

1969 CAREER SERVICE AWARDS of the National Civil Service League have gone to ten Federal executives with long and distinguished achievement records. Each of the winners received $1,000, an inscribed gold watch, and a citation at an awards banquet June 13. Recipients are: Edward J. Bloch, AEC; John K. Carlock, Treasury; Millard Cass, Labor; Dr. Kurt H. Debus, NASA; Marshall Green, State; Raymond A. Ioanes, Agriculture; Irving J. Lewis, HEW; Joseph J. Liebling, Defense; George S. Moore, DOT; and Lawrence K. White, CIA.

The award recipients have each served more than 20 years with the Federal Government, and their fields of achievement range from successful launching of space vehicles to the development of social welfare programs, international relations, agricultural production, and protection of national security. All "worked their way up" through the Federal service to top leadership positions.

PRE-RETIREMENT COUNSELING will be promoted and encouraged by the Civil Service Commission, which has recently changed its formerly neutral position on this matter. The policy change follows a research study, primarily the work of Dr. Daniel Sinick of George Washington University, which established that employees generally like the idea of such a program, especially if attendance is optional. This study indicated most employees believe it is hard for people to make the transition to retirement. CSC believes agencies can meet the need felt by many employees if such counseling services are offered. To assist in this effort, the Commission plans to offer a program of training for agency retirement advisors.

SELECTIVE PLACEMENT of the handicapped was the subject of a memorandum from President Nixon to the heads of executive departments and agencies, emphasizing that it is the policy of the Administration to give full consideration to employment of the physically impaired, the mentally restored, and the mentally retarded who, although handicapped, are occupationally qualified. The President told agency heads he has personally observed the benefits of hiring the handicapped, and he asked their earnest support of this policy.

(*Continued—See Inside Back Cover*)

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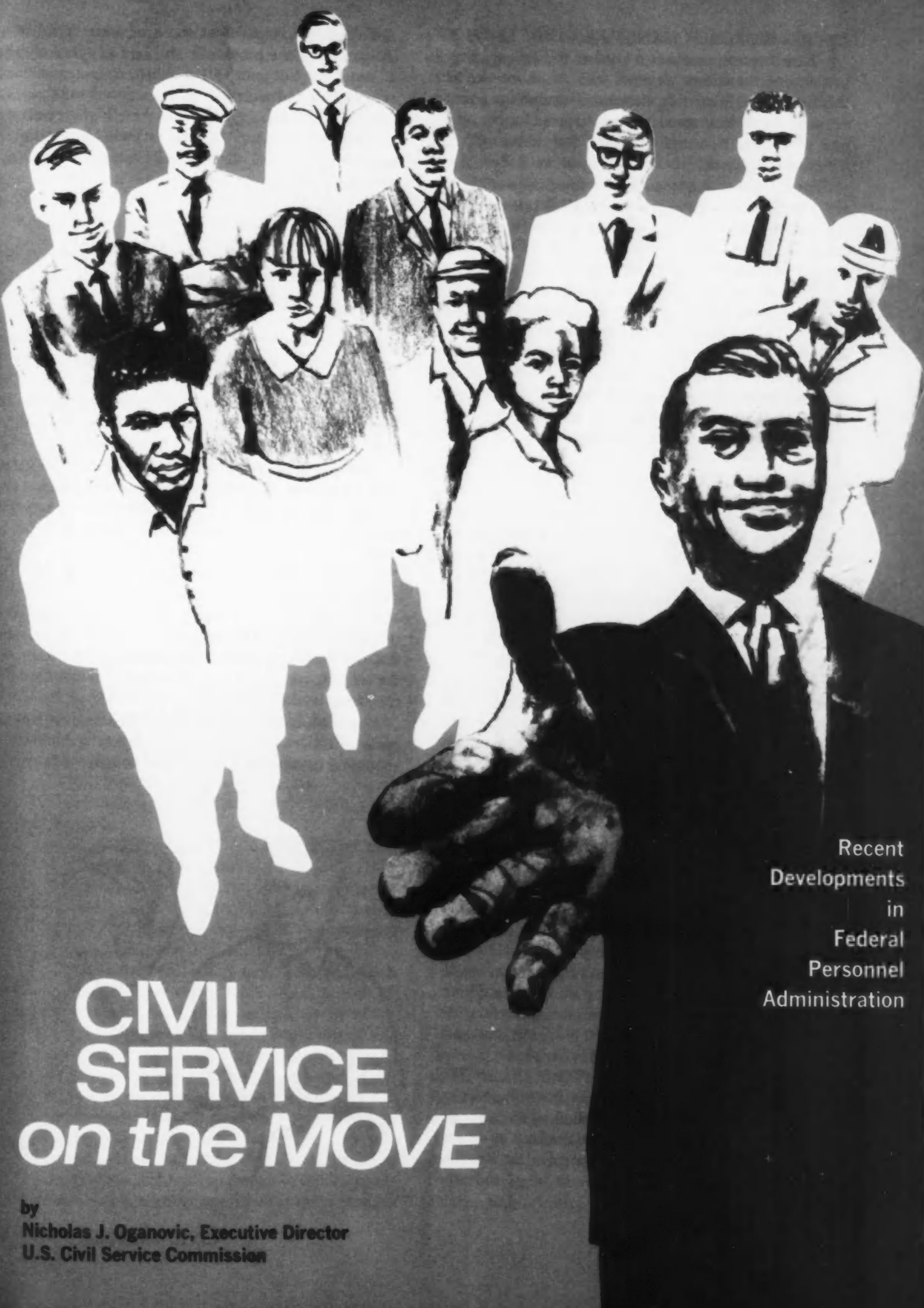


CIVIL SERVICE on the MOVE

Recent Developments in Federal Personnel Administration

by
Nicholas J. Oganovic, Executive Director
U.S. Civil Service Commission

THE WORDS "CHANGING CIVIL SERVICE" have become so much a part of the language used in assessing the system we work with that I fear we take this tremendously exciting element of change for granted at times. As Federal managers, we respect change, anticipate it, plan for it, accept its results. But do we welcome it as the ever-present life force of what we do?

Change is not simply to be tolerated as a necessary evil; instead, it is to be appreciated fully for its rejuvenating qualities, its effectiveness as an antidote against the deadly condition of the status quo. Change is movement, and in movement there can be progress.

Too often, I think, we fail to glory in the very *process* of change—the heady brew of thought and discussion and, yes, even disagreement over what form change should take in a particular situation. We pay attention to the results of change and abide by its dictates, to be sure, but frequently there is a tendency to be impatient with the procedural details, the reverses, the dogged pursuit of solutions that go into effecting change.

NATURE OF CHANGE

In talking about the process of change in civil service, I'm referring to orderly change of an evolutionary nature—not to free-wheeling, disruptive, revolutionary change that takes no care that the means justify the end. For nearly 200 years we have been building this Nation, and over 85 of those years have gone into shaping the civil service system we have. Neither is perfect, neither is without detractors; on the other hand, neither the Nation nor the civil service is standing still. It has taken time to get where we are, and it takes time to move forward. Nevertheless, we *are* on the move.

President Nixon, in urging career employees on to the tasks ahead, has said, "Together we can move our Nation on a new road of unity and progress. New programs and policies must be applied to the pressing needs of today and tomorrow." Many new programs are evolving, and some old ones are being modernized. Some program changes have been in the works for quite awhile, others are of more recent vintage. Some involve shifts in emphasis, others a whole new outlook on solutions.

Early this year the Commission took a long, hard look at all the programs that fly the banner of Federal personnel administration. Each and every program was scrutinized in an attempt to get a reading on the direction in which we should move during the next few years. As a result, we identified more than 100 programs that were in need of legislative or administrative revision.

Obviously we couldn't tackle all of them at once. The idea was not to make piecemeal changes, but rather to zero in on the programs that needed attention right away, get them in good shape, and then direct our efforts at others. Thus, we leveled the list down to a more manageable number, those programs we consider to be of the very highest priority.

This is not to say that those of lesser priority will be ignored in the process. It will be full speed ahead on all programs, but some will be subject to more penetrating examination and more immediate action than others.

Let's take a look at a few of these high-priority programs—"action now" items that will be testing the capacity of Federal managers to manage change as it comes.

LABOR RELATIONS

One program receiving priority attention now is labor relations, and I can't stress the importance of this enough. Some really important changes are in the immediate future.

Unionism has spread rapidly through the Federal Government since the present program was established by Executive order in 1962, until now a whopping 52 percent of the work force is covered by exclusive recognition. This is without counting the large number of "formal" and "informal" recognitions.

The labor relations program in Government has proved to be sound in concept, extremely beneficial in result. Even so, it became evident that substantial changes were needed to keep policy and practice in league with the times.

Agencies and unions both have seen the need for change, recognizing that some of the original provisions of the Executive order simply don't hold up in light of conditions today. The very nature of the work force that the unions represent is undergoing vast change, and the subjects coming in for discussion are radically different from those of years past.

A start on remodeling the labor relations program was made in 1967 when a Presidential review committee was appointed to consider changes. The committee held hear-

ings and took testimony from 100 agency, union, and public spokesmen, but was unable to submit a report before the change in Administration.

Shortly after he became Chairman of the Civil Service Commission, Robert Hampton initiated a study of the committee's unfinished work to be conducted by officials of the new Administration. The plan was for recommendations to reach the President in early summer, followed by issuance of a new Executive order.

Just as Executive Order 10988 gave unions a recognized voice in matters affecting them, the new Executive order will strengthen the voice they use in dialogue with management. This is good. Without resorting to time-consuming legislative reform, we'll be building on a foundation that is already in place.

EQUAL OPPORTUNITY

Also high on the list of priority programs is that of improving the equal employment opportunity program. Civil service cannot move ahead unless everyone in it is given the opportunity to move along with it. We have a mandate from the President to eliminate any vestige of discrimination in Federal employment practices, and a moral obligation to waste no time in going about the job.

By Presidential directive, the Commission has been conducting an intensive review of the operation of the equal employment opportunity program in Federal agencies. At this writing, the review has been completed and drafting of recommendations for new program directions is underway. These will call for specific affirmative actions on the part of all agencies.

Although I can't say at this time what the Commission's recommendations to the President will be, I would like to discuss what we think needs to be done. First of all, we are not thinking in terms of merely a *hiring* program. Success must be measured by how completely the equal opportunity principle is made an integral part of the total personnel program.

Our goal is to completely eradicate from Federal employment discrimination of any kind based on factors that are just not relevant to job performance. This will require the personal and continuing attention of Federal managers. Responsibility for assuring equal employment opportunity rests here in the final analysis.

We must concentrate on making use of the skills and potential of those already in the work force, as well as on assuring that entry-level opportunities are based on merit. We have to spread the word that professional positions are open to all segments of the population. Further, we must focus attention on identifying and developing those with untapped abilities who can be trained for jobs that lead somewhere. A program that provides for upward mobility, for *all,* is what we must have.

Although our eyes are trained on what we will be doing with this program in the days to come, it is well to pause for a look at what has been accomplished already. Marked progress has been made since the Commission was given program leadership under a 1965 Executive order.

A recent development we're happy about is that new procedures for processing complaints of discrimination on grounds of race, color, religion, sex, or national origin went into effect July 1st. The new procedures stress informal resolution of problems rather than formal settlement. When formal hearings become necessary, however, the aggrieved employee has a guarantee of "due process" at every step of the proceedings, thereby safeguarding his right to fair and impartial treatment. The changes are good for the system and good for the employee who must make use of it.

Also in line with our equal employment opportunity efforts, we've revised the qualifications requirements for many occupations and created new aid and technician occupations in the process. For certain lower level jobs, the "job elements" approach to examining has been used to good effect in measuring potential and aptitude rather than acquired knowledge. In the same vein, we've gone into the job re-design business, trying to relieve professionals of some duties they have that they shouldn't have, which people with more limited skills can be trained to do in lower level jobs.

With all we have done, though, it isn't enough. We have to concentrate more on opportunities for upward movement—on training and career development, promotion, and improved recruitment at middle and upper levels. The job can be done, and changes in the program will give us the muscle to do it.

SKILLS TRAINING

As we concentrate on upward mobility, we have to think more in terms of skills training, another of the Commission's high-priority projects. Every agency has a number of employees in low grades who show daily that they have the potential for something better—if only they had the training for it.

Look around you. That fellow who's a whiz at getting office machines to do his bidding—couldn't he be trained to do something other than run a collator? How about the girl who cleans lab equipment and exhibits above-average curiosity about the lab procedures the equipment is used for—couldn't she be trained for work as a lab assistant? With a proper dose of skills training, they and others like them can be trained to move up.

The Commission has given agencies new guidelines for training low-skill manpower to more effectively tap their potential ability. A key point in the guidelines is that skills training should be planned toward the skills the agency actually needs, with the result that successful training can lead immediately to a job. The idea is to gear training to what the employee can do best and will, in turn, have a chance to do.

Skills training can, for the most part, utilize the resources and facilities already available within your own organization. With your support, it can be designed to get the most from under-utilized employees—to train those who have little education and work experience but stand out because of their demonstrated willingness to work hard and learn more.

APPEALS AND GRIEVANCES

Another area in which civil service is on the move is in improving the procedures governing employee grievances and appeals from adverse actions.

Changes proposed in this program would reduce processing time and guarantee equity to employees and to management. We didn't concoct the changes in an ivory tower, either; recommendations for change reflect the opinions of attorneys, organizations representing employees in the presentation of their appeals and grievances, and agency officials involved in deciding on the disposition of these matters.

Several key revisions to the system are being proposed to make it more effective. One is the requirement that employees who prepare advance notices and decisions in adverse action proceedings be trained in all the technicalities involved. Another would establish a single-level appeals system for each agency.

Still another significant change proposed affects grievances—the great welter of employee dissatisfactions or concerns for which no other means of administrative recourse is provided. Completely new regulations would be issued to replace the present broad standards, with grievances processed under one of two systems—an agency system or a negotiated one for which agencies and unions together would work out the procedures to be followed.

ROSTER IDEA

One program that has our high-priority interest is only in the discussion stage at this time, but we're excited about its possibilities. It involves setting up a roster of middle-grade professional personnel people to encourage better use of this manpower across agency lines.

This is not a new idea, really, but we want to apply it differently. We want to limit the roster by occupation, as well as by grade. To begin with, it will be a trial venture and very limited in coverage to these middle-grade professional personnel people only.

Many details will have to be worked out before we take on this project, but we hope to have the roster soon and, if it succeeds, extend the approach to other occupational fields. Think of the possible uses—being able to find out about people in other agencies who have the skills you need for a job, having access to a manpower pool that concentrates on an occupational area in which you are interested.

This is a practical approach to the problem of utilizing

the Government's manpower resources in a way that will benefit all agencies, and we're interested in seeing how it works.

SALARY ADMINISTRATION

Three programs that intimately affect the actual and psychic income of Federal employees are in the throes of change—pay, promotions, and incentive awards.

Salary administration at all levels has our attention. First of all, there is the pay increase for white-collar and postal workers—the last in a three-stage plan to close the comparability gap between Federal and private industry salary rates.

There is the executive pay boost—action on this front as recommended under terms of a 1967 law establishing a system for the regular review of top-level salaries for officials in the three branches of government.

The Government's wage-setting procedure for Federal employees paid by the hour has been overhauled to insure that trade, craft, and labor employees in all Federal agencies in a local wage area get the same rate of pay for the same kind of work.

GETTING AHEAD

In keeping civil service on the move, a most important consideration is seeing to it that Federal civil servants ultimately responsible for the movement get a fair shake in promotions. This we have done by means of extensive revisions to the Federal Merit Promotion system. I discussed the changes in detail in an earlier issue of the *Journal,* stressing my deep conviction that agency managers have an obligation to deal honorably with their employees on all promotion actions.

Failure to realize the promise of the new merit promotion policy can only work against all our other efforts to create a dynamic, progressive government for this age. You can provide a living wage for your employees, insure their right to equal opportunity, provide an avenue of appeal, and do all the rest that these high-priority programs imply—and yet run aground if your approach to promotions based on merit can be faulted.

RECOGNITION

The Federal Incentive Awards program also came in for its share of review and change this year. Although it had operated with considerable success for 15 years, problem areas had developed that we wanted to work on. The suggestion system was clogged up with ideas of minor value which, nevertheless, had to be processed with the same care as the big ones. Improvements that took effect in July will help streamline the system by recommending that awards for employee suggestions be limited to proposals that directly affect three E's of Government operations—economy, efficiency, effectiveness.

The Commission has changed the regulations to raise the minimum standard that must be met to earn a suggestion award and has upped the award scale for ideas that have tangible benefits. Agencies will use the normal management review process to identify programs that show superior results, recognizing those employees who have helped to achieve the successes. Also, the revised regulations set up a new Government-wide award scale for special achievements which have intangible benefits.

OVERVIEW AND VIEW AHEAD

This overview of changes in the Federal service has highlighted only a few of the many, many programs attracting priority attention nowadays. There are others—what we're doing on programs that affect health benefits, retirement, training, youth, and so on.

These are action days for the civil service. Even as I write of the changes and new directions, still others are under consideration that may drastically alter the course we chart now. That glint in someone's eye today may give us a whole new perspective about what a program should be doing tomorrow. Ideas are floating in the air we breathe, just waiting for the proper moment to make themselves known, the right combination of circumstances and timing.

As the world changes form, so must the civil service. It is our role—indeed, our privilege—to anticipate change, relish its effects, and be ready to move wherever it leads. #

Vice President Spiro T. Agnew presents a plaque

to Miss Katherine A. Niemeyer, honoring her as Outstanding Handicapped Federal Employee of the Year. At left is Chairman Robert E. Hampton of the Civil Service Commission.

Miss Niemeyer was selected from 10 finalists who were honored at a ceremony in Washington this spring. She is chief dietitian at the Veterans Administration Restoration Center Hospital in East Orange, N.J. Despite a handicap which has confined her to a wheelchair since age 18, she moves about the 200-bed hospital and into the community in carrying out her work. She is also active in her church.

The honor, first awarded this year, is sponsored by the Civil Service Commission in cooperation with all Federal agencies. Its objective is to give recognition to the outstanding accomplishments of Federal employees who are handicapped.

'Let scientists do science and administrators do administration'

WHILE TRACKING THE SKIES

by
JOHN A. COFFEY

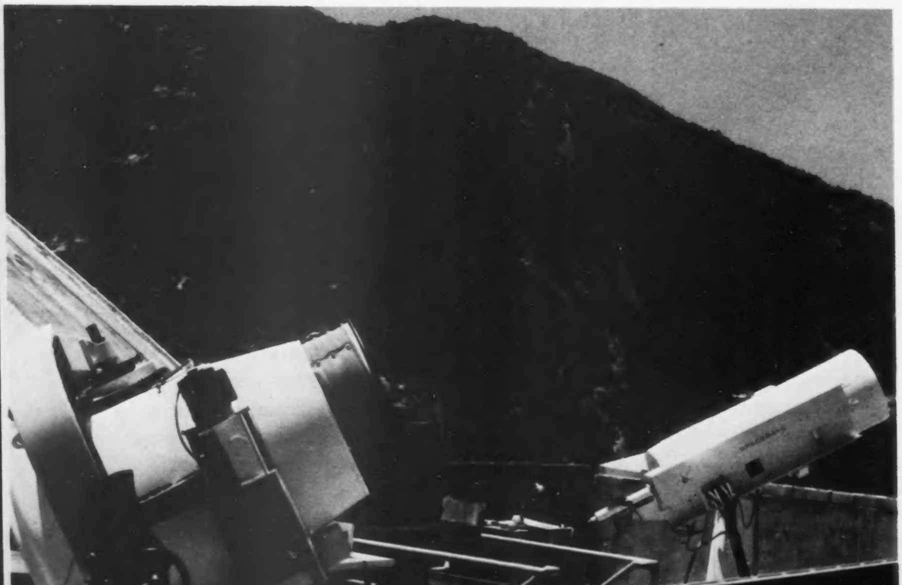
LITTLE SCIENCE has grown into big science, and the impact can be seen in the operations of a research center—the quickening pace of activity, the pressure on a scientist to be something of an administrator, the contrasting struggle to keep science and administration separate, the continued and significant achievements in science.

As an administrator at the Smithsonian Astrophysical Observatory (SAO) since 1962, I've had an excellent view of these changes. During this time a central interest of mine has been the exploration of ideas that shed light on how organizations get their work done, and from this interest have come some ideas on how SAO in particular achieves its desired results. To extend these thoughts beyond my personal opinion, I examined literature on science management and interviewed a number of SAO scientists.

Of the many management strategies followed at SAO, five primary ones account for most SAO results:

- Hiring first-rate scientists
- Associating with a university research center
- Letting scientists do science and administrators do the rest
- Providing a congenial atmosphere
- Giving scientists freedom

Mr. Coffey is Executive Officer of the Smithsonian Institution's Astrophysical Observatory in Cambridge, Mass.



On Mt. Hopkins, near Tucson, Ariz., SAO is building its own observatory. Already in operation there are a Baker-Nunn camera (*left*) and a laser.

BACKGROUND

Founded in 1890 as a bureau of the Smithsonian Institution in Washington, D.C., SAO took its present character after 1955, when it moved to Cambridge, Mass. Since then the staff has grown from 3 to more than 450, and funding from less than $100,000 to about $10 million.

With a worldwide network of Baker-Nunn cameras, SAO is the leading center of optical satellite tracking in the world. It also operates several other field programs. Its research concerns meteoritics, gamma-ray astronomy, geophysics, stellar atmospheres, cosmology, and other basic topics in astrophysics, astronomy, and space science. Approximately 120 papers are published yearly.

Several recent achievements of SAO suggest the vigor and direction of its research. It is deploying a laser system for satellite tracking that will result in reducing errors in the determination of intercontinental distances from 10 meters to 1 meter.

It is also building its own Observatory on Mt. Hopkins near Tucson, Ariz. Already operational there are a Baker-Nunn camera and a laser, as well as a gamma-ray detector, the largest of its kind now in use. Within a year, a 60-inch telescope will be installed.

The Standard Earth, recently published by SAO, provides the most precise representation of the gravity field and other features of the earth, all determined from satellite-tracking data.

Celescope, the SAO experiment on the Orbiting Astronomical Observatory 2 satellite, launched December 7, 1968, is recording sights never before seen by man. By the end of the year it will have mapped some 20,000 stars and other astronomical objects in the ultraviolet range.

At the request of international science organizations, SAO now operates the Bureau for Astronomical Telegrams, which relays to the scientific community information on newly discovered astronomical phenomena, and the Central Bureau for Satellite Geodesy, which coordinates the exchange of geodetic data throughout the world.

SAO shares space with the Harvard College Observatory on the Harvard University campus. The Harvard-Smithsonian association has become a very close one. Of SAO's 62 Ph. D. scientists, 46 hold joint appointments with Harvard and many carry heavy teaching assignments there. Harvard and Smithsonian scientists regularly cooperate on projects, and conferences and colloquia are held on a joint basis.

THE LITERATURE

While much has been published on science management, virtually nothing has been written about how to get results from a research organization. Instead, the literature considers such topics as national policy, the history and politics of science, and the sociology of science. From my review of the literature I found only two themes useful to this inquiry. One concerned the great pressure on the scientist to draw him away from science and into administration. The other was the critical importance of hiring the most able scientist to direct and staff an organization.

THE INTERVIEWS

The heart of this inquiry was the in-depth interviewing of SAO scientists. The interviews were aimed at learning what they thought were the management factors that enabled SAO to achieve its science goals. Fourteen interviews of 30 to 90 minutes each were conducted. While interviews were voluntary, all persons invited to participate agreed.

The scientists selected represented an arbitrary cross-section in terms of salary level, support, and fund requirements. They took a lively and surprising interest in the subject. To look at management through their eyes revealed new relationships, yet also substantially strengthened many of my own views.

HIRING FIRST-RATE SCIENTISTS

In the past 13 years, SAO has consistently followed a few basic policy strategies. Of all of them, I feel that hiring first-rate scientists is the crucial one. Selecting the best people to staff the research organization is the key to making a research center effective. This importance has been well stated by James A. Shannon, Director of the National Institutes of Health, as quoted in *Science:* "The really significant administrative actions designed to make the program efficient and productive are selection of good men and good ideas and rejection of the inferior. All subsequent administrative actions having to do with the adjustment of budgets and so forth are essentially trivial in relation to this basic selection process."

SAO scientists agree on the importance of this policy. "The level of science grows with the quality of the scientists." "Having a group of successful people attracts more successful people." "I see successful science as essentially a star system, the stars being the individual scientists who do the best work."

UNIVERSITY ASSOCIATION

Before doing this study, I knew that associating with a university research center was important for SAO. However, I did not realize the enormous impact that the relationship has. This association has made the first strategy possible. Yet the impact is far more pervasive. It strongly affects the basic vitality of SAO science on both an everyday and a long-term basis. The association is so crucial for SAO scientists as to suggest that the success of a research center like SAO may be generally proportional to the success of its university association.

Scientists state the matter with strong feeling. "The association is essential to my happiness." "It keeps SAO alive and on its toes." "If it or the equivalent were not here, I would not be here." "If SAO were located 50 miles away, I would consider it a completely different object and of much less interest."

They appreciate the significance of this association in recruiting new scientists and in keeping present scientists. "If they were not here, most SAO scientists would be in junior faculty assignments." "Psychologically, there are many scientists who come to SAO to a great extent because of the Harvard contact. Our recruiting is much easier because of it." "We can hire much higher level staff. They will come here while they wouldn't come to the usual government agency."

The individual scientist determines the extent of his university involvement (the university's *direct* influence may be an unseen factor). Some are extremely active. "At present we (he and another SAO scientist) have four Ph. D. thesis students and three other graduate students working on research problems. I am advisor to one undergraduate, and there is another undergraduate working with us. I am on the Department of Astronomy's Committee for Academic Studies, am Chairman of the Admissions Committee for the Department this year, am on the Harvard Colloquium Committee, and teach one course."

The association affects scientists in several ways. One is the value of teaching. "Students are important because to teach you must go to fundamentals, which is very character-building. Being forced to explain something in simple terms is a very good learning experience." "Students and classwork are a high-level discipline for a scientist, much higher than from his peers or from scientific meetings. It is a direct and vitalizing factor."

Another is the presence of a wider range of colleagues. "It gives us colleagues and contacts that we wouldn't otherwise have."

A third is the sheer prestige of a university connection. "It gives approval and prestige to our work—something essential for a proper scientific hearing." "Many people at SAO have a devotion to SAO but feel all the prestige lies on the Harvard side. Their heart's desire is to be recognized by Harvard, say with a professorship."

SEPARATION OF SCIENCE AND ADMINISTRATION

Most scientists prefer to do science rather than administration. It may also be that they make better scientists than they do administrators. However, if they are to confine themselves largely to research, experienced and able administrators must be found to help them. Again, the principle is one of hiring first-rate people.

The literature I reviewed noted that pressure on scientists to become administrators developed as little science grew into big science. This pressure has created a severe and widespread problem. The loss to science seems to be substantial; the scientist does less science and gets farther away from the data. Gradually his basic role changes until in fact he ceases to be a scientist and becomes an administrator. Both government and industrial laboratories generate keen pressure on the scientist, pushing him toward the administrator role. The desirable alternative seems to lie in a division of labor whereby scientists are free to do science while administrators take care of the administrative and operational work.

An SAO scientist, Dr. E. L. Fireman, is shown at work in his meteoritics laboratory. On the table beside him is a meteorite discovered in Mexico.

Dr. Fred L. Whipple, SAO Director, says: "Let the scientist not be involved in activities like proposal writing, searching for fund sources, mechanical operations of transforming his science into scientific papers. Scientific papers are his only product. I press hard to cut scientists out of the loop to the extent scientists will agree to this. Let scientists do science and administrators do administration. This has the advantage that financial administrators are much more involved in the scientist's problems. This makes for better management. I hope it doesn't interfere. This to me is critical in modern science. It is so easy to have scientists get tied up in administration."

DIRECTOR'S SCHEDULE

How the Director organizes his own work is fascinating in itself. How SAO is organized seems to be very much a reflection of his own separation of his duties as Director from his scientific work. He says:

"There are three activities I do.

"First, there is the general monitoring. I read and I talk. The incoming basket carries many assignments, unsolicited, which have to be done.

"Second, I must be *au courant* with our active fields. This means two hours a day reading literature. Thus, I try to be one of the better informed astronomers in the field. I keep an eye on a wide range of subjects. I consider this a requirement of the Directorship. I keep extensive card files on subjects and add a few cards daily.

O. Gingerich, a scientist, and E. N. Hayes, an editor, confer about publication of a research paper dealing with stellar atmospheres. SAO publishes approximately 120 papers every year.

"When I see a paper of possible interest to a scientist, I send it to him. There are two to four dozen of these per week. This is part of the job. I keep in mind the interest of all the scientists. Such papers might not be in the journals, and thus scientists might not have seen them.

"Morning hours are spent in the first and second activities. Afternoon hours are spent on my own research and writing, when I have time, outside of committee work, travel, and colloquia. I cut off from the administrative pressures to the relaxation of reading and research. I live two compartmentalized lives. I can't do research or writing if I am on call on the administrative side." (To help, he has two separate but adjoining offices.)

PROVIDING A CONGENIAL ATMOSPHERE

Providing a congenial atmosphere means flexible working hours, a minimum of administrative detail for the scientist, convenience and breadth of administrative and operational services, and funds for his routine needs. It helps to have an administrative policy that minimizes the "rule-book."

Many examples can be given. The Travel Office receives a scientist's travel request (usually by phone) and not only makes complete travel arrangements but also checks the availability of funds and secures the necessary management approval. When a job description is to be prepared, the personnel officer writes it after talking with the scientist and then submits it to him for approval. Working from the scientist's basic statement about the task to be done and the staff, equipment, and supplies required, a project administrator drafts a fund proposal. Such services let the scientist spend more time on science by minimizing his administrative chores.

"SAO has capable people in management who are able to understand the scientist and to extend to him maximum personal freedom to get results." "You can emphasize the support that the administration provides the scientist."

The Director summarizes: "The ability to do good science results from an overall benign atmosphere, plus intercommunication among scientists in many areas."

GIVING SCIENTISTS FREEDOM

A scientist will be asked to join SAO only if his research interests are consistent with those of the Observatory. Once here, he is free to make his own choice of topics to pursue. This element of choice is of great importance to the motivation of the scientist. Almost all of them strongly stress the importance of being free to decide their own priorities. "An interesting aspect of your question is that I have never been told to do a particular piece of research." "I have a degree of freedom to decide on priorities." "I am free to do certain research that is not related to SAO's interest but that seems appreciated when it is done."

"I would emphasize that the big ingredient is the freedom." "Enough flexibility to pursue promising topics when they come along." "There are a number of young scientists who have freedom to define their own research. Such freedom is unusual."

RESEARCH AHEAD

One trait of the scientist, and of an administrator, is that he always has a question to resolve. I have a few, and I think government administrators working in the scientific area will agree that further research on these questions would be fruitful.

For example, what is the relevance of the government-laboratory association to the university? It would be fascinating to ask a number of university scientists for their views. This study has revealed several policies from which SAO has benefited. It would be useful to explore ways that the university benefits or should benefit from the association. If the university view proved to be negative, what implications would this create for the government laboratory? If positive, what might be done to strengthen the association?

Does a government laboratory succeed in proportion to the success of its association with a university? There might even be differences between government laboratories doing basic research and those doing development or mission-oriented research. If there are meaningful relations between these variables, this information would have great interest to those in government who allocate Federal research funds.

Effective management of a research center nurtures the questioning spirit, which is good for science, and good for administration of the scientific function. Together they find new answers and thus find new avenues to achievement.

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LEGAL DECISIONS

APPEALS; REQUIREMENT OF HEARING

Kelly v. *Wyman,* District Court, Southern District, New York, November 26, 1968. The court held that because "due process requires an adequate hearing before termination of welfare benefits," the procedure used by the City of New York—seven days' written notice; right to submit a written statement in opposition; trial-type hearing after suspension of payments—was constitutionally inadequate. A personal hearing prior to suspension is required and when termination of benefits depends upon information supplied by a particular person whose reliability or veracity is brought into question, confrontation and the right of cross-examination should be afforded.

At first glance, suspension of welfare benefits and adverse actions against employees would seem to have little in common. Considered more closely, however, many similarities appear: Notice of charges; written answer (or oral or both in adverse actions); decision; action effected; appeal; post-decision hearing; "back pay" if successful. In the welfare case the court undoubtedly was influenced by the hardships endured by the welfare recipients in the period between suspension and restoration of benefits. Many employees are in almost as precarious a financial situation as are welfare recipients. Hence, the question arises—is the *Kelly* case a forecast of things to come in the adverse action field? We may learn more next fall, since the Supreme Court granted certiorari on April 21, 1969 (*Goldberg* v. *Kelly*).

APPEALS; SELF INCRIMINATION

Furutani v. *Ewigleben,* District Court, Northern District, California, March 25, 1969. Plaintiffs were college students who were facing expulsion and criminal charges for taking part in campus demonstrations. They asked the court to order the college to postpone the expulsion hearings until after the criminal trials and to reinstate them pending completion of all proceedings. They claimed that if the expulsion hearings were held first, they would be compelled to testify or face expulsion; their testimony might then be used against them in their criminal trials in violation of their Fifth Amendment rights, citing *Garrity* v. *New Jersey.* (*Garrity* is the case in which the Supreme Court reversed the conviction of a New Jersey policeman because testimony that he was forced to give at an administrative hearing as an alternative to dismissal, was used at the criminal trial.)

The court ruled against plaintiffs, pointing out that, under *Garrity,* if they were compelled to testify at the hearing in order to avoid expulsion, that testimony could not be used against them at the criminal trial. "Therefore, expedited college hearings pose no threat to Fifth Amendment rights."

In considering the possible application of the decision to appeals of employees from adverse decisions, two points should be noted. The first is that *Garrity* applies when one is forced to testify at an administrative hearing, whether the force is a statute, as in *Garrity,* or the force is the necessity to defend oneself against an undesirable result, as in this case, and, presumably, in an adverse action case. The second point is that the practice of postponing the administrative hearing at the request of the appellant in adverse action cases that also involve criminal charges may, perhaps, be discontinued, without affecting appellant's rights. Left unsettled is whether appellant may insist on the hearing being held when the United States Attorney wants it postponed.

LOYALTY AFFIDAVIT

In the last issue I promised more about the two cases that are currently in court that involve the loyalty affidavit that Federal and District of Columbia employees are required to execute. The twins have become triplets with the filing of the case of *Trainor* v. *Washington* in the District of Columbia District Court. This involves a District of Columbia employee who has not been paid since February 20 because she refuses to sign the affidavit. The Government won the first round when the court refused, on May 9, to issue a temporary restraining order pending argument on the merits. In the *Hartman* case in the Boston district court, involving a Federal employee, the Government has filed an answer, but no further action has taken place. The *Stewart* case, another District of Columbia employee, was argued before a three-judge district court in the District of Columbia on May 12. As in the "Perils of Pauline" you must await the next installment.

ADVERSE ACTIONS

Meehan v. *Macy,* D.C. Cir., May 12, 1969. This is the case in which a panel of the court upheld the authority of the Canal Zone government to take disciplinary action against a policeman who circulated a poem lampooning the Governor's plan to add Panamanians to the police force, at a time when rioting in the Canal Zone had just recently been quelled. The panel recognized the principle that Government employees have responsibilities toward their employer that may, at times, override the rights they possess as citizens. The decision to rehear the case *en banc* raised the hope that the court would establish guidelines for determining when employee responsibilities outweigh employee rights. Unfortunately, the hope was not realized. The decision of the full court is very brief. It reinstates the orders of the panel that the Civil Service Commission reconsider the one charge that was upheld and, if it is held to be proved, reconsider the penalty on the basis of the one charge. The court suggested that the Commission consider whether this is an appropriate time to establish general guidelines "insofar as that may be feasible."

POLITICAL ACTIVITY STATUTE

Kearney v. *Macy,* 9th Cir., April 25, 1969. In a brief opinion the court upheld the constitutionality of the political activity statute (Hatch Act) on authority of the 1947 decision of the Supreme Court in *United Public Workers* v. *Mitchell.* Spokesmen for the proposition that the statute is unconstitutional have referred to recent Supreme Court decisions in First Amendment cases as indicators that the 1969 court would not follow the 1947 court. This sentence from the decision, then, is extremely significant. "In our opinion, that case [Mitchell] insofar as it deals with an employee of the United States Government such as appellant *Kearney,* and with a violation of the Hatch Act of the type that *Kearney* was found to have committed, [candidacy for the House of Representatives] has not been overruled either expressly or *by implication by subsequent decisions of the Supreme Court of the United States.*" (Emphasis added.) Two other cases, involving State employees, are still pending in the California and District of Columbia courts.

EMPLOYEE-MANAGEMENT RELATIONS

National Association of Government Employees v. *White,* D.C. Cir., May 13, 1969. The Administrator of the Environmental Science Services Administration withdrew the union's exclusive recognition and stopped the check-off of union dues (until June 30, 1969) because he determined that a member of a local had picketed the New York Office of the Weather Bureau in violation of the Code of Fair Labor Practices. The district court dismissed the complaint for lack of jurisdiction, relying on a 1965 decision of the Circuit Court. That decision held that the employee-management relations program established by Executive Order 10988 was an expression of the policy the President wanted agencies to follow. If an agency did not follow the prescribed policy, recourse was to the President, not to the courts (*Manhattan-Bronx Postal Union* v. *Gronouski*).

The appellate court ruled in this case that the district court did have jurisdiction and sent the case back to be heard on the merits. In this case there are allegations that constitutional rights have been denied; there were no allegations of this kind in *Manhattan-Bronx.* Recognizing that employees' right to organize as set forth in Executive Order 10988 is essentially a matter of executive determination, the court pointed out that "even where a privilege that has been extended is capable of unilateral revocation, the administration of that privilege cannot be exercised in a manner which clashes with basic constitutional safeguards."

SUITABILITY

Brass v. *Hoberman,* District Court, Southern District, New York, May 5, 1969. A breakthrough in the wall of separation between homosexuals and public employment may have occurred as a result of the settlement reached in a case filed in a New York district court. The action was brought by two men who had passed the city civil service examination for caseworkers in the Department of Welfare (now Department of Social Services) but were notified that "[i]t is our policy to disqualify homosexuals for employment as caseworkers * * *."

The court's order settling the case states: "The City Civil Service Commission has re-evaluated the qualifications of the named plaintiffs, and finds them qualified for the position of caseworker in the Department of Social Services." The document spelling out the city's policy now states in part: "Policy dictates that with reference to a homosexual applicant, the commission would be required to determine the personal qualities reasonably considered indispensable to the duties of the position, and then to reasonably determine whether the applicant's condition is inconsistent with the possession of these qualities to the extent of rendering him unfit to assume the duties of the position."

REMOVAL; PROBATIONERS

Jaeger v. *Freeman,* 5th Cir., April 28, 1969. Plaintiff was removed during his probationary period from a professional poultry inspector position for using foul language to his subordinates and for failing to follow instructions. He lost, but his arguments were ingenious. He contended that his nonprofessional subordinates, to whom a union-management agreement applied, should have brought a grievance action against him as provided for in the agreement and that, since they had not done so, his removal was illegal. The court pointed out that bringing a grievance action is a privilege of the employees covered by the agreement and not a right accorded the object of their grievance.

—*John J. McCarthy*

Ninth Annual *Federal* *Woman's Award*

Mrs. Hitt introduces Andrew Parker, President of Woodward and Lothrop, the organization which sponsors the program, to the Award banquet guests. In the background: Secretary of Labor George P. Shultz, Miss Cook, Mrs. Budenbach, and General Marshall S. Carter, Director of the National Security Agency.

by PATRICIA REILLY HITT

a newcomer to official washington recounts the achievements of the award winners

The founder of the Federal Woman's Award, former Civil Service Commissioner Barbara Bates Gunderson, is greeted with the Award Winners by President and Mrs. Nixon.

AS A MEMBER of the new Administration, I am sometimes asked to recount my impressions of the first days in office. They have been just great—full of excitement and a few frantic moments!

With the passage of time, my recollections of these first days are likely to fade. But I doubt that I will forget the experience of chairing the Federal Woman's Award. Frankly, I was intimidated by the records and accomplishments of the six women chosen for this honor. And I couldn't help but speculate on the obstacles they must have overcome in order to follow the careers of their choice.

Sex discrimination is very real. I have seen it as most people have. But every time I encounter it, I badger, browbeat, and do battle against it. It is so pointless and so lacking in old-fashioned common sense.

Almost half of all women between the ages of 18 and 64 work. More women are entering the labor force, especially among those in the 35 to 64 age bracket. The median age of women workers is 40. And less than 1 percent of these women workers have incomes of $10,000 or more. How can this be? Nearly one fifth of our college-educated women are in service and clerical occupations. Does one really need a college education to be a typist?

Discrimination of any sort—race, sex, age—results in an appalling waste of human resources. And this is why I am especially pleased to serve as Chairman of the Board of Trustees of the Federal Woman's Award—to help publicize the contributions made by women in public service. And proud to give a record of the achievements of the six winners of the 1969 awards.

Mrs. Hitt, who is Assistant Secretary for Community and Field Services of the Department of Health, Education, and Welfare, is also Chairman of the Board of Trustees of the Federal Woman's Award.

Eileen R. Donovan, Assistant Director of the Office of Caribbean Affairs, Bureau of Inter-American Affairs, Department of State, was cited for "her notable influence in the political and policy-formulation areas of foreign affairs and the good will she has engendered among the peoples of other nations." Miss Donovan was appointed to the Foreign Service in 1948, following 4 years' service with the Women's Army Corps. At SCAP headquarters in Tokyo, she was advisor to General MacArthur on Japanese women's education.

As a Foreign Service Officer she held posts in the Philippines and Italy, as well as Washington, before her assignment in 1960 as Consul General for Barbados and the British Windward and Leeward Islands. Since 1965 she has been responsible for United States foreign policy and Alliance for Progress activities in all the English-speaking Caribbean islands. She has received Special Commendations from the WAC and the State Department, and the Army Special Commendation Medal with citation from General MacArthur.

Mary Hughes Budenbach, Senior Cryptologist and Deputy Group Chief, National Security Agency, was cited for "her exceptional mastery of the highly technical field of cryptology and her superior administrative achievements." Mrs. Budenbach has been an expert in cryptology for 25 years, beginning with the Navy Department in World War II and continuing with the National Security Agency from 1953. While serving with the Navy she made independent contributions which had a direct bearing on the successful prosecution of the war.

Her work, which is highly classified, involves preparation and analysis of codes and cyphers concerned with communications security, and the solution of the most difficult and sophisticated intelligence problems. As a senior cryptologic executive since 1966, she directs a major NSA activity with over 1,000 employees. She has received both the Navy and the NSA Meritorious Civilian Service Awards, and many other official commendations.

Edith N. Cook, Associate Solicitor, Division of Legislation, Department of Labor, was cited for "her high technical competence in the general field of legislation and her dedication to the task of seeking legislative solutions to the serious human problems of our times." Miss Cook began her Federal career in 1934, working successively with the NRA, WPA, War Labor Board, and the Treasury and Commerce Departments, before joining the Department of Labor in 1948 as a legislative attorney in the Division of Legislation. She later became Assistant Solicitor in charge of the Division, then Associate Solicitor.

While she has worked in all aspects of labor law, since 1961 she has played a major role in the drafting and development of the equal-opportunity legislation concerned with manpower training, equal pay, economic opportunity, and civil rights. She has represented the United States at the International Labour Organization in Geneva, and has received the Department's Distinguished Service Award.

Jo Ann Smith Kinney, Supervisory Psychologist, Vision Branch, the Naval Submarine Medical Center of the Navy Department's Bureau of Medicine and Surgery, was cited for "her unique achievements in vision research and her extraordinary productivity of significant research reports on underwater, night, and color vision." Dr. Kinney has been engaged in vision research with the Submarine Medical Research Laboratory at Groton, Conn., for 20 years, and has become the leading authority in the United States on underwater vision.

She has headed the Vision Branch since 1963, directing studies and reports on all vision problems of importance to the Navy, such as night and color vision, illumination at sea, and others. She leads field expeditions and participates as a scuba diver in underwater experiments. She has published more than 60 research reports, is active in many professional associations, and represents the United States on the International Commission on Illumination.

Esther Christian Lawton, Assistant Director of Personnel (Classification and Wage Administration), Office of the Secretary, Department of the Treasury, was cited for "her outstanding direction and leadership in job evaluation and pay administration and her brilliant record as a teacher in that field." Mrs. Lawton has had a 32-year career with the Treasury Department, during which she has developed the application of position classification principles to general management in the Department,

President Nixon, receiving the Award winners at the W… House, complimented them on their "tremendous cont… tions" to the Federal service. "It is well to recognize by t… kind of program that women can go high, and are recog… when they do," the President said. "Finding talent for le…

including reorganization of the U.S. Secret Service and the Bureau of Customs.

She has devised methods and materials for teaching job evaluation and pay administration to Federal employees and to students from other governments. She was sent by the Ford Foundation to Lebanon, and later to Jordan, to advise their governments on modernizing personnel administration. She is active in personnel and training associations, and has received many commendations from U.S. and foreign government officials.

Dorothy L. Starbuck, Area Field Director, Area #4, Department of Veterans Benefits, Veterans Administration, was cited for "her superior leadership, initiative, and administrative excellence in the management of a major area of the Veterans Administration." Miss Starbuck began her Federal career with the Women's Army Corps in 1942, and joined the Veterans Administration in 1946, serving first in the Chicago office, later as Assistant Manager of the Baltimore Regional Office, and then as Manager of the Denver Regional Office.

Appointed Area Field Director in 1967, she is one of the highest ranking executives of the agency, administering the veterans benefits program in 13 western States and Manila. While in Denver she was an officer or member of many civic and professional organizations and won many honors, including the Business and Professional Women's Club "Woman of the Year" in 1963. She was the Denver area "Federal Employee of the Year" in 1966, and has received seven special VA commendations and awards.

ership is very rare," he added. "Women must be encouraged to move up." Pictured in the Oval Room are Miss Donovan, Mrs. Budenbach, Miss Cook, Mrs. Nixon, the President, Dr. Kinney, Mrs. Lawton, and Miss Starbuck.

The winners this year, as in every other year, represent a cross-section of career choices—management, diplomacy, law, psychology, cryptology, and personnel administration. While a couple of these occupations may be unique to the Federal service, most of the skills involved are equally usable in the private sector. Yet how many women in private employment are permitted to achieve as high a level in these or any other fields.

Women are hampered even in the choice of an occupation. For example, the Nation within recent months has witnessed a volume of newspaper print on the burning issue of the day—Should a woman be licensed as a jockey? Free choice was really the big issue in that debate. And I confess I take special delight in the races those young girls have been winning lately.

If we do a good job of publicizing the accomplishments of these winners and those of previous award winners, we will do much to accomplish two things. First, our young women will cease thinking in terms of jobs for women and jobs for men. Instead, girls will think in terms of "jobs"—the ones that engage their interest and call for their talents regardless of what field they may be in. Second, we will break down artificial barriers in career ladders so that women in all occupations, in all age groups, married, single, widowed, or divorced, will gain adequate experience to move up without limitation.

I, for my part, will do what I can to insure that the talents of women are fully utilized and that opportunities are broadened for women in Federal employment. In this I have the wholehearted support of President Nixon. He is not a Johnnie-come-lately on this issue. He went on record as a young Congressman in support of equal opportunity for women. He recognizes that we can make a monumental contribution to national programs. He knows women are already doing much not only in paid employment but in volunteer activities. Imagine the challenge before us of coordinating all volunteer activities into a national program that utilizes the talents of women—not merely their time!

We are also asking ourselves—Could we resolve many, many of our acute manpower problems if we utilized the skills of trained women in part-time employment? How many more workers would be available to both public and private employers if we created challenging part-time jobs? If I were a full-time homemaker with some extra time available, I doubt that I could be enticed out of my home for a part-time job as a typist. But I might consider part-time employment as a financial counselor in a community center.

Dare we be innovative? If we take a page from the book of this year's winners we must, for they have been innovative. My job will be easier because they have shown what women can do. It is up to us to retain their high standards. Their success opened doors and should encourage the opening of many more. We stand ready to accept the contributions of all women to public service.

The Federal Women's Program

by J. Philip Bohart

WOMEN HAVE ACHIEVED such an excellent record in the Federal service that I sometimes think they now need only convince individual doubters of their abilities as prejudicial barriers fall and they have an equal chance to show what they can do. And that effort to convince is one of the primary thrusts of the Federal Women's Program. With our modern society requiring the services of every qualified person, the FWP is emphasizing the idea of full partnership between men and women workers. At least one aspect of the "battle of the sexes" is fast becoming an anachronism in view of the demand for skilled employees. Cooperation must be the name of today's game.

During the past several years, women in the Federal career service have enjoyed rapidly increasing job opportunities. Statistics show, however, that full equality for women employees has not yet been realized. Until recently the effort to achieve equality has been directed toward three primary objectives: (1) creating a legal, regulatory, and administrative framework, (2) encouraging women to compete in Federal examinations, and (3) eliminating attitudes and customs which have previously denied women entry into certain occupations and into higher-level positions.

Executive Order 11375, issued in October 1967, was a contribution to the first of these objectives. It added the sex of a job applicant to the list of factors specifically prohibited as excuses for discrimination in employment. The Civil Service Commission responded to this new authority by establishing the Federal Women's Program. A program manager was hired and, in the winter of 1967–68, the CSC published agency guidelines to put the new authority into effect.

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Substantial headway has been made toward the other two of these initial goals.

In looking at the first-year accomplishments of the FWP we find:

- Program orientation was provided for agency Equal Employment Opportunity directors, FWP coordinators, and personnel directors.
- Improved statistical reporting systems were adopted and new statistical studies were published.
- Special recruitment efforts were encouraged. Federal Service Entrance Examination selections of women applicants increased from 1,505 in 1963 (out of a total of 8,148 selected applicants) to 3,878 in 1968 (out of 10,055). Agencies were also asked to make special attempts to bring qualified women into middle and senior-level positions.
- New emphasis was placed on training of women. This led to a 13 percent increase in the number of women employees receiving 8 hours or more of classroom instruction during 1968.
- More attention was directed at assuring equal opportunity for women in job assignments and promotions.
- Examination announcements were improved to better inform applicants that the Federal Government's rating system gives credit for unpaid volunteer experience pertinent to the position sought.
- Agency quarterly reports of FWP activities were summarized and published in "Women in Action," the FWP newsletter.
- Federal Executive Boards and Federal Executive Associations were requested to undertake more intensive promotion of FWP objectives at the community level.
- Studies were begun to find solutions to the new problems which emerge as more and more women enter the workforce—problems such as the need for day-care centers and improvement of maternity leave provisions.

These and other FWP activities are integral parts of the overall drive to make more effective use of the job skills of the men and women in the Federal Government.

Civil Service Commission inspections in over 1,000 Federal establishments during the past six years indicated that there are continuing problems affecting the employment of women. However, the climate of acceptance for women employees functioning outside the traditional "women's work" categories does appear to be improving. Occupational breakthroughs into formerly restricted fields are on the rise, and women moving into these areas are less frequently the subjects of public curiosity.

Some 18 months after the beginning of the Federal Women's Program, we were ready to discuss our gains publicly and to ask the agency people most actively involved in it for their views and suggestions. They include directors of personnel, agency FWP coordinators, and equal employment opportunity officials.

Invitations were issued and a Review Seminar was held on April 11 in Washington. The seminar was designed to give the FWP the public exposure that it needs. The persons attending, who represented almost every Federal agency, conducted a thorough review of progress to date, and outlined areas for future action. The views expressed by the delegates suggested some new directions in addition to fully reinforcing the findings of the program to date.

CSC Chairman Robert E. Hampton spoke at the opening session. He said that the Commission's most difficult task in relation to the FWP and other EEO activities is not in developing new concepts and philosophies but in assuring the implementation of practical, working programs. Referring to an in-depth review of the Federal equal employment opportunity program which is being made by CSC at the direction of President Nixon, he assured conference participants that careful consideration would be given to ideas that emerged from the meeting.

Following Chairman Hampton's address, Mrs. Tina Lower, FWP Program Manager, moderated a panel discussion on "The First Year—Issues and Answers." The panelists, representing five major agencies, delivered individual statements on a variety of topics, including: "Breaking barriers—New concepts of 'women's work' " and "Under-utilization: How to identify it—What to do about it."

Mrs. Elizabeth Duncan Koontz, Director of the Women's Bureau, Department of Labor, was the featured speaker at the luncheon meeting. Mrs. Koontz said that, in view of their need to work and to earn, it is tragic that many women employees are concentrated in low-paid jobs requiring little skill. She cited a lack of proper education as one factor in limiting opportunities and blamed teachers, counselors, and parents who advise girls to avoid many of the careers requiring years of preparation. She touched upon some of the other barriers to full equality of opportunity for women, including the lack of adequate child care facilities and a shortage of part-time jobs for women who wish to work and supplement the family income during hours when their children are in school.

Mrs. Koontz concluded by reminding the seminar delegates that plans and programs will be of little value if they are not communicated to the people who make the final decisions on how, or even if, plans will become realities. She said that, as the contributions of women employees are more widely recognized, the matter of increasing the total number of women workers will take care of itself.

Four workshop sessions were chaired by agency officials and produced a number of recommended solutions to the problems identified by each workshop group. The workshop chairmen delivered reports to a general assembly. The statements emphasized the need for continued

FWP MILESTONE—Robert E. Hampton, Chairman of the Civil Service Commission, addresses the opening session of the 1969 Review Seminar of the Federal Women's Program. The seminar marked completion of the first 18 months of FWP operations. At the head table are (*l. to r.*) Miss Rita Vincent, Chairman, Federal Women's Program Committee, FEB, Cleveland; Nicholas J. Oganovic, Executive Director, CSC; Miss Evelyn Harrison, Deputy Director, Bureau of Policies and Standards, CSC; Patrick A. Gavin, Chief, Special Programs Staff, Personnel and FWP Coordinator, NASA; Mrs. Tina C. Lower, Program Manager, Federal Women's Program, CSC; Chairman Hampton; Mrs. Evelyn B. Anderson, EEO Specialist, POD; Mrs. Elizabeth Beggs, Assistant Technology Administrator for Missile Guidance and Control and FWP Coordinator, Navy; Mrs. Elsa Porter, Director, Special Projects Staff, Office of Personnel and Training, Office of the Secretary, HEW.

FWP support from top-level management in Government agencies. A large majority of the workshop participants concurred in the opinion that the major difficulty in achieving an equal status for women lies in antiquated attitudes. They believed that the "women-worker problem" would disappear if traditional prejudices could be swept away through increased publicity and vigorous education programs. The delegates also felt that a genuinely successful equal opportunity program for women must ultimately rest on the expansion of part-time job opportunities and the establishment of day-care centers for the children of working mothers.

In the four major areas examined by the workshop groups, the following recommendations emerged:

(1) Increasing management's understanding of the economic advantages of utilizing women employees:

- Encourage representation for the FWP at the White House level.
- Evaluate management's performance in implementing FWP principles.
- Provide adequate resources for the program and select prominent individuals to serve as agency FWP coordinators.
- Dispel the continuing myths relating to women's alleged shortcomings as employees.

(2) Promoting public awareness of Federal Government opportunities for women:

- Develop rapport with community organizations, business groups, schools, libraries, university alumni associations, etc., to inform them of the Government's progress in this field.
- Publicize the achievements of women who have attained top-level positions in Government; distribute photos of women at work in a variety of jobs; quote FWP supportive statements made by successful, well-known women.
- Encourage women to prepare for occupations where employee shortages exist, and for jobs arbitrarily described "inappropriate" for females.
- Improve recruiting of women who are successfully engaged in non-Federal careers.

(3) Developing job design and employment practices which are better suited to women's life styles:

- Establish flexible work schedules and patterns of part-time employment to supplement job opportunities now governed by the customary 40-hour workweek.
- Set up "career ladders" to bridge the gap between clerical and technological positions; redesign jobs to make use of technical or subprofessional skills which might otherwise be overlooked.
- Consider adoption of a "Women's Reserve" system, whereby former employees could receive intermittent training, up-date their qualifications, and obtain comprehensive reemployment information during periods when they must be at home to care for young children.
- Construct day-care centers as integral parts of Federal office buildings and other Government facilities.
- Improve maternity leave provisions.

(4) Increasing training and motivation of women employees:

- Engage in regular job counseling and try to motivate women to aspire to higher levels of achievement.
- Provide earlier guidance on occupational choices.
- Conduct experiments in leadership and management training to enable women workers to overcome the residual effects of past attitudes and conditions.
- Create job rotation and management intern programs to help qualified women advance more rapidly.
- Appoint more women to high-level agency "task force" openings.
- Run surveys to detect underutilization of female employees; take inventories of available skills; set up "talent banks" for quick location of women able to fill new vacancies.
- Identify and correct undue men-women imbalances in existing training programs.

We believe that these recommendations, offered by representatives, male and female, of many different Federal organizations, are indicative of the increasing agency acceptance of and dedication to the total EEO program. This solid foundation is proving to be of value as we move to make the Federal Women's Program the basic instrument for the removal of remaining barriers to equality for women employees.

The objectives of the FWP, illustrated by many of the recommendations made at the 1969 Review Seminar, are not intended to garner "special privileges" for women. Rather, these goals are pursued in the hope and the expectation that Government, the servant of the people, can be made more responsive to the needs of the people and more effective in its provision of services. In the complex world of today, and in the infinitely more convoluted milieu of our near future, Government cannot hope to accomplish these ends without the full participation of every interested citizen—men and women alike. The Federal Women's Program should symbolize cooperation, not competition.

Civil Service Commissioner James E. Johnson, in a speech concluding the 1969 FWP Seminar, rejected antidiscrimination themes as being negative and divisive and suggested instead that equal opportunity be the "proud banner around which everyone may rally without bitterness or rancor."

But for the most part women workers must help themselves—and this they are doing. Day-care centers and part-time jobs will help, of course, but the big thing is getting before the public, day after day, week after week, book and verse of the tremendous work individual women are doing in a wide range of occupations. That is the way to change negative attitudes, and the Federal Women's Program is dedicated to that objective. #

BEYOND THE "HEALTH UNIT" AND "SAFETY POSTER" STAGE . . .

A new step in occupational health

by
John E. Baer

THIS SUMMER emissaries will start from 10 major cities in our Nation. The cities are the sites of the Civil Service Commission's regional offices, and the messages that will be carried are important to Federal executives throughout the land.

I hesitate to compare the Commission's new Occupational Health and Safety Representatives with the Olympians of ancient Greece because the Olympians carried only a symbolic torch. The new emissaries carry the knowledge and skills that can help Federal managers perform the herculean tasks necessary to bring into reality the vast savings potentially realizable from health and safety programs. Launching a new program or, more applicably, renewing emphasis and changing direction of an existing program always involves the possibility of misunderstandings. My purpose in this article is to clear away whatever confusion there may be about the development of programs pertaining to occupational health and safety.

Mr. Baer is Assistant Director of the Bureau of Retirement, Insurance, and Occupational Health, U.S. Civil Service Commission.

". . . preventing breakdowns in our human machinery and, if breakdowns do occur, repairing them . . ."

Too many Federal managers do not think about occupational health and safety beyond the "health unit" and "safety poster" stage. At this stage their real jobs should be only started. If they have a health unit and a bevy of safety posters, they have the raw materials for minimum programming, but that is all. Later, we will explore the means by which these health unit cogs in the overall machinery can best be used, but first let us examine the broader picture, the management philosophy of occupational health programs.

Few executives would deny that today an employer recognizes some responsibility for the well-being of his employees. Thankfully, the days are past when a worker was employed at a subsistence wage, sapped of his energy and usefulness, and then discarded. Most modern employers feel a responsibility beyond the paycheck for their employees and this is as it should be. Fringe benefits are proper and necessary, but let me emphasize that *no authorized occupational health or safety activity is a fringe benefit,* and here is why.

The missions of Federal agencies are diverse. They range from exploring outer and inner space to eradicating insects; from supporting medical research to improving highway safety. Every Federal program, no matter how sophisticated, depends for its success on human employees. Machines help, but the gigantic devourers of earth that belong to the Corps of Engineers, the computers of NASA, and the typewriters of every secretary must depend on people to operate them. Further, we have not yet reached the point at which management abdicates decisions to any mechanical or electrical contrivance. Accordingly our tremendous investment in machine assets is valueless unless good employees are available to operate them.

The Civil Service Commission and agency personnel organizations exist because of the need for good employees. I find it helpful to visualize personnel functions as three-fold. The first phase represents the part of personnel work concerned with finding employees. It includes recruiting and examining, college relations and other efforts designed to tap sources of talented manpower, the handicapped and special placement programs, equal employment opportunity programs, and so forth. This is important work. The Government and other major employers maintain costly and effective systems for bringing skilled employees on board.

A second phase of the personnel function pertains to providing the incentives needed to keep good employees after they have been recruited. This phase includes the systematic planning of career progression ladders that will reward an employee who acquires valuable experience and demonstrates initiative. It is the reason we provide attractive compensation and fringe benefit packages and try to arrange work assignments so that the employee is stimulated and challenged throughout his entire career.

These two phases are the historical personnel functions. In recent years, a third phase of equal stature has emerged. It pertains to ensuring the effective utilization of employee resources. In aiming to eliminate waste and misuse of manpower, personnel experts such as the specialists in the Commission's Bureau of Inspections increasingly serve as consultants on personnel matters to agency management. Also, in-service training programs are provided to rank-and-file employees, to middle managers, and to executives.

Another new area covered by this third phase is a conscious effort by management to maintain employees mentally, physically, and environmentally. It involves preventing breakdowns in our human machinery and, if breakdowns do occur, repairing them. This is the broad area of occupational health and safety.

An employer has a legitimate and vital interest in the health of his employees. Management also can and should act in specific ways to reduce the costs resulting from the health problems of its employees. Therefore, dual objectives are present in meaningful employee health programs: improving the productivity of employees and reducing expenses.

The productivity differential between healthy and vigorous employees versus lethargic, sick ones is obvious. Not so evident, perhaps, is how occupational health programs can reduce costs.

Many people have pondered the relationship between use of sick leave and illness. Data are beginning to appear from industry indicating that overall use of sick leave is often lowered as a result of aggressive occupational health programs. Though we will avoid making such claims until we have more solid information, we can be positive in

other areas. For example, occupational health services can lower the rate of relative sick leave use in several ways. For every allergy shot that is administered in the health unit at the request of the employee's private physician, we can chalk up a net saving of at least one hour in sick leave that would have been used if the health unit did not exist. Similar savings can result from dressing changes, soaks, and other treatments and medications provided on a private physician's order.

Similarly, according to projections based on the number of work days lost by Federal employees because of influenza, if flu shots were administered to the entire Federal work force and if they were only 20 percent effective, we could realize net annual savings worth at least $8 million from relative sick leave reductions. (If vaccine effectiveness were increased to 60 percent, savings would soar to $25 million.)

Preventive diagnosis is another area where spectacular savings can ultimately result. Screening programs and periodic examinations do pay off. If Government's employee force has the same characteristics as the Nation's, 40 of every thousand employees have diabetes, 20 have glaucoma, more than 100 could benefit from talking to a psychiatrist, and 30 to 50 have drinking problems. Annually, one of each 36 Federal employees is injured on the job severely enough to be entered on the records of the Bureau of Employees' Compensation.

An average of 17,000 Federal employees annually have their careers snuffed out by disability retirement. There, alone, is a vast potential for preventive health and safety programs. The savings that would result from salvaging a major part every year of those 17,000 employees would be significant. Think of the expense and confusion saved if the retirement on disability of a 45-year-old executive could be avoided by a timely glaucoma screening examination costing 25 cents or a $2 blood test. The calculation should take into account the value of the man's rare skills for 20 years, the cost of his annuity for 20 years, the recruitment and training costs of replacing him, and the myriad of other costs that are incurred because of his disability.

We should also remember that many deaths and disabling employee injuries could be prevented by other facets of employee health and safety programs. Compensation costs are susceptible to improvement in most agencies—they surged up another 8 percent in 1967 to continue a steady and unjustifiable trend. Employee attitudes influence productivity and accomplishment of missions and, though hard to quantify, the morale factors involved in meaningful health and safety programs probably result in savings.

Occupational mental health and alcoholism programs are not so hard to quantify, are not expensive to initiate and maintain, and do not absolutely require a health unit.

Alcoholism is the United States' fourth most serious health problem. Three to five percent of the national work force are currently estimated to be alcoholics. I am not at all sure that the Federal Government has this high a rate. Our excellent selection procedures should modify it downward. The fact remains, however, that as the Nation's largest employer, we may have thousands of employees who have some degree of drinking problem. In this area, we can make positive contributions. We know from two decades of industrial experience that for every two problem drinkers who are placed on a strict rehabilitative program, one will recover to continue as a valuable, productive employee. To this end, agencies are now being urged to adopt a model program for dealing with employees who have drinking problems. This model program is set forth in a recent Commission pamphlet, *The Key Step*.

The program is the product of the advice of the Nation's leading authorities on alcoholism as applied to the Federal situation. It requires no significant expenditure of agency funds. It calls upon rehabilitative facilities that exist in practically all communities to treat the cases that may be referred to them for rehabilitative services. Yet, when the programs are implemented, savings in human resources and costs traceable to poor decision or inaction by the employees afflicted should be significant.

We have examined just a few of the potential gains from vigorous health and safety programming. Let us now look at the means we have to realize the gains.

To help Federal managers in planning and operating occupational health and safety programs, a team of agencies has been charged with specific responsibilities reflecting their expertise.

The Civil Service Commission has overall leadership responsibility and is charged with keeping the President informed as to the status and progress of agency programs.

The Department of Health, Education, and Welfare has responsibility for counseling agencies on clinical health services, staff, and equipment. Its Division of Federal Employee Health is the professional medical resource from which agencies can get help in planning and evaluating health unit operations. Additionally, its Bureau of Occupational Safety and Health will lend specialized knowledge to problems requiring the scientific approaches of environmental health. The National Institute of Mental Health will work with the Commission and with individual agencies on developing practicable occupational mental health programs.

The Department of Labor is the Federal agency responsible for safety and is working closely with the Commission and with agencies as secretariat for the Federal Safety Council and in administering the Federal Employees' Compensation Act.

The General Services Administration, under policies applying to central supporting services, makes space and equipment available for health units.

Together, these agencies comprise a "Round Table" for Federal occupational health and safety. They are coordinating their activities with one primary aim: To present to all Federal agencies a ready source of counsel and assistance in any area of occupational health, environmental health, and safety.

The interagency organization offers expertise. Fair questions are "So what?" or "What is the goal?"

The answers are flexible. The end goal, of course, is to extend to every Federal employee excellent occupational health and safety programs. Simultaneous action is necessary on many fronts.

The Civil Service Commission has established a Division of Occupational Health and Safety within its renamed Bureau of Retirement, Insurance, and Occupational Health. The Commission has also launched its regional program with the appointment of the 10 Occupational Health and Safety Representatives mentioned earlier who will work with Federal managers and with State and community health agencies in the regions. They will be one-man clearinghouses for information on health and safety activities in their areas, and should be a contact for any Federal manager needing help or advice.

The role of the Commission is leadership. It hopes to help Federal managers plan and operate their programs. As a first plateau on the way to the major goal, basic programs must be implemented. In many locations they now partially or wholly exist. In others they must be started from scratch.

At this time initial management efforts should provide the basic elements of occupational health and safety. As a first step, clinical health services should be extended to every Federal employee. Employees in concentrations of 300 or more should have access to a Federal health unit or comparable medical facility. The facility should offer emergency medical services, including diagnosis and first treatment of non-work-connected illnesses or injuries and palliative treatments to enable employees to complete their work shifts. It should also routinely provide periodic testing for the early detection of diabetes, glaucoma, vision and hearing defects, and other chronic diseases or disorders (with abnormal results being promptly referred to the employees' private physicians).

The health facility should also provide periodic immunization roundups against such illnesses as influenza, smallpox, and tetanus. Comprehensive health maintenance examinations should also be provided to employees over a certain age. Health education, guidance, and counseling activities should be part of health facility programs, as should the administration of treatments and employee-furnished medications on the request of the employee's private physician.

For groups of fewer than 300 employees, similar health services—at least the preventive programs of screening and immunizations—should be provided through contract with nearby Federal health units, State or community facilities, private hospitals, clinics, or physicians, or with combinations of voluntary and other health resources in the communities.

Next, every employee, no matter in what size installation he works, should be made aware of his agency's policy and program on problem drinking, and should be encouraged to use the program at any time he can benefit from it—preferably before he becomes a problem employee and is referred to the program by his supervisor.

As occupational mental health programs, physical fitness programs, and other aspects of occupational health and safety programming are developed, each agency, each Federal installation, and each Federal executive and employee should become personally involved.

Also, management should review and change, if necessary, the safety program of every Federal installation from a passive, poster-type campaign to a vital action program in which managers and employees actively seek safe work performance and conditions. Two hundred and forty-four deaths and 3½ million work days lost to injuries in Government in 1967 should provide justification enough.

The potential for occupational health and safety is large. Savings are real and the need for such programs is great. From a balance sheet point of view, every employee is worth an investment that does not exceed the cost to the Government of replacing him. From the satisfying humanitarian view, the investment required for meaningful health and safety programs is small indeed when compared with the real gains and savings produced. Few Federal personnel programs can so satisfyingly contribute to the well-being of our employees, to our management processes, and to the communities across our land. They can also contribute to the services extended all the people of our Nation, to whom we in the Federal Government are ultimately responsible.

TRAINING DIGEST

FOREIGN SERVICE INSTITUTE

The Center for Area and Country Studies of the Foreign Service Institute located in Washington, D.C., now offers regularly scheduled 3-week area studies courses for Government personnel bound for Latin America, the Atlantic Community, Africa South of the Sahara, Eastern Europe and USSR, the Near East and North Africa, South Asia, Southeast Asia, and East Asia. Begun on a limited basis eight years ago, the Center currently trains for overseas assignments Foreign Service Officers and personnel of many agencies, including the U.S. Information Agency, Agency for International Development, the Departments of Defense, Commerce, and Agriculture, and the Atomic Energy Commission. The courses are designed to provide cultural, historical, political, and economic backgrounds of an area to an officer, to suggest aids in interpersonal communications, and to outline United States interests and policies in an area. The Center also holds twice a year a 2-week course on Communist China.

Area bibliographies are available upon request from John F. Hickman, Executive Officer, Foreign Service Institute.

PROJECT 250

The Civil Service Commission's Bureau of Training is conducting a manpower training program for 250 disadvantaged Washington, D.C., youths. Funded by the Department of Labor, Project 250 provides training and jobs for young people who have never had a job or who have never been able to hold a job. Participating agencies select the applicants they will employ. The trainees attend a 5-week training program at the Washington Technical Institute and eight weeks of on-the-job training and counseling. The trainees are certified to agencies from the Worker-Trainee register and become career-conditional employees thirteen weeks after entering the program.

FEDERAL AFTER-HOURS PROGRAM

More than 60 graduate and undergraduate courses will be offered after working hours to civilian and military personnel, and other interested persons, in downtown Federal buildings in Washington, D.C., through the Federal After-Hours Education Program, coordinated by CSC's Bureau of Training in cooperation with George Washington University. Registration is September 15 and 16, and classes begin the week of September 22. For further information, contact Robert W. Stewart, Jr., Field Representative for GWU (676–7018 or 676–7028) or Ed Pinney, CSC Coordinator (632–5647 or code 101, extension 25647).

INTERGOVERNMENTAL TRAINING

Thirty-three State of Pennsylvania employees trained in automatic data processing; 18 New Orleans City employees trained in communications and office skills; 14 Los Angeles County officials trained in financial management and PPBS; 12 Washington State employees trained in general management; 8 Cleveland employees trained in personnel management; and 225 Nevada and 200 Utah State and city employees in "You Serve the Public" training sessions. These are just some of the examples of what has transpired to date through the Commission's Regional Interagency Program in the intergovernmental area.

This training was made possible under Title III of the Intergovernmental Cooperation Act of 1968, and interim Bureau of Budget regulations, which allow the Civil Service Commission, upon written request, to provide training services on a reimbursable basis to State and local governments. The Bureau of the Budget plans to issue comprehensive regulations in the near future regarding other specialized or technical services that Federal departments and agencies can make available to State and local governments.

Recently in Atlanta, Ga., 25 members of the Tribal governments of the Cherokee, Choctaw, Miccosukee, and Seminole Indians attended a training session in general management, with a view to their assuming a greater voice in managing reservation affairs. The arrangements for the course were made through the Atlanta Regional Training Center and the United Southeastern Tribes.

Some training sessions take on an international flavor. A good example is the residential Seminar in PPBS, sponsored by the Financial Management and PPBS Training Center. The Seminar is designed to lead the student to a sound understanding of the systems approach to management, through a total experience environment. Students and faculty live, eat, and work together on an around-the-clock basis at the residential training site.

To date, foreign countries sending officials to the Seminars were: Canada, Ceylon, Indonesia, Japan, New Zealand, the Philippines, Saudi Arabia, Thailand, and West Germany. Eight Japanese officials attended the March 1969 Seminar, the greatest concentration of foreign nationals at any one session. After receiving their basic PPB training at the Seminar, foreign participants have visited Federal and local government agencies in Washington and other cities where they observed PPB in action and added practical examples to their experience.

—*G. Clifford Boocks*

TEN FALLACIES of COMMUNICATION

by Thomas E. Anastasi, Jr.

IF EFFECTIVE ORGANIZATIONAL communication could flow directly from statements of good intention, the millennium could be said to have arrived. But as reality daily attests anew, it doesn't.

Books, articles, courses, and conferences on communication proliferate.

Staff meetings discuss it. Managers endorse it. No one condemns it. Nary a voice calls for less effective communication. Everyone subscribes to the vague notions associated with the mottoes of effective communication. In spite of all this attention and manifest good will, each of us knows, if he's honest with himself, that his organization has a long way to go.

Here, then, is yet another look at communication—specifically at some of the fallacies about communication which we seem to cherish. There are more than those which I've selected, but our cultural predisposition to the decimal system has led me to select ten. The extinction of the fallacies won't solve all of the problems of organizational communication, but it could be a beginning.

(1) *The fallacy of definition.* When we define communication, we usually think of "a communication," a message, an organized group of symbols representing ideas or information. Thus, when we plan communication strategies, we focus our attention on the messages. Fine; but messages are only part of communication.

Communication can be a universal term encompassing all human activity. A more nearly accurate definition of communication would be, "Communication is a word which we use to describe *all* of those processes by which human beings *affect* each other." Communication, correctly seen, may have only little to do with messages, words, and organized symbols. Whenever two human beings are aware of each other, whenever they *affect* each other, they communicate.

You'll communicate more effectively if you realize that when someone is aware of you, you may be communicating with them; that when you are aware of someone else, he may be communicating with you—that is, he may be affecting you.

Often we're puzzled by a reaction to our messages ("What did I say to make him react that way?"), or by our own reaction to someone else's message ("I don't know why, but I feel that there's more to this than appears on the surface"). That's because people react not just to the content of a particular message, but to the accumulation of all meanings of which they have been aware.

The effective communicator tries to realize this. He avoids putting all of his eggs in one message-basket. He

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uses messages to affect others, but he tries to see that message in its social context, in its situational context, and in its historical context. How does what is said relate to the past, to the present, and to the future?

(2) *The fallacy of choice.* This grows out of the fallacy of definition. For if we assume that communication is a deliberate exchange of messages, we can further assume that we can choose to communicate or not to communicate. This isn't so. We can choose not to send messages, but we can't choose not to affect people.

If someone expects to hear from us and if we choose not to send them a message, he will look for meaning in our failure to communicate overtly. If someone needs a message from us, we will communicate with him intentionally or unintentionally, knowingly or unknowingly—perhaps we may never know what we have communicated or even that we have communicated. His need for a message will cause him to assume what we *might* have said. This assumption is, to him, as real as any message.

As we cannot choose not to affect others, we must keep alert to our environment. In this way we will be more likely to know when people expect to hear from us and what they are likely to assume if they don't hear from us. If their assumption will be unacceptable to us, we can try to affect them in some other way—perhaps by what we say, perhaps by what we do.

(3) *The fallacy of volume.* Just as we can communicate without intending to do so, so can we fail to communicate when we intend to. When we view the process of communication as simply the sending of messages, it's easy to believe that we affect our receiver when we send a message—and further that we have affected him as we intended to. It's easy to believe that we can communicate more by sending more messages. Anyone who has ever fallen asleep during a long sermon knows the fallacy of that assumption.

Many of us who should know better treat the process of communication as a lotion to be topically applied to wounds in human relations. We assume that resistance and hostility can be overcome by annointing with words. We try to motivate, to stimulate, to affect others through messages alone. And when that fails, we increase the dose of messages only to find that that fails too.

Thus do we meet problems with meetings, memos, and messages. When we apply just these remedies to the symptoms but fail to get at causes so that we can change effects, all that we can reasonably hope for is to soothe the symptoms for a while. And for that while we can feel secure, for if we are taken in by this third fallacy of volume, we can hardly hope to avoid the fourth fallacy: illusion.

(4) *The fallacy of illusion.* We recognize our responsibility to communicate with superiors, colleagues, subordinates, customers, constituents—with many people. We want to believe that we are adequately discharging that responsibility. We all like to think of ourselves as good communicators. Often this drives us to seek security in illusions.

A manager, realizing that he should communicate with his subordinates, establishes an "open door policy." (Come one, come all. No appointment needed. Have a cigarette. Never mind "Mr."—call me Jim.)

An executive realizing the importance of informing the staff holds Monday-morning-nine-o'clock-meetings. (Speak up. What's on your mind? No holds barred. Communicate.)

An employee submits a suggestion or an anonymous safety tip. Or perhaps he tells the boss something that he knows that the boss won't like to hear. (That will show him that I'm no yes-man; he'll know that he can count on me to tell it like it is.)

Maybe all of this is communication, but maybe it isn't. For when we surround ourselves with the trappings of communication, it's easy to believe that communication is really happening. And that's a comforting fantasy. We all like to be comfortable. We find still more illusory comfort in the fifth fallacy.

(5) *The fallacy of listening.* A few years ago, no one paid much attention to the skill of listening. There were no courses, no books, no articles. But that has changed. Now listening is "in," and it's getting at least its share of attention. That's good. Listening is important. We don't listen as well as we should. We can and should learn to listen better.

But as listening gets more attention, it's becoming a fad and a fetish. And it's generating a fallacy: that the act of listening, in itself, is always productive of good.

Sometimes this is so. Listening can have therapeutic value. But not always. Some managers, for instance, feel that they can resolve all conflict and resistance by simply listening. They overlook the need to act upon what they learn by listening. Certainly not all listening must be followed by action. But some must. When we always listen but never act, people learn that it's useless to talk to us, no matter how warm and therapeutic the experience may be.

(6) *The fallacy of emotionalism.* It seems almost obvious that ideal communication is an intellectual process of mind reasoning with mind. It seems just as apparent

that emotion is friction in the system. All of this seems obvious on the surface. But when we examine it more deeply the fallacy shows. Emotion isn't a human weakness; it's a vital part of each of us. True, it's a part which our Puritan tradition has tried to deny, but fortunately we are human by birth and Puritan only through culture.

Man is intellectual and he's emotional. Thus, when we communicate we affect and are affected both intellectually and emotionally. When we try to eliminate emotion from communication, we can't really communicate. When we fear the emotion in others, we are really afraid of our own feelings. When we try to deny our own feelings, we are trying to deny an integral part of our being. Emotion is real and it is a part of communication. It's not a breakdown of communication.

This is not to suggest that emotion is or should be everything. Intellect has its vital role in the human experience. But usually we don't fear intellect. We should have no reason to fear emotion or to try to shut it out of communication. But we should remain alert to its effects, for emotion does add another dimension to communication.

(7) *The fallacy of permanence.* As you and I speak, I can see you change. I may see doubt, understanding, anger, amusement, fear, joy—any human response. You can see my response to our shared conversational experience.

During our conversation, or perhaps at its end, I may be aware that you have changed—perhaps a little (maybe too little for me to notice?); perhaps a great deal. You may notice that I have changed. For experience changes people, and communication is experience.

We may each notice the change in the other, but will we notice the change in ourselves? Probably not, for this is the fallacy of permanence at work. We recognize that others change, but we assume that we have a permanence, a constancy, an immutability which we like to think of as stability. This presumption of permanence affects our communication behavior.

Communication effectiveness depends on the degree to which we accurately perceive reality. We ourselves are an element of that reality, and if we see ourselves as unchanging, then we perceive reality falsely.

"A" speaks to "B" and in turn listens to him. "A" perceives the change in "B," but if he cannot also realize that he himself is changing, then he'll never really understand what's going on. And he won't be as able as he should be to deal with what's going on.

The effect of this may be most dramatically seen in dispute or disagreement.

Bob: I see that the new plans call for a different faceplate for the Mark VII.

Jim: I guess that's right.

Bob: I wonder how we'll get them? We could order them in from a vendor or we could have our machine shop make them.

Jim: Which do you think would be best?

Bob: Oh, I don't know. Order them I guess.

Jim: We could. That would be O.K. But, if it were up to me, I think I'd have the shop turn them out.

Bob: That would be O.K., too. But wouldn't it be faster to get them from outside?

As you can see, Bob and Jim disagree. But their points of view are not too far apart. Each man is willing to concede that the other has a reasonable case for what he says. But watch what happens when the discussion goes on.

Jim: Better to make them. Faster, too.

Bob: I don't think so. If you'll just look at what's involved, you'll see that I'm right.

Jim: You're the one who can't see what's involved.

Bob: You're not making sense. Ordering would eliminate all of our headaches.

Jim: Baloney.

As the discussion proceeds, each man is becoming more rigid. Each is changing his point of view to a stronger stand, one more directly opposed to his opponent's. Each is less likely to concede that the other has a reasonable point of view. As the discusssion continues, this tendency to polarize points of view will continue. If it goes on long enough, it may carry them to the point of message breakdown; neither will be speaking to the other.

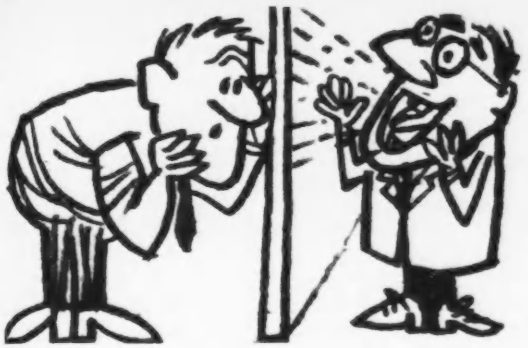
Each man can see the other changing. An observer could see both change. But neither man is aware that he himself is changing; neither is aware of the effect that the changes within himself are having on the shared communication experience.

If we can realize that we, too, are subject to change, then we can do something to control the effects of that change. It takes two to fight. And if at least one can keep his cool (recognize and control his own tendency to change), then communication may suffer less distortion.

(8) *The fallacy of technique.* When communication goes awry, when people seem unable to communicate as well as they should, what do we do? Too often we set up training programs, formal or informal, to improve the skills and techniques of creating "better" messages. If communication were only a matter of exchanging messages, this would be a fine solution. It is, of course, a good idea to improve our message skills; most of us can afford to improve.

But we shouldn't assume that better messages will necessarily cause better communication. For we also need more skill in understanding the processes by which people affect each other. Then we'll have a sound foundation upon which to build our messages. Communication isn't based upon speech and English; it's based on psychology and sociology. It isn't messages and symbols; it's people's reactions to other people. It isn't understanding words; it's understanding people, ourselves and others, and the environment in which we communicate.

So, by all means, let's continue training in reading,



writing, speaking, listening, conference techniques, interviewing, counseling, and all the rest. We need it. But let's not assume that this alone can do the job.

People are sent to training programs in communication skills because their company or agency management feels that communication should be improved. Much of this training is sound; it teaches, and it motivates the student to apply what he learns. But all too often, the student-employee returns to an organizational environment in which he is unable to apply his new learning.

At other times, students are given training in only the style or technique of writing or speaking. If the student communicator lacks appreciation of the social context of communication, training may produce only glibness.

Technique is fine if its foundation lies in an understanding and an appreciation of the whole process of communication—and of the environment in which it must occur. Changing an inhibiting environment can produce more effective communication. Combine this change with sound training in communication skills, and you have a worthwhile program for improving communication.

(9) *The fallacy of barriers.* Almost every treatment of the subject of communication talks about the barriers to communication. I've done it myself.

But are there really any barriers to communication? If we exclude physical barriers, I think that the answer must be "No." For a barrier is a stopper. In the presence of a barrier, communication must cease. There may be message barriers—it's obvious that messages cease under certain circumstances ("We're not speaking to each other!"). But when messages cease, we continue to affect each other—perhaps to a greater degree in the absence of messages than in their presence.

What is the effect of this fallacy of barriers? It focuses our attention on messages. We may be led to assume that as long as messages flow, everything is fine; that there are no barriers. There are no barriers, but there are benders and distorters of meaning which arise in those situations which we traditionally label as barriers. Our perception of the communication process and our facility in employing it will be heightened if we learn to look upon interruptions of the normal flow of communication as due to distorters, rather than as due to barriers.

These interruptions are usually laden with meaning. If we see them as distorters, then we will analyze them carefully, sensitive to the fact that distortion may alter meaning. In this frame of mind, we're less likely to be misled by incoming communication, and we're more likely to make sure to plan our effect on others so that it is what we want it to be.

(10) *The fallacy of knowledge.* This fallacy misleads by suggesting that if one knows how to communicate effectively, that if one understands the processes of communication, one will necessarily communicate more effectively. And as reflection upon experience should tell us, this simply isn't so.

Many people in organizations large and small, public and private, have felt that they should increase their knowledge of and skill in communication. They have attempted to do this through reading, self-study, practice, courses, seminars, programmed instruction, and the countless other devices of personal development. Good. This can be helpful in giving a person the background of information and skills necessary for his development as a more effective communicator. But, by itself, it won't do the job.

One of the most difficult skills to master, for instance, is that of listening. Among the best trained listeners which our culture has produced are psychiatrists. These men and women have a knowledge-in-depth of the theories of communication. Their training has developed finely honed skills. When a good clinician listens, it's a marvelous thing to behold. He listens better than most people speak. He is an excellent example of knowledge and training. And when he applies that knowledge and skill in his work, he communicates effectively.

But what happens when he, like the rest of us, goes home at the end of a hard day's work? What happens when his wife greets him with a litany of the day's events, both joyful and sorrowful? What happens when the kids descend upon him with tales of frustration and accomplishment? How does this super-communicator respond? Like most of us, he no doubt mumbles, "Huh? Wudja say? Talk to me later." At the office, he's working; thus, he consciously applies his knowledge and skill. At home, he's "off the clock" and he isn't consciously applying his skill; thus, he isn't communicating as well as he knows how to.

As I hope this example has indicated, knowledge does not mean effectiveness. Application based on knowledge can result in effectiveness. Effective communication is hard work. To achieve it, we must apply what we know, and work to affect others as we wish to affect them.

If this article has made any sense to you, it will do no good until you work to apply what you have learned from it and from other experiences. If this article has brought you nothing new, if you can say that you already knew all of this, I'm not surprised. Now, does your communication show it? Or have you been taken in by the fallacy of knowledge?

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RECRUITERS ROUNDUP

SUMMER EXECUTIVE INTERN PROGRAM

On May 2, 1969, President Nixon announced a special program for college students—the Executive Intern Program. Twenty-three departments and agencies identified a total of 75 positions for the program. Each position is to provide interesting and challenging experiences at the decision-making level of Government. Work experiences will be supplemented by a series of seminars designed to give the intern an understanding of some of the problems facing Government.

Some 300 candidates were selected from the top of the Washington, D.C., summer employment register and referred to agencies for selection. Staff members of the White House, the White House Fellows, and the Civil Service Commission will be monitoring and evaluating the program throughout the summer.

The experience gained from this summer's program should provide a basis for improving future summer employment programs.

A review of the quality of the students considered for the program reveals that the summer employment register includes some of the Nation's most outstanding college students. Their college grade point average is 3.25 (on a 4.0 scale). Some 90 percent have received recognition for scholastic achievement. Nearly all have been involved in significant extracurricular activities. Nearly every field of study is represented: over one-third in science and engineering and about 10 percent each in law and mathematics. Most were seniors but nearly one-third were graduate students. The quality of the interns should make this summer's program a rewarding and worthwhile endeavor.

JOINT CAMPUS VISITS

Novel publicity materials are being developed for the experimental joint campus visits under the JET program. This is Joint Effort for Talent—a program to bring together the Government-wide college recruiting efforts for better results.

The materials have been designed to get the attention of students and faculty, appeal to their special interests and concerns, and show that the Government hires thousands of college graduates to work on the significant problems of our time. Here are the words from one poster being considered for use during the 1969–70 school year in the joint campus visits:

> IT'S EASY TO CRITICIZE
>
> . . . it's more difficult to assist in correcting the problems facing our Nation. We offer you the opportunity to help:
>
> —Solve the problems of the cities
> —Eliminate air and water pollution
> —Improve the education of our people
> —Reduce crime and its causes
> —Assure the reliability of foods and drugs
> —Maintain our Nation's defenses
> —Harvest the ocean's resources to meet urgent human needs
> —Improve safety standards on our highways and airways
> —Establish full equality for all Americans
>
> Your Federal Government needs your abilities, your dedication, your contributions to solve these problems.

PAID ADVERTISING

A study by the Civil Service Commission revealed that over half of the 67 Federal agencies reporting had made recent use of advertising for recruitment purposes. The general circulation newspaper was the medium used by the larger number of agencies and accounted for 55 percent of total expenditures for advertising. However, college newspapers, college magazines, as well as professional and trade journals, were used extensively. Paid radio and TV advertising was relatively infrequent.

As a followup to the study, which is reported in detail in FPM Bulletin 332–9, dated May 13, 1969, the Commission will continue to channel information on recruitment advertising to agencies and will conduct a seminar on the effective use and evaluation of paid advertising.

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Worth Noting *(Continued)*

SEVERANCE PAY is now payable to employees separated from the service in connection with a transfer of function or reduction in force when they decline reassignment to a position in another commuting area, even if the agency offers to pay transportation and household moving expenses to the new location. Such payments were denied by an earlier amendment, which has now been changed to avoid hardships to employees who are not free to move for economic and family reasons.

A GENEROUS RESPONSE to charitable organizations has been made by Federal employees through combined Federal campaigns in 174 locations throughout the United States. In combined campaigns starting last fall, military and civilian personnel contributed almost $30 million to local United Fund agencies (including the American Red Cross), National Health agencies, and International Service agencies. Receipts in last fall's combined campaigns in the United States represented a 10.7 percent increase over contributions received in the same areas the previous year. Adoption of the CFC plan, voluntary on the part of each community, with local United Fund officials making the final decision, provides more funds for voluntary agencies and is more convenient for employees. Under the plan employees are subject to fewer solicitations, and they can spread their gifts over a year's period through payroll deductions. The number of locations conducting CFC's is expected to increase this fall.

LEAVE WITHOUT PAY instead of separation is the uniform practice urged on Federal agencies by the Civil Service Commission for employees receiving employment compensation as a result of work-related illness or injury. Under present law and regulations, an employee receives credit for purposes of retirement, leave, reduction in force, within-grade salary increases, and career tenure during periods when he is receiving benefits under the Federal Employees' Compensation law if he is carried on his agency's rolls in leave-without-pay status. He does not receive such credit if he is separated from the rolls while receiving benefits. The Commission has asked agencies to extend leave without pay for at least a year during any period when an employee's claim is pending action by the BEC, with extensions if a review of the case indicates the employee may be able to return to work.

EQUAL EMPLOYMENT OPPORTUNITY is receiving the strongest kind of support from the top. In a recent memorandum to heads of agencies, President Nixon said: "I want to emphasize my own official endorsement of a strong policy of equal employment opportunity within the Federal Government. I am determined that the executive branch of the Government lead the way as an equal opportunity employer."

—Bacil B. Warren

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