

# Civil Service Journal



Vol. 2 No. 2

October-December 1961

*In This Issue:*

THE "SYSTEM" TAKES THE RAP

DEMOCRACY'S "UNFINISHED BUSINESS"

COLLEGE WITHOUT CAMPUS

EXPORTING PERSONNEL KNOW-HOW

THE INTERNATIONAL CIVIL SERVANT

DEPARTMENTS: A LOOK AT LEGISLATION, TRAINING DIGEST, RECRUITERS  
ROUNDUP, STANDARDS AND TESTS, THE AWARDS STORY, LEGAL OPINIONS,  
ADP BILLBOARD, AND SHELF-HELP

DOCUMENTS

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# Civil Service Journal

Volume 2                      Number 2  
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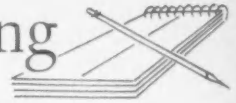
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### U.S. Civil Service Commission

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ROBERT E. HAMPTON.... *Commissioner*  
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## Worth Noting



**EMPLOYEE-MANAGEMENT RELATIONS:** The President's Task Force on Employee-Management Relations in the Federal Service heard a variety of viewpoints from spokesmen for employee, civic, professional, and religious groups in its recent series of public hearings in the Nation's Capital, New York City, Chicago, Dallas, Denver, Atlanta, and San Francisco. While there was general agreement that employee groups should be given official recognition and rights, there were wide differences of opinion on such matters as what rights should be accorded, what should be the requirements for group recognition, and whether there should be provision for collective bargaining and arbitration of differences. The heads of departments and agencies have been asked to submit their views by letter to the Task Force. Prior to holding the hearings, the Task Force assembled data on existing practices through questionnaires distributed to Federal agencies and to employee organizations. The Task Force, headed by Secretary of Labor Arthur J. Goldberg, is to report its findings and recommendations to President Kennedy by November 30, 1961. Other members of the Task Force are CSC Chairman John W. Macy, Jr. (vice-chairman), Secretary of Defense Robert S. McNamara, Postmaster General J. Edward Day, Director of the Bureau of the Budget David E. Bell, and Special Counsel to the President Theodore C. Sorensen.

**INSPECTION PROGRAM CHANGES:** CSC's Bureau of Inspections and Classification Audits has a new name and a broader mission. The redesignated Bureau of Inspections, headed by Seymour S. Berlin, has been reorganized on more functional lines and the scope of its inspection of agency personnel operations has been expanded to include three additional important activities—a continuing check to assure compliance with the President's program of equal employment opportunities for members of minority groups, review of systems and practices agencies employ to assure proper staffing and efficient utilization of manpower, and provision for advance notification of CSC inspections to employees and employee groups to assure that inspectors obtain employee viewpoints on personnel programs and practices.

**HIRING POLICY REAFFIRMED:** "Government, as an employer should lead the way in selective placement of physically handicapped persons," President Kennedy recently told heads of Federal agencies in reaffirming the Government-wide policy on utilization of the handicapped. The policy, set out in a Presidential memorandum of September 6, 1961, provides for (1) fair and reasonable physical standards adapted to realistic requirements of the job; (2) opportunity for fair appraisal of the handicapped person's qualifications; (3) appraisal of the person's abilities in relation to physical requirements of the job; (4) full opportunity for reemployment or transfer to more suitable

(Continued—See Inside Back Cover)

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# It's Our THINKING That's Handicapped!

by NICHOLAS J. OGANOVIC, *Deputy Executive Director*  
U.S. Civil Service Commission

EACH YEAR there is a mild flurry of excitement, followed by a modest amount of conscientious effort and a great deal of lip service, supporting the theme: "Let's do something about hiring the physically handicapped."

National Employ the Physically Handicapped Week then fades into Eat More Pickles Week, Be Kind to Starlings Week, a few other Weeks not particularly fascinating to personnel management people, and we revert to less disturbing thoughts for the remaining Weeks of the year.

We glide comfortably along and occasionally the thought crosses our minds that it would be especially nice if some (other) fellow actually would do something about hiring the handicapped, thereby giving a fellow human being a chance to hold up his head and live a more constructive and purposeful life.

I maintain we are not just remiss, we are guilty of shirking our lawful duties when we entertain such attitudes. And we are passing up a good opportunity to strengthen the hand of Government.

There is very convincing evidence that the hiring of handicapped persons can be of indispensable value to the Government—especially in the Sixties, which have been projected as a period in which skilled manpower will be in great demand and short supply. Also, there is a great need to salvage the skills of those persons in Government who, though eligible for disability retirement, could be productively reassigned to positions where good physical condition is not a job requirement.

We have learned from evidence available that:

1. Handicapped workers perform as well as, or better than, able-bodied workers in both quality and quantity of work produced.
2. Handicapped workers have a lower rate of turnover.
3. Handicapped workers have fewer lost-time accidents, although their accident-frequency rate is slightly higher.
4. Handicapped workers' absentee records compare favorably with those of the nonhandicapped.

I will add a fifth point. Discrimination against handicapped persons because of their handicaps is a violation of the Civil Service Act and the merit principle.

These truths have not been kept under security wraps at the headquarters level.

(See HANDICAPPED, page 31.)

*Job evaluation may suffer  
from maladministration, but—*

# THE "SYSTEM" TAKES THE RAP

by O. GLENN STAHL, *Director*  
Bureau of Programs and Standards  
U.S. Civil Service Commission

Scr-e-e-ch, Crash! Another automobile strikes an immovable obstacle. Who gets blamed? As often as not, it is a "faulty steering mechanism," "brake failure," "windshield wiper stuck," etc. The first impulse of the driver—providing he is still alive—is to blame the car, when chances are the accident was his own fault.

A SIMILAR PROCESS takes place with respect to job classification in the Federal civil service—that is, the jobs that come under the jurisdiction of the Classification Act. A few months ago many newspapers carried a story illustrating—and contributing to—some of the frustration and cynicism about "civil service classification."

The papers reprinted a letter from a professional employee about his classification problems while employed at a Federal installation in Europe. Six years after the alleged incident, the employee reported that he had been told by a "civil service job analyst" that his ability to carry on some of his work in the native language of the host country would lower the grade of his job. This was allegedly because the function of "interpreter" was classified at a lower level than his professional function, and also because of a contention that the lower level work determines the grade whenever a job is divided between two different levels of duties. Investigation failed to identify the "civil service job analyst" or any other representative of the department concerned who had ever given such information to the employee.

Certainly the ideas attributed to the job analyst, adding up to a discouragement of real facility in language, have no foundation in any Government instruction, doctrine, or accepted practice. Whether such a distorted conception of Federal classification principles was entertained by any Federal personnel official or whether the employee in question simply misunderstood, we will probably never know for sure. The suspicion is that the employee might have been told he could not get a *higher grade because* of his linguistic ability, especially when it was called for as one of the desirable qualifications needed in such



overseas jobs anyway! Nevertheless, the classification system got another "black eye"—this time evidenced by letters pouring in from outraged citizens.

## JOB EVALUATION—OR PAY?

Much more common than such a sensational allegation are complaints about the Federal classification system because "it is not responsive to pay conditions in the market place," "regulations require job descriptions that are too long," "classification can only be done by a special priesthood," and so on and on. The tendency, in short, is to blame the classification *system* for anything that apparently can't be done.

It is quite understandable that some people should interpret the classification system only in the light of their own experience with it; this is the manner in which opinions are formed about a lot of subjects. Also, no one can deny that the classification plan is getting old. Applying as it does to nearly a million civilian positions in the Federal Government, it has in essence withstood—with some amendments, to be sure—the ravages of nearly four decades. That there are some things wrong with the Act itself, and some needs for revision, can hardly be doubted. The question is whether much of this need really has to do with job evaluation or *whether it has to do with pay*.

A classification of positions based on duties, or on any other criterion for that matter, is not the same thing as a pay plan. The classification arrangement may be a vital element upon which a compensation structure is based and administered. But there are other things which should influence compensation—such as quality of performance, length of service, and the comparative situation with competing employers. The fact is that under any rational system compensation can be changed independently of the classification, and this has been done various times under the Classification Act in the Federal service—done, that is, by *statutory amendment* of the pay scales in the Act.

This is the very point so often overlooked. *The major rigidity in the Classification Act lies not in the job evaluation policies set down in the Act but in the inflexible pay system which it establishes.* As a result, job evaluation bears the brunt of the impact of pay pressures and frustrations generated by inability within the executive branch to make pay adjustments in order to meet competition (with a relatively minor exception in shortage categories), to recognize high quality performance, to adjust the number of levels of a given occupation to those in another without necessarily fitting them into common pay ranges, and to meet other such needs.

This problem of the pay system is so significant and complicated that an article of considerably greater length than this one would be necessary to analyze all the flaws and suggest the reforms needed to build greater pay flexibility into the Classification Act. Alternative ideas range all the way from (1) giving the President full authority, perhaps under a statutory ceiling, to set all the pay scales to (2) providing within the Act itself specific ways to adjust pay levels and rates to meet the exigencies of the market and to recognize excellence in performance. What reforms are to be sought on the pay side of the Classification Act will have to depend ultimately on White House decisions.

#### BROAD FRAMEWORK

Anyone who delves even tentatively into the subject soon discovers that the evaluation and arrangement of jobs into classes—in other words, job classification—is not only here to stay but continues to be on the ascendancy both in the public service and in private enterprise. This is not to say that under special circumstances some approach other than evaluation of employees' assignments could not be the fundamental framework for the personnel system. Nevertheless, frustration about classification leads many to raise such questions as: "Isn't there some better way? Hasn't the Federal Government been passed by? Do not industry and those governmental units exempt from the Classification Act have more sensible, simpler, and cheaper ways of achieving what job evaluation seeks to achieve?"

The purpose here is to evaluate what the problem is— if any—with respect to job evaluation processes themselves. First, a common illusion must be dispelled: the assumption that under the Classification Act a single all-embracing set of detailed regulations governs every facet of the procedure in the classification of positions and their consequent pay. The fact is that from a job evaluation standpoint the Classification Act is a very broad framework, a sort of umbrella, under which many different interpretations and many different "systems" operate. *It is so broad indeed that practices within the scope of the Act range all the way from enlightened ones to some that are benighted.* It has been the purpose of the Civil Service Commission for a number of years to make every effort to assure that the *enlightened* approach is the *prevailing* approach.

Frequently what is referred to as "the system" is no more than the particular interpretation and application made by a single organizational unit, by a single position classifier in conversation with an operating official, or by operating people talking among themselves without informed advice. Quite often this interpretation and application is limited, stereotyped, stultified, or just plain wrong. Yet the person who witnesses such interpretation and application—the operating official, the supervisor, the employee, and sometimes even the personnel specialist—assumes that this is "the system."

About the only way we can deal with wide-swinging attacks on the Government's classification plan is to make sure we know *what the object of the attack is really like.* This can best be done by examining four basic areas of fact:

1. The nature of current Civil Service Commission requirements, standards, and policies.
2. The variety of systems and functions that operate properly within the framework of the Classification Act.
3. A comparison with job evaluation techniques used in Government personnel systems not subject to the Classification Act.
4. The job evaluation plans and experiences of major industrial concerns.

#### REQUIREMENTS, STANDARDS, AND POLICIES

By requiring the Commission to issue classification standards, the Classification Act endeavors to assure comparability among different agencies in the handling of similar occupations and jobs. These standards are used as guides and controls by the various agencies in the evaluation of individual positions. The standards which have been issued do not follow a single pattern or format. *Nor do these classification standards issued by the Commission establish a uniform job evaluation system for all occupations; rather, each standard is responsive to the characteristics and technology of the particular occupation and of management objectives and employee equities in each situation.*

The standards are not confined to any specific set of "factors"—they embrace point-evaluation devices, benchmark jobs, evaluation charts, and a variety of other methods. Unprecedented steps have also been taken in establishing general guides for the evaluation of such broad fields as those of research scientist, professional engineering, and clerical supervisory responsibility. Still others are in process. Emphasis in most of the recent standards has been on the point that a job is a live reality performed by a human being and that this can be properly reflected in the classification, particularly when the kind of job is peculiarly susceptible to change because of the capacity of the person in it. Hence, contrary to a widely held contention, classification standards do not foist a single "system" on the Federal service; they deliberately provide for an almost unbelievably wide variety

of approaches, certainly a much wider variety than can be found in any other plan, private or governmental, known to this writer.

In passing, note should be taken that the great majority of standards now in effect are modern standards, that is, they have been prepared within the past 5 years. Furthermore, they cover occupations filled by 82 percent of the employees under the Act. Taking, just for example, the last 75 standards published during fiscal years 1960 and 1961, we find that 62 of them were so favorably received when the first tentative draft was circulated for agency comments that relatively little change was necessary before issuing them on an official basis. Of the remaining 13, in 7 cases revisions to meet criticisms that had been made of the tentative drafts were so minor that they did not need to be recirculated for comment. For the remaining 6 standards, the first draft was revised and recirculated for comment, with an almost uniformly favorable reaction finally resulting.

In the development of these standards, operating officials, employees, professional and technical organizations, personnel specialists, and many others have participated intensively. Perhaps several thousand operating officials have been involved in their development. The interesting point is that there has been a highly favorable opinion of the "system" expressed by practically all participants who contributed to the ultimate product. In other words, those who have worked intimately with and taken responsibility for the development of job evaluation standards have found it a useful, practicable, and satisfying task. Bear in mind, the Civil Service Commission has had no significant complaint from a responsible source about the practicality, wisdom, or the reasonableness of these standards.

Unfortunately, most operating personnel in the Government—and apparently even many personnel specialists—have had little or no opportunity to put their minds constructively to the problem of job evaluation. As distinguished from those mentioned above, who had intimate contact and have taken some responsibility, probably a majority of people in the service rely only upon myths, misconceptions, and folklore, the foundation of which can be traced either to misinformation passed out by someone who didn't know what he was talking about or to an unpleasant experience with regard to the classification of some individual position.

Contrary to the contentions that classification necessitates a lot of paper work, that the person in the job can have no effect on the grade, and that classification can be performed only by a select group of initiates—namely, position classifiers—the Civil Service Commission has been trying to make clear that exactly the opposite is the case. The channels of communication, however, among hundreds of establishments and hundreds of thousands of employees make it difficult to get this across.

How many people know, for example, that the Commission has issued a pamphlet on *Less Paperwork in*

*Position Classification* and has aggressively urged its wide dissemination among supervisory officials? How many people know that this brief document explains a variety of ways in which shortcuts can be taken to avoid the preparation of too many job descriptions and job descriptions that are unnecessarily long?

How many are acquainted with the Commission's FPM Letter 511-1 which explains the "impact of the man on the job"? Perhaps the fact that this little issuance stirred up something of a ruckus among some position classifiers verifies the existence of a problem of communication. Perhaps there are some mossbacks among us who are repeating "a job is a job is a job." The fact is that distinctions can be made, and are made, among positions that otherwise would be the same—either because a particular incumbent distinguishes himself by bringing to his job a character of insight and contribution that enables management to recognize its true value at a higher level, or because he lacks even a minimum of such qualities thus resulting in the job operating at a lower level than its grade. The latter condition, of course, would require some corrective action. Ask your personnel officer for FPM Letter 511-1 on this subject and see if it sounds much like the mythology that is commonly passed around about job classification.

#### VARIETY UNDER THE CLASSIFICATION ACT

If you travel about the Federal service you would undoubtedly encounter the contention that the classification system requires that position descriptions be written only by classifiers, or by employees, or by supervisors. Obviously all of these contentions cannot be right. The fact is that they stem from the specific suggestions and controls of individual organizations, or perhaps from the ideas of individual persons. The system itself demands no such rigidity. The description of a job can be prepared by whoever is in the best position to prepare it under the particular circumstances.

The Commission encourages using checklists on which supervisors or employees can identify the facts that apply to their individual jobs, inserting simple pen-and-ink amendments to job descriptions on file when changes take place that ought to be noted for the record, and taking any other shortcuts that make record-keeping a useful tool rather than a hated chore. Certainly, there is no "prohibition" or "rule" that prevents these sensible procedures. Likewise, the Commission actively urges the use of a single description to cover more than one position wherever this makes sense. There is no "regulation" against a single description covering even large numbers of positions if they are sufficiently alike that one description can, within reason, serve the purpose.

In one Federal installation one job description is used to cover more than 500 accounting clerks, even though, to be sure, there are minor differences in the assignments

(Continued—See "SYSTEM," page 27.)



**A** YOUNG NEGRO MAN, employed by a local Federal agency, recently came to me for help. Stating early in the conversation that he did not come with a complaint of discrimination, he went on to request certain information about employee organizations. In discussing the matter with him and furnishing the information I had to offer, I was highly impressed by his appearance, personality, and fluency in conversation. Wanting to learn more, I asked about his job, education, and background.

He worked for the Government as a machinist and drew good wages, he told me. To supplement his high school education, he had been taking extra courses, mostly accounting, in night school. He was most anxious to find an opportunity for advancement in the white-collar field. Having taken the Federal-Service Entrance Exam-

*The Federal Manager's Role in*

## DEMOCRACY'S

## "UNFINISHED BUSINESS"



ination and distinguishing himself with a score in the mid-nineties, he had been interviewed for several vacancies but had been turned down in each case. However, he assured me, he was going to keep trying—to keep working hard, studying, and preparing himself for the opportunity he hoped would come along someday.

Long after he had left my office, I continued to think of him. There may have been in each of his job interviews valid reasons for his rejection. I did not know. Nevertheless, to me he was rather symbolic of the particular problem with which I have dealt over the past years: the frustrating experience of the Negro in Federal service who has both the drive and necessary quali-

*Dr. Clinchy, whose current CSC responsibilities involve minority-group affairs in the Federal service, is one of the Government's top authorities on this subject. From 1956 to 1961 he was Executive Director of the President's Committee on Government Employment Policy. Prior to that, he was a staff director for the National Conference of Christians and Jews.*

by **ROSS CLINCHY**

*Special Assistant to the Executive Director  
U.S. Civil Service Commission*

fications to advance rapidly, but who somehow goes through interview after interview in search of an open door to opportunity.

On the other hand, I have been around long enough to realize that neither he nor other members of his race suffer exclusively. Some of the "majority group" have a hard time getting ahead, and occasionally other forms of discrimination (often exceedingly petty, yet just as exceedingly effective) can be blamed.

To be sure, over the years we have made much collective progress in creating a Federal civil service in which race, religion, national origin, and other nonmerit factors have no significance in our personnel actions. We can take pride in what we have accomplished, but we cannot rest on our laurels. The time has now come when we who are charged with managing, directing, and supervising the Federal work force must make that intensive all-out effort to assure that our human relations are above reproach. There are some urgent and com-

elling reasons for us and our entire organizations to live up to our preachments—reasons of much later vintage than those of basic morality and public trust.

### RISING EXPECTATIONS

Harlan Cleveland, Assistant Secretary of State for International Organization Affairs, speaks of a "revolution of rising expectations" which is taking place in many areas of the world. The material benefits of twentieth century civilization are shared by a minority of the world's population, and the millions who struggle for even the bare necessities are now determined that they, too, will shed at least part of their yoke of poverty. With this determination for a better way of life comes also a desire for status and recognition—a sense of self-worthiness.

We Americans believe that democracy offers the best hope for the dispossessed of the earth to find fulfillment. And though our own democracy has brought us to a place of world leadership, comfort, and power, we are brought up short and embarrassed by Task No. 1 in what has been called the "unfinished business of democracy"—solving our racial problems.

The insistent hopes of our own minority groups, especially the Negro-Americans, are in a sense a reflection of this "revolution of rising expectations."

If our concept of self-government and individual liberties cannot accommodate the hopes and dreams of our own citizens, as well as of those around the world who look to us for inspiration and assistance, then we may well find ourselves surrounded by those who believe our promise to be empty and futile.

### WE ARE DEEPLY INVOLVED

Over the past few years, many of us in a variety of agencies have had the experience of interpreting the shape and substance of American public administration to hundreds of representatives of foreign governments who have journeyed here to gain a better understanding of the American system.

To me the experience has been both stimulating and occasionally baffling, and I commend it to any administrator who feels he has an understanding of our system at his fingertips. It has been stimulating because these representatives have had, in most instances, an intelligent curiosity about this land of ours, and they search for more than an explanation of the machinery of our Government. It has been occasionally baffling because they know enough about our heritage to sense the inconsistencies between the preachments and the practices of American democracy. They have come from the far corners of the earth, and most of them are members of the two-thirds majority of the world's population which is non-white.

How then to capture for them the essence of a free people and free institutions, and to clarify for them the

hopes and aspirations of what this Nation may yet become if and when we can clear up our "unfinished business"? We have discussed the great beauty and natural resources of our land. We have talked about the material benefits of an economic system which has provided us such a high standard of living. They are impressed by this, for it comes close to the needs of their own people who often are still struggling for bare necessities. But, even this is not enough to sharpen the image of our purpose as a nation.

There is need, then, to come to first principles, and we have discussed the concepts of the dignity and worth of personality, and of the rights and freedoms of the individual under our system of government. The words of Jefferson and Lincoln are often familiar to them, and in these we have found common ground despite the fact that in many cases theirs is not the Judaeo-Christian tradition, and their democratic institutions are often new-born and not yet fully tested. From this we have moved to the problem of our own yet unfulfilled promise of equality of opportunity for all, and for the hope which this Nation holds out to all its citizens for the development of their full capacities.

I have found these discussions to be of great personal value, not just in terms of the mental exercise they demand, but because they call for considerable reflection on the prospects of our republic and upon how deeply involved Federal administrators are in the success or failure of democracy around the world. The policies and program decisions which we as civil servants must translate into action often have implications that involve us in all mankind.

### SENSITIVITY AND UNDERSTANDING

To be effective as career administrators and managers in the 1960's, we must have a sensitivity to the essential meaning and purpose of the democratic idea, and of how it relates to the tremendous forces that are shaping the destiny of man. Basic to this sensitivity is the understanding that the movement toward greater equality of opportunity in America is a force that cannot and will not be denied in the years ahead. It is not a new force; its roots lie deep in our beginnings as a nation, and it has been an ever-present current—a tradition—in the mainstream of American history. To deny it is to deny what we have been—and to destroy the promise of what we may yet become.

Coupled with the strength of this tradition are the forces which are moving today within the nation, and which are swirling about us around the globe. At home we are acquiring a growing confidence in our inter-religious relations which, though not yet fully developed, showed high promise of maturity in the last national election. Yet we have only begun to find proper solutions to the relationships between white and Negro, and solutions to the problem of equal opportunity and fulfillment for all. In many ways these are more difficult

of attainment, more deeply rooted in prejudice, and more in need of our enlightened understanding.

### THE PUBLIC SERVICE—A GLASS HOUSE

We as Federal administrators may well ponder upon these things as we go about our jobs. If our thinking is distorted by the myths of racism, if we ignore the pursuit of national purpose, if we are insensitive to the kind of world in which we live—we can do incalculable damage to the image which the Federal Government presents both to the nation and to the world. In a very real sense we live in a glass house, being critically observed by our own fellow Americans and by those abroad who look to us for leadership, inspiration, and assistance. We must not fall into the pit of thinking that our "unfinished business" is first and above all the outward extension of material benefits; rather, it is providing the *opportunity* for all our people to *develop themselves* to the fullest extent of their capacities. We are well on our way toward achieving the former but have yet to provide the latter. And, unlike the totalitarian state, the genius of the democratic idea is that it can provide both, provided its citizens have the will to do so.

In the conduct of official affairs, we have an unusual opportunity to contribute to this unfinished task. Our contribution can be that of creating about us the kind of atmosphere in which those who come within our managerial scope can feel a sense of freedom and a sense of personal worth, and can perform their duties in the knowledge that merit will be the sole criterion by which they will be judged in their own pursuit of success.

The Administration's position is crystal clear: *in all personnel matters of the Federal executive departments and agencies, the religious or racial origins or the nationality backgrounds of applicants or employees shall not be a factor in whatever judgments are made or actions taken.* For a good many of us it is not an easy matter to completely eliminate these factors from our considerations. The roots of antipathy toward those who are different often lie deep within our personalities; they are not always easy to remove. They cannot be removed or overcome without effort. But for us, especially in the conduct of official business, the ability to judge other human beings as separate entities, without applying group labels, is a *must*.

What the Federal Government says and does in the field of human rights has repercussions far beyond those of almost any other American institution. In our hands lies much of the destiny of our way of life. If we fail to perfect our own organizations and to provide leadership in the solution of our intergroup problems, then the nation as a whole may well fail in the search for a stronger and more democratic society.

We cannot do the job alone. There are definite obligations on those outside the Federal establishment. Those who ask that the Federal service be representative of the diverse makeup of the American people must in

turn work to assure a well-qualified supply of available manpower interested in Federal employment. We can select only from those who have competed and qualified through examination. Our need for first-rate talent is continuous, and if the added emphasis on the fair employment program has as one of its byproducts the utilization of heretofore undiscovered talent, Government will benefit greatly and so will the nation at large.

### TO FOLLOW—AND THENCE TO LEAD

The President is exerting strong leadership in human rights. He has called upon us to set a high example of democracy in full practice. To do so, we need to look inward into ourselves, even beneath what we normally consider our "sense of duty." We need to find personal inspiration and dedication to the task. The accelerating and sustaining force must be our own enthusiasm and conscientious efforts to follow this leadership, and in so doing, to lead others.

We must make it clear by our own actions and pronouncements that in our Federal organizations we will not tolerate the "skin-test," or any such nonmerit "test" in civil-service appointments. We must assert the same leadership to guarantee our employees equal opportunity to develop, while at the same time drawing the careful distinction that this does not mean employees will develop equally.

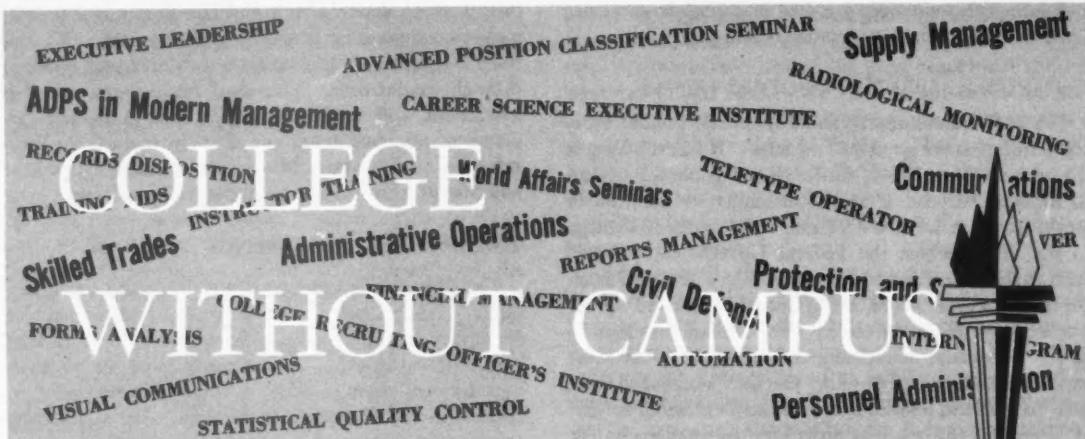
In setting a new example, in building a new glass house—one that can withstand the most penetrating scrutiny from any quarter—we cannot rely on the supposition that our human relations problems will solve themselves. We can rely only on our own resources, on applying our own intelligence and energy to these sensitive issues. And, if we are successful, the profound effect this could have throughout the United States and the world should not be underestimated.

If we fail, it might well portend the failure of the nation in mustering the wisdom and self-discipline that is needed. Then, we may never realize the full meaning of the good society toward which mankind has been groping for so long; we shall go down in history as an interesting experiment which never quite worked out.

The introduction to *Goals for Americans*, the Report of the President's Commission on National Goals, states: "To preserve and enlarge our own liberties, to meet a deadly menace, and to extend the area of freedom throughout the world: these are high and difficult goals. Yet our past performance justifies confidence that they can be achieved if every American will accept personal responsibility for them."

I think the past performance of Federal administrators, managers, and supervisors at all levels of the work force—though not necessarily uniform or consistent—justifies the President's expectations and confidence in us. These are indeed "high and difficult goals."





by J. KENNETH MULLIGAN, *Director*  
Office of Career Development  
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THERE ARE ALWAYS company anecdotes having more point and flavor to people in the company than to outsiders. Perhaps this is one of them.

A couple of years ago Roger Jones, then Chairman of the Civil Service Commission (and now Deputy Under Secretary of State for Administration), spoke vigorously every chance he got about the need for a Federal staff college. (He still does, as does our present Chairman, John Macy.) Warren Irons, then and now our Executive Director, by assignment and temperament more involved in the here and now, in talking to a group of personnel directors about the first issuance of the Interagency Training Programs bulletin, said: "Roger is in charge of plans for the college with campus. I certainly hope he gets it soon. In the meantime, Irons is in charge of the college without campus—and we're getting it started right away with this catalogue."

The college with campus may be just around the corner—we hope so—but meanwhile the Irons college without campus is flourishing as a significant and sizable institution. It is called more formally interagency training—an institution now with a curriculum of nearly 200 courses, with an enrollment of over 10,000 students.

What is interagency training? It is many things—a curriculum, a method of training administration, a student body. But most of all it is an idea which has come to life as a program based upon the reality that for economy and efficiency the departments and agencies of Government should take specific joint action to solve *common* training problems with *common* resources.

The grand strategy for the training of Federal employees enacted by the Government Employees Training Act of 1958 is that training and developmental activities should follow this pattern: First, training through self-development and guided on-the-job experience; second,

agency training programs; third, interagency programs; and finally, for special or unmet needs, training through outside facilities. Each of these methods or resources has a unique contribution to make to the development of Federal employees.

The unique contributions which interagency training could be expected to make are:

- (1) More economical and efficient utilization of agency training resources by opening them up to others;
- (2) Creation of a training resource for small agencies where none formerly existed;
- (3) Effective organization of the Government-wide expertness of instructors or faculty scattered in many agencies;
- (4) Additional educational values and stimulation accruing to students from sharing of experiences and backgrounds; and
- (5) Early recognition of common training needs in advanced areas not immediately apparent to all agencies.

#### BEGINNINGS

The first task which the Commission approached was to identify unmet needs, locate resources, and publicize the availability of resources. There was some precedent. On a very limited basis some agencies had earlier shared training resources with others by occasionally enrolling a "guest" participant. Some central staff agencies, notably the General Services Administration and the Civil Service Commission, had provided training to agency personnel in special areas of interest.

Soon after the Training Act was passed, the Commission published the first Interagency Training Programs bulletin in February 1959, and took the lead in establishing the basic pattern for the development of the program. The bulletin, currently appearing in its sixth edition, is now published semiannually.

### ENLARGED SCOPE

The Interagency Training Programs bulletin itself bears testimony to the success of interagency training to date. The Fall 1961 issue describes 185 courses, running the gamut from middle-management training to chemical thermodynamics. A runthrough of some of the subject-matter headings reflects the scope of coverage in the bulletin: General management, personnel administration, automatic data processing in modern management, United States and world affairs, mathematics and physical sciences, and radiological health and X-ray protection. In addition to the courses already mentioned, there are special listings, by title, of 38 courses in various components of management analysis, and 22 courses for professional people in environmental health. The courses represent not only a considerable variety of subject matter, but also a compendium of teaching methods and techniques. Classroom teaching, lectures, conferences, workshops, demonstrations—these and most of the other methods are represented in the courses offered.

Courses have been made available by 18 different agencies in the Washington area alone. In addition, the regional offices of the Commission have been active in promoting, coordinating, and conducting interagency training in the field. Each region compiles and issues a catalogue of training opportunities, similar to the Interagency Training Programs bulletin of the central office. Courses in personnel specialties are being given by all Commission regional offices, and some are conducting cost-shared general management training.

### ADMINISTRATIVE VARIETY

The bulletin makes known the availability of training on an interagency basis. Only a careful analysis of it will suggest the several variations in the administrative devices by which such training comes into being, and is operated.

Many of the listings are a part of the participating agency's normal training program for its own employees, such as Army's excellent Personnel Management for Executives conference. Such courses that are appropriate for general use are either identified by CSC staff, or are brought to light through an interagency training committee. Then, CSC negotiates with the "offering" agency to open the course on an interagency basis.

Other courses are developed by an agency having a functional responsibility, across the Government, in the subject-matter area. An example is the series in man-

agement analysis sponsored by the Bureau of the Budget, or the many courses offered by the General Services Administration in records and forms management. Other agencies with special programs of this nature are the Office of Civil and Defense Mobilization, the Civil Service Commission, and the State Department.

Another developing category is where there are joint responsibilities or interests and where one agency serves as course manager. The many institutes and seminars in subjects dealing with financial management now conducted by the Civil Service Commission are, in curriculum design, the product of mutual interests shared by the Bureau of the Budget, General Accounting Office, and the Department of the Treasury.

The degree of interagency participation in a particular course, and the method for financing it, relate to its origin and purposes. A course designed primarily for an agency's own use will have relatively few spaces available for outsiders, and will probably be offered on the basis of no cost to the agency for the guest participant. Courses conducted by a staff agency designed to educate an interagency group in a function of special import to the staff agency will have broad interagency participation, generally at no cost to the agencies. On the other hand, some courses are designed for the mutual purposes of all participating agencies and in these instances the participating agencies share the cost on a per capita basis.

### INSTITUTES PROGRAM

The development of management institutes, conducted by the Commission for interagency participation, points up the cooperative efforts of agencies to join hands in problem-solving when it appears that training is the answer. Now announced as regularly scheduled courses on a cost-shared basis are institutes in the following areas: Middle management, financial management, the management of automatic data processing, executive leadership, management for career science executives, and the management of research and development activities.

The need for institutes becomes apparent in many different ways. It may arise in connection with the passage of legislation, in the course of an inspection, in the exchange of views among knowledgeable people in the course of their duties, or in many other ways in which public servants generate new ideas about the tasks of Government.

Once the need is established, the common pattern is for an advisory committee of subject-matter specialists to develop the course with staff from CSC's Office of Career Development. The Financial Management Institute was developed in response to the passage of Public Law 863 of 1956. The need was translated into a program proposal which was endorsed enthusiastically by the steering committee of the Joint Financial Management Improvement program. The first Financial Management Institute was conducted in 1958 with the help of the Joint

program and it surveyed the current state of knowledge in the various functional fields of financial management.

With the passage of time, the course content, if not the objectives, of an institute undergoes a refining process. The second stage of development of the Financial Management Institute was the establishment of a program focusing upon the interrelationships of various financial management specialties. A further development occurred in the third year of training in 1961, when a Financial Management Institute was designed to explore the relationship of financial management to general management. This progressive development of institute purposes and content produces programs with vitality and significance.

Another characteristic of a healthy institute program is the progressive sharpening of purpose as revealed in more precise and thorough treatment of particular aspects of certain institute topics. A Management Institute for Scientists, begun in 1959, has evolved into separate programs for career science executives and for scientists in research and development laboratories. The needs of these two groups are not the same and are served by different program materials. The Career Science Executive program emphasizes economic, fiscal, manpower, and natural resource problems, whereas the program for laboratory scientists is more concerned with the management of internal laboratory operations and the problems of selection and conduct of research projects.

Another institute which has served its purpose with increasing clarity after a relatively short time has been the Executive Leadership Institute. This program focuses upon the basic framework of the Federal Government, the significance of various assumptions about human motives and values, the social forces which enter into administrative decisions, the role of bureaucracy in the maintenance of democratic values, and the personal responsibility which career officials bear for the success of governmental institutions. The course is now designed especially for Federal executives who have a background of high-level managerial experience.

#### MIDDLE MANAGEMENT AND ADP

Another cost-shared program is the Middle Management Institute. This Institute is planned on the premise that a near-revolution is taking place in the methods and concepts of management. Operations analysis—the application of scientific methods to management problems—has given management a whole new outlook and a better capability to meet its responsibilities. Advances in electronics and technology have created the electronic computer, which opens up new opportunities to solve problems with a speed and accuracy never before possible. Recent research in the social sciences and in other fields of knowledge has direct and important applicability to the tasks and problems of management. New concepts about human relations, communications, organizational structure, and other areas of management concern are

evolving at an accelerated pace. In short, today's manager has at his disposal more and better tools, techniques, and information with which to do his job.

At the same time, it is increasingly apparent that the use of new tools and techniques in management's inventory often requires adjustment of functional lines, reexamination of basic objectives, and a willingness to take calculated risks in departing from time-proven concepts and modes of operation. Managers are needed who can accept constructive change, who can view specific problems in broad perspective, and who can not only keep pace with new developments but can also anticipate and prepare for them. While the goals of the Middle Management Institute are ambitious, they are tempered with the realization that in a 5-day session we can hope merely to plant some desirable concepts and arouse interest in pursuing these concepts further. Basically we plan to stimulate curiosity about new management developments, provide useful information about them, and attempt to place these developments within the context of Government operations, national objectives, and the needs of our society.

Two Middle Management Institutes were conducted during 1961, each attended by some 250 employees at grades GS-11 to GS-13. In general, participants have reacted favorably. They have endorsed the purposes of the Institute, and for the most part have felt that these purposes were achieved. Beyond this, the experience obtained in conducting the Institute has provided some useful insights into the kinds of allied courses which show promise of additional benefits.

In the cost-shared training programs, emphasis has been given to orienting middle and top levels of management in the uses and implications of automatic data processing. Since January some 500 employees in grades GS-11 through GS-15 have attended our 1-week sessions in ADP orientation and 75 top-level career people have participated in our 2-day executive seminars in ADP.

In both types of ADP sessions, we have attempted to provide a general exposure to some of the more significant aspects of ADP essential to a proper management understanding of computer applications. We have emphasized the studies and decisions which necessarily precede acquisition and use of a computer and the effects of ADP on organizational structure, economy and efficiency of operations, levels of employment, and other areas of management concern. In addition, our courses have dealt with the reactions to ADP by the work force and by organized labor, as well as the reactions of management to this new and powerful management tool.

#### VALUES GAINED

The values accruing to Government from interagency training are manifold. Most of the basic, badly needed

(Continued—See COLLEGE, page 20.)



## A Look at

# LEGISLATION

Status (as of September 26) of major Federal personnel legislation on which some action has been taken by Congress:

### LEAVE

H.R. 5490 returns to a calendar-year basis the 15 days' military leave to which each Reservist of the Armed Forces or member of the National Guard who is an employee of the United States or the District of Columbia is entitled. A 1960 law changed such leave from a calendar- to a fiscal-year basis.

Pending Presidential action.

### LIFE INSURANCE

S. 1070 amends the Federal Employees' Group Life Insurance Act to provide for additional life insurance of \$1,000 for employees whose salaries are less than \$10,000 and \$2,000 for those whose salaries are \$10,000 and above.

Passed Senate; pending before House Post Office and Civil Service Committee.

### LONGEVITY PAY

S. 1459 provides longevity step increases for postal employees subject to the Postal Pay Act equal to the within-grade of their various grade levels after completing 10, 13, and 16 years' service.

Pending Presidential action.

### MOTOR VEHICLES

H.R. 2883 provides for the defense of suits against Federal employees arising out of their operation of motor vehicles in the scope of their employment.

Approved September 21, 1961 (P.L. 87-258).

### PAY

H.R. 7377 and S. 1732 increase the limitation on the number of positions which may be placed in the top grades of the Classification Act of 1949, as amended, and on the number of research and development positions of scientists and engineers for which special rates of pay are authorized.

Pending Presidential action.

### PROMOTIONS

H.R. 1010 amends the Classification Act to provide that, upon promotion or transfer to a position of a higher grade, an employee would receive not less than a two-step increase of the grade from which he is promoted.

Passed House; pending before Civil Service Subcommittee, Senate Post Office and Civil Service Committee.

October-December 1961

### REEMPLOYMENT

H.R. 8765 extends the reemployment provisions of the Universal Military Training and Service Act beyond 4 years after August 1, 1961.

Pending Presidential action.

### RETIREMENT

Public Law 87-114, approved July 31, 1961, makes permanent certain increases in annuities payable from the civil service retirement and disability fund.

S. 188 provides for voluntary retirement at age 55 after 30 years' service with no reduction in annuity.

Pending on Senate Calendar.

S. 739 improves the financing of the civil service retirement and disability fund by providing for investing retirement funds at yield rates rather than at coupon rates, and reinstates disability annuity to dropped disability annuitants who do not return to the Federal service but who have a recurrence of disability or subsequent loss of earning capacity before reaching age 62.

Pending Presidential action.

H.R. 6141 limits to cases involving the national security the prohibition of payment of annuities to retired employees convicted of certain offenses (Hiss law).

Approved September 26, 1961 (P.L. 87-299).

### SALARY RETENTION

H.R. 7043 amends the salary retention provisions of the Classification Act of 1949 to include statutory salary increases in the retained rates of employees involved in downgrading; extends to postal field service employees salary retention protection in downgradings similar to that afforded employees under the Classification Act.

Approved September 21, 1961 (P.L. 87-270).

### TRAVEL

Public Law 87-139, approved August 14, 1961, increases the maximum rates of per diem allowance for Government employees traveling on official business.

—Mary V. Wenzel

IT'S GETTING TO be old hat for employees in CSC headquarters to come face to face with people wearing flowing robes, turbans, thong sandals, or other exotic native dress. Corridors which once sounded to the cobbled boots of citizens who came to patent their inventions in pre-Civil War days, when the CSC headquarters building was the Patent Office, now absorb the soft treads of African, Asian; and other foreign feet whose owners are here on their governments' business.

The visitors come singly and in large groups. Some stay for a day, others for a year. In the 8 years since the foreign visitor program began officially, approximately 2,000 have come to call.

Their business? To learn how public personnel administration is handled in a democracy, and to put into practice wherever possible in their own lands aspects of the American system they observe here.

The Civil Service Commission offers them an opportunity to study our Federal civil service system and to gain theoretical and practical training in public personnel administration.

Visitors have the opportunity to become familiar with day-to-day operations in the fields of recruitment and selection, in-service training, promotion, position classification, appeals procedures, inspections, management improvement, retirement, and the many other areas of personnel administration.

An average foreign official spends approximately 1 month studying the operations of the Commission and the Federal personnel program. In some cases the trainee has remained for 6 months or a year.

J. Douglas Hoff, of the Commission's Bureau of Management Services, manages the program. Representatives of the bureaus and staff offices of the Commission assist in carrying out training activities.

The Commission encourages an exchange of skills and information between the various countries of the world, and cooperates with the International Cooperation Administration, the Department of State, and other interested organizations in providing training for approved foreign nationals under the authorization of certain basic laws which will be discussed at the end of this article. The program was put on a formal basis by the Commission in June 1953, although occasional foreign visitors had been welcomed and assisted for several years before that.

There is no transfer of funds from the ICA or any other organization for this activity as in the case of similar programs of some other Federal agencies. CSC's program is staffed by the program manager and his secretary,

# EXPORTING



and is financed out of the general appropriation of the Commission.

Since 1950 the number of foreign visitors has increased each year because of the emphasis foreign governments are placing on more effective government administration. Basic legislation covering the admission of the visitors is the Foreign Assistance Act of 1950, which gave statutory authority to the Point Four Program and which pointed up the advantages of exporting technical know-how.



# PERSONNEL KNOW-HOW

Foreign visitors benefiting from CSC's training program now average about 350 a year. All the participants hold responsible positions in the public, professional, or diplomatic service of the nations they represent. Many of them are outstanding leaders in the field of public personnel administration. They represent widely differing cultural, economic, and governmental backgrounds, and are from countries in varied stages of development.

Many foreign governments and universities have established institutes of public administration, with the cooperation of the U.S. Government and the United Nations.

Abroad, there is a lack of available printed material dealing with American personnel management methods. Through the Commission's library the visitors are able to identify the more important readings in the field of public personnel administration. Their interests are directed toward purchase of books for purposes of translation. Some foreign universities have arrangements to facilitate the translation of such materials, while some visitors express an interest in making the translation themselves. A number of the Commission's publications and examinations have been translated into foreign languages, some by former students in the visitor training program.

Professors from foreign universities frequently visit the Commission to observe its operations and to gather personnel literature for their courses and libraries, and for books they are writing.

## PROBLEMS OF INSTRUCTION

Successful as the program has been, it has not been run without problems. Because of differences in experience, interests, and problems of the participants, each individual's program must be tailored to his needs. This can be very difficult because of the great differences between peoples from various countries and their American instructors.

For example, the Mohammedan religion sets the basic pattern of life for many natives of the Near East. The holy month of Ramadan requires complete abstinence from food and drink from sunrise to sunset. This is naturally an ordeal for the human body and means that the Muslim trainee cannot carry as heavy a schedule during this month as can his colleagues from a different culture.

Another culturally inspired difference is time. To us it signifies achievement, progress, money. In many

cultures, time is unimportant and many visitors are bewildered by the pace at which we live. This basic difference in time consciousness must be considered in programming some foreign nationals.

The average visitor comes to America full of preconceptions. Just as the average American may think of Holland in terms of tulips and windmills, Africa in terms of head hunters and tom-toms, many visitors see this country and its people through the image of tourists and the movie industry.

"Tourists give us the impression that all Americans are noisy and crude, and your movies shock the oriental sense of modesty," said an Indian trainee. It is necessary to correct such false impressions, or at least to condition them, before a trainee can profit from his experience.

The language handicap seems at times to be almost insurmountable. The ability to read, speak, and understand English is a basic requirement to participating in such technical assistance programs, but communication sometimes is difficult. Some days seems to end in pure exhaustion for both the trainees and the American adviser from repeated efforts to break through the language barrier.

Public personnel administration, like other professions, has a technical language all its own. Many of the technical words have no counterpart in the visitor's language. The word "status" is used in CSC to mean an employee has met all the requirements for full membership in the career civil service. Imagine its meaning to the representative of a country that is accustomed to the caste system!

Other difficulties stem from a lack of the visitor's knowledge of American political institutions. A visiting Turk asked: "Your system does not require entry at the bottom and permit gradual promotion to the top [to the position of agency head]; how can you call yours a true career system?"

A Korean visitor asked: "If you select people only on the basis of merit, how do you take care of obligations to your relatives?" He was trying to relate the Confucian concept of family obligations to our system of merit.

## MUTUAL GAINS

CSC's visitor program is not merely a one-way street in which the visitor gains technical knowledge and the American instructor gets nothing. Both parties to the exposure gain new insight into the other's heritage, personality, and attitudes toward public service. Some feel

that the cultural exchange is as beneficial to both as is the technical knowledge imparted to the visitors.

A Japanese trainee said: "I came here to study the Anglo-American spirit which is the mother of the system newly introduced into Japan, and then study how it should be adjusted and applied in Japan.

". . . I am satisfied now with the fact that I could feel some of the fundamental spirit which had been driving and running the system in the United States. Fragments of knowledge which I acquired by reading printed materials before I came are nothing compared with the spirit I saw."

A young lady from Austria wrote the CSC Chairman to say: "May I assure you that I am taking with me a deep admiration for the courtesy, kindness, and helpfulness of American civil servants, and that I will not fail to spread these impressions in my home country."

### WHAT THEY TAKE HOME

There is every reason to believe that personnel attitudes and techniques learned at the Commission are finding their place in civil service reforms going on throughout the world. Many visitors feel very strongly about the need for reform in their personnel systems. They are prepared to fight centuries-old customs with new ideas that will foster more efficient government.

Methods and techniques gained from their training here may naturally require, as one visitor pointed out, a change in the whole philosophy of personnel management within a country.



J. DOUGLAS HOFF (right), Manager of CSC's Foreign Visitor Program, discusses tabulated checks with Dr. Phillip von Brand of the Bavarian government. (USIA Photo)

Asked what he thought the United States could contribute most to his country, an Iranian official answered: "The idea of social consciousness so that our people can recognize their problems and share the responsibility for solving them."

He referred, of course, to the history of civil service in America. After years of corrupt and inefficient government administration, the people of the United States took the initiative in combating the spoils system.

Frequently, trainees who have returned home report improvements which have been made as a result of their training in the United States.

A Costa Rican government employee sent to CSC a circular which he had distributed to all Ministry employees, inviting them to submit their suggestions for improving the operations of government.

From Bangkok, Thailand, a former visitor reported on "an in-service training program designed to improve and to increase efficiency and productivity in the public service."

A German wrote back, "We intend to implement a system of selecting eligibles such as you have in your civil service system. We shall do exactly as you do: install a centrally guided but decentralized examining system so that eligibles will be selected objectively."

The Chief of Vietnam's Central Service wrote that "Our civil service is setting up a new Position Classification System which is largely inspired by the one I had the opportunity to admire when I was offered facilities for studying in your office."

Japan's Pension Bureau Chief reports on "a drastic reform introduced last year, under which the previous pension system was superseded by the new (American) system based on the actuarial formula. This system is to be administered by the National Public Service Personnel Mutual Aid Associations instead of the State, which had been operating the previous system."

While the changes reported above might appear to fill only basic needs from the point of view of a veteran of the U.S. Civil Service system, they represent major progress when considered in the light of customs and traditions which have prevailed for centuries in some of the countries from which the visitors came to America.

### THE LARGER VIEW

Obviously, there are gains derived from the visitor program, but how does the Civil Service Commission's visitor program fit into the larger scheme of things? First we might approach the answer from a historical viewpoint.

Two decades ago, the international educational exchange idea was incorporated as part of the good neighbor policy of President Franklin D. Roosevelt. Approximately 10 years ago, international educational exchange was established by action of Congress, as expressed in the Fulbright Act and the Smith-Mundt Act. The latter established a permanent program of international ex-

changes on a global basis. Each succeeding administration has emphasized exchanges.

The current technical cooperation program is an outgrowth of the Point Four program evolved under President Harry S. Truman. By helping to develop the economies and manpower resources of certain other countries, the program functions to support the foreign policy of the United States.

Through a variety of informational and educational activities, the overseas information program of the U.S. Information Agency performs a similar function by systematically presenting and promoting the study of the "American idea" abroad.

Besides the international educational exchange program, the Department of State administers certain related programs having important international educational aspects. These include the President's special international program for cultural presentation and the East-West contacts program. Under the latter, exchanges are being conducted in technical, scientific, and educational fields with the USSR.

The International Cooperation Administration programs have ramifications throughout a large part of the Federal structure, with many other agencies of the Government being involved, particularly in the training of foreign nationals. Agencies which operate important programs for or in cooperation with the ICA include the Department of Health, Education, and Welfare; the Departments of Commerce, Agriculture, Labor, and Interior; the Federal Communications Commission; and the Housing and Home Finance Agency. Generally these agencies receive transfers of funds from the ICA for their activities. Some of the cooperating agencies, however, also use funds specifically appropriated to them by the Congress for this purpose, and some receive funds from the United Nations or other international governmental agencies.

The principal program of the Department of Defense which has both international and educational aspects is the military assistance program under the Mutual Security Act of 1954. The training provided military personnel of other countries is mainly of a technical nature. Much of the equipment supplied other countries under the Mutual Defense Assistance Pact is used for instructional purposes.

Among other international educational programs of the Department of Defense are training of U.S. officers in foreign military schools, education of foreign students at the U.S. service academies, and foreign area specialist training in leading universities abroad.

Several constituent agencies in the Department of Health, Education, and Welfare administer programs in the field of international education. Some of these activities are carried out under agreements with the ICA or the International Educational Exchange Service. The programs of the Office of Education include such activities as teacher exchange between the U.S. and other countries, international teacher education and research, and



NIGERIAN VISITORS learn how CSC uses data processing equipment, such as card sorting machines, to improve personnel accounting operations. (CSC photo)

dissemination of information on education abroad. The research grants, research fellowships, and research training grants of the Public Health Service both to U.S. citizens to study abroad and to foreign nationals to study in the U.S. constitute a major international educational activity.

International educational programs of other Federal agencies, such as the Atomic Energy Commission, the National Science Foundation, and the Library of Congress, also fit into the overall scheme of things.

### SHADES OF DORMAN EATON

Thus CSC's visitor education program, important as it is, comprises but a fraction of America's efforts to help its friends and neighbors around the world.

A small cog in the wheel it may be, but it is an important one. Major events can develop from a visit abroad to see how other nations are solving a problem. A case in point is an incident from American history almost 100 years ago.

The year was 1870 when Dorman B. Eaton visited England to observe that nation's new civil service system. The knowledge he gained and the report he made to the Congress led ultimately to America's abandoning the spoils system and to Eaton's appointment as the first U.S. Civil Service Commissioner when the U.S. Civil Service Act was passed and a competitive service was begun in 1883.

We, too, have benefited greatly from the ideas of other nations.





SEVERE COMBAT WOUNDS in his left leg do not handicap this GS-11 Supervisory Production Control Specialist.

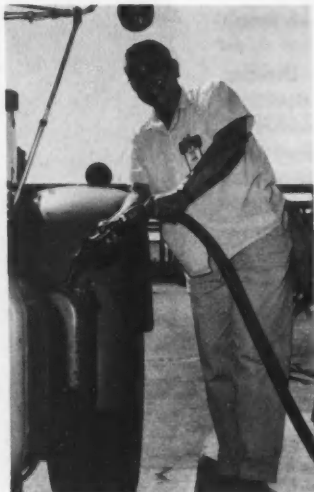


HANDLESS RESEARCH CHEMIST at Aberdeen Proving Ground manipulates a hypo syringe in preparing for laboratory test.

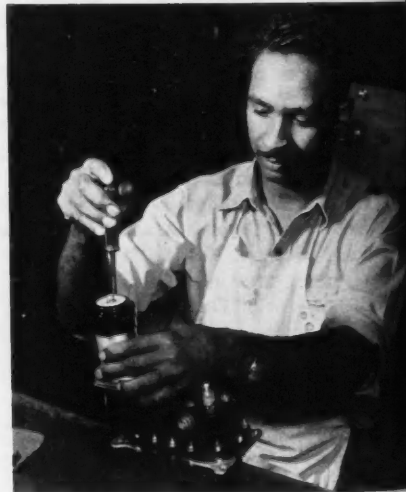
# WHO'S HANDICAPPED?



INABLE TO HEAR OR TALK, this attractive girl operates IBM equipment without any loss of efficiency.



ARTIFICIAL RIGHT LEG does not stymie this Government employee.

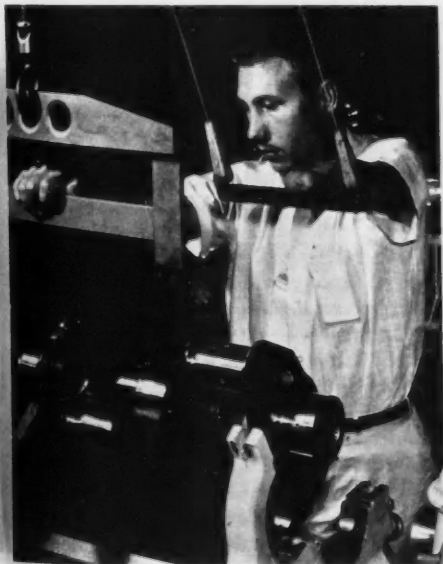


AIRCRAFT MECHANIC has provided skill maintenance for past 10 years without benefit of a left leg.



**CONFINED TO WHEELCHAIR** at work, at home, on lectern where he doubles as college professor, this GS-14 holds

executive position in USIA's Office of Research Analysis. He even uses wheelchair while driving his private automobile.



**GENERAL MACHINE OPERATOR**, who lost his hand in a hunting accident in 1939, works as a Wage Board Grade 10.



**POLIO VICTIM** with both legs paralyzed is rated a valuable asset to USAF for which he has worked since 1951 as an Aircraft Instrument Mechanic.

# THE INTERNATIONAL CIVIL SERVANT IN LAW AND IN FACT



—from a speech by the late DAG HAMMARSKJOLD  
former Secretary-General  
The United Nations

*On May 30, 1961, Mr. Hammarskjold spoke at Oxford University on the above subject. As a matter of reader interest, the Journal presents extracts from those portions of his speech which concern the problem of political neutrality of the international civil servant.*

IN A RECENT ARTICLE Mr. Walter Lippmann tells about an interview in Moscow with Mr. Khrushchev. According to the article, Chairman Khrushchev stated that "while there are neutral countries, there are no neutral men," and the author draws the conclusion that it is now the view of the Soviet Government "that there can be no such thing as an impartial civil servant in this deeply divided world, and that the kind of political celibacy which the British theory of the civil servant calls for, is in international affairs a fiction."

Whether this accurately sums up the views held by the Soviet Government, as reflected in the interview, or not, one thing is certain: the attitude which the article reflects is one which we find nowadays in many political quarters, communist and noncommunist alike, and it raises a problem which cannot be treated lightly. In fact, it challenges basic tenets in the philosophy of both the League of Nations and the United Nations, as one of the essential points on which these experiments in international cooperation represent an advance beyond traditional "conference diplomacy" is the introduction on the international arena of joint permanent organs, employing a neutral civil service, and the use of such organs for executive purposes on behalf of all the members of the organizations. Were it to be considered that the experience shows that this radical innovation in international life rests on a false assumption, because "no man can be

neutral," then we would be thrown back to 1919, and a searching reappraisal would become necessary . . .

Mr. Hammarskjold continued by discussing the provisions of the Covenant of the League of Nations. The Covenant was silent on the international character of the Secretariat. However, Arthur Balfour, British member of the Council, submitted a report urging the Council "to recognize that the duties of the Secretariat are international." Regulations were adopted which enjoined all officials "to discharge their functions and to regulate their conduct with the interests of the League alone in view" and prohibited them from seeking or receiving "instructions from any Government or other authority external to the Secretariat of the League of Nations." Article 100 of the Charter of the United Nations follows this League regulation almost verbatim.

. . . If a demand for neutrality is made, by present critics of the international civil service, with the intent that the international civil servant should not be permitted to take a stand on political issues in response to requests of the General Assembly or the Security Council, then the demand is in conflict with the Charter itself. If, however, "neutrality" means that the international civil servant, also in executive tasks with political implications, must remain wholly uninfluenced by national or group interests or ideologies, then the obligation to observe such neutrality is just as basic to the Charter concept of the international civil service as it was to the concept once found in the Covenant of the League . . .

The conception of an independent international civil service, although reasonably clear in the Charter provisions, was almost continuously subjected to stress in the history of the Organization. International tensions, changes in governments, concern with national security, all had their inevitable repercussions on the still fragile institution dedicated to the international community.

Governments not only strove for the acceptance of their views in the organs of the Organization, but they concerned themselves in varying degrees with the attitude of their nationals in the Secretariat. Some governments sought in one way or another . . . the clearance of their nationals prior to employment in the Secretariat; other governments on occasion demanded the dismissal of staff members who were said to be inappropriately representative of the country of their nationality for political, racial, or even cultural reasons.

In consequence, the Charter Articles underwent a continual process of interpretation and clarification in the face of pressures brought to bear on the Secretary-General. On the whole the results tended to affirm and strengthen the independence of the international civil service . . .

One of the most difficult of the problems was presented as a result of the interest of several national governments in passing upon the recruitment of their nationals by the Secretariat. It was of course a matter of fundamental principle that the selection of staff should be made by the Secretary-General on his own responsibility and not on the responsibility of the national governments. The interest of the governments in placing certain nationals and in barring the employment of others had to be subordinated, as a matter of principle and law, to the independent determination of the Organization . . .

On the other hand, there were practical considerations which required the Organization to utilize the services of governments for the purpose of obtaining applicants for positions and, as a corollary of this, for information as to the competence, integrity, and general suitability of such nationals for employment. The United Nations could not have an investigating agency comparable to those available to national governments, and the Organization had therefore to accept assistance from governments in obtaining information and records concerning possible applicants. However, the Secretary-General consistently reserved the right to make the final determination on the basis of all the facts and his own independent appreciation of these facts . . .

Mr. Hammarskjöld pointed out that several member governments, especially the United States, had been dissatisfied with not being allowed to "pass" on the employment of their citizens by the Secretariat, and also of not having original jurisdiction in dismissing them.

. . . It was recognized that there should be a relationship of mutual confidence and trust between international officials and the governments of Member States. At the same time, the Secretary-General took a strong position that the dismissal of a staff member on the basis of the mere suspicion of a Government of a Member State or a bare conclusion arrived at by that Government on evidence which is denied the Secretary-General would amount to receiving instructions in violation of his obligation under Article 100, paragraph 1 of the Charter "not to receive in the performance of his duties instruc-

tions from any Government." It should be said that, as a result of the stand taken by the Organization, this principle was recognized by the United States Government in the procedures it established for hearings and submission of information to the Secretary-General regarding U.S. citizens.

A risk of national pressure on the international official may also be introduced, in a somewhat more subtle way, by the terms and duration of his appointment. A national official, seconded by his government for a year or two with an international organization, is evidently in a different position psychologically—and one might say, politically—from the permanent international civil servant who does not contemplate a subsequent career with his national government . . .

Recently, however, assertions have been made that it is necessary to switch from the present system, which makes permanent appointments and career service the rule, to a predominant system of fixed-term appointments to be granted mainly to officials seconded by their governments. This line is prompted by governments which show little enthusiasm for making officials available on a long-term basis, and moreover, seem to regard—as a matter of principle or, at least, of "realistic" psychology—the international civil servant primarily as a national official representing his country and its ideology. On this view, the international civil service should be recognized and developed as being an "intergovernmental" secretariat composed principally of national officials assigned by their governments, rather than as an "international" secretariat as conceived from the days of the League of Nations and until now. In the light of what I have already said regarding the provisions of the Charter, I need not demonstrate that this conception runs squarely against the [Charter] principles . . .

This is not to say that there is not room for a reasonable number of "seconded" officials in the Secretariat. It has in fact been accepted that it is highly desirable to have a number of officials available from governments for short periods, especially to perform particular tasks calling for diplomatic or technical backgrounds . . . However, this is quite different from having a large portion of the Secretariat—say, in excess of one-third—composed of short-term officials. To have so large a proportion of the Secretariat staff in the seconded category would be likely to impose serious strains on its ability to function as a body dedicated exclusively to international responsibilities . . .

It can fairly be said that the United Nations has increasingly succeeded in affirming the original idea of a dedicated professional service responsible only to the Organization in the performance of its duties and protected insofar as possible from the inevitable pressures of national governments. And this has been done in spite of strong pressures which are easily explained in terms of historic tradition and national interests . . . The International Secretariat is not what it is meant to be

until the day when it can be recruited on a wide geographical basis without the risk that then some will be under—or consider themselves to be under—two masters in respect of their official functions . . . . Finally, we have to deal here with a question of integrity or with, if you please, a question of conscience.

The international civil servant must keep himself under the strictest observation. He is not requested to be a neuter in the sense that he has to have no sympathies or antipathies, that there are to be no interests which are close to him in his personal capacity, or that he is to have no ideas or ideals that matter for him. However, he is requested to be fully aware of those human reactions, and meticulously check himself so that they are not permitted to influence his actions. This is nothing unique. Is not every judge professionally under the same obligation?

If the international civil servant knows himself to be free from such personal influences in his actions, and guided solely by the common aims and rules laid down for and by the Organization he serves and by recognized legal principles, then he has done his duty, and then he can face the criticism which, even so, will be unavoidable. As I said, at the final last, this is a question of integrity, and if integrity in the sense of respect for law and respect for truth were to drive him into positions of conflict with this or that interest, then that conflict is a sign of his neutrality and not of his failure to observe neutrality—then it is in line, not in conflict, with his duties as an international civil servant.

Recently it has been said, this time in Western circles, that as the International Secretariat is going forward on the road of international thought and action, while Member states depart from it, a gap develops between them and they are growing into being mutually hostile elements; and this is said to increase the tension in the world which it was the purpose of the United Nations to diminish. From this view the conclusion has been drawn that we may have to switch from an international Secretariat, ruled by the principles described in this lecture, to an intergovernmental Secretariat, the members of which obviously would not be supposed to work in the direction of an internationalism considered unpalatable to their governments. Such a passive acceptance of a nationalism rendering it necessary to abandon present efforts in the direction of internationalism symbolized by the international civil service—somewhat surprisingly regarded as a cause of tension—might, if accepted by the Member nations, well prove to be the Munich of international cooperation as conceived after the First World War and further developed under the impression of the tragedy of the Second World War. To abandon or to compromise with principles on which such cooperation is built may be no less dangerous than to compromise with principles regarding the rights of a nation. In both cases the price to be paid may be peace.

## COLLEGE—

(continued from page 10.)

training is being provided now which previously could not be obtained by some agencies. For example, small agencies not having a sufficient need to offer courses of their own now reap valuable benefits from sending their employees to certain courses conducted by larger agencies primarily for their own need. Likewise, much need for executive and managerial training is now being met economically through centralized training made available to all agencies. Through centralized training efforts it is possible to provide a higher quality of instruction than could be provided by a single agency.

In addition to recognizing the economy and better quality of instruction resulting from interagency training, agencies also are enthusiastic about the cross-fertilization of ideas which takes place among participants from the different agencies. Frequently, interagency contacts established during training sessions are maintained informally afterwards and result in continued exchanges of ideas. Less tangible but perhaps equally important, the involvement of employees from different agencies in discussions of basic issues and problems of Government tends to break down provincialism and to give them a better understanding of the commonality in purposes as well as the diversity in activities among Federal agencies.

## THE FUTURE

Interagency training, recognized by law and now a familiar landmark in training administration, must increasingly respond to the operating needs of Government. It must be carefully administered, however, not as a substitute for other training but as a method having its own special purposes and values. Certainly it should never impinge upon self-development activities, nor be viewed as an alternative to agency training programs, targeted at specific and unique agency needs. No matter whether it expands, contracts, or remains at its present level—it must more than pay its own way in terms of demonstrated results.

In addition, there is a valid, continuing, and no doubt expanding need for properly selected training in outside facilities. Many universities are equipped to provide needed subject-matter training for which it would be extremely difficult or uneconomical to develop Government facilities. And certainly there is a need to develop an institution for the advanced training of our top-level career executives—the college with campus. The insights gained from experience with the administration of interagency training and outside training can contribute substantially to solving the administrative problems associated with the development of a civilian staff college.







## LEGAL DECISIONS

### BACK PAY AFTER RESTORATION TO DUTY

*Daub v. United States*, Ct. of Claims, July 19, 1961. Plaintiff was serving under a temporary appointment pending establishment of a register when he was removed on the charge that he refused to obey an order to travel. A grievance committee recommended that he be restored to duty, stating: "It is felt that the disciplinary action taken was not in consonance with the Department of the Army recommended Table of Penalties." (The standard penalty suggested by this Table was an official written reprimand.) Upon restoration plaintiff sued for back pay for the period between his discharge and his restoration.

The Court allowed the claim, stating in part: "The Government points out that the plaintiff was a temporary employee who had no status either in the competitive civil service, or as a veteran. But, as we have shown, the Army had, by regulation, conferred upon its employees, including its employees who had no rights under the Lloyd-LaFollette Act or the Veterans' Preference Act, the right to prescribed rational and uniform treatment with regard to their status as employees. The Government does not contend that these regulations were beyond the powers of the Army. The doctrine of *Service v. Dulles*, 354 U.S. 363, and of *Watson v. United States*, 142 Ct. Cl. 749, is applicable."

### SUSPENSION

*Zaverl v. United States*, Ct. of Claims, July 19, 1961. Plaintiff, a veteran, was an indefinite substitute postal clerk. She was placed in a "layoff status" while other postal clerks with less seniority and with fewer qualifications continued to be employed. She protested and when she was eventually recalled to work she sued for her pay for the period she was in the "layoff status," alleging that the failure to call her for work, in violation of her seniority rights under the postal regulations, was an improper suspension or furlough within the meaning of the Lloyd-LaFollette Act and the Veterans' Preference Act. The Court agreed and awarded her the lost pay.

### MISCELLANY

In other cases the courts made the following decisions:

- Denied plaintiff's claim for back salary allegedly due under the Salary Retention Act because the petition contained no allegations of arbitrary or capricious action or procedural error on the part of the Civil Service Commission. *Hoflund v. United States*, Ct. of Claims, June 7, 1961.

- Dismissed a petition for back pay after a discharge allegedly based on irregular procedures followed by the agency in giving the employee an unsatisfactory performance rating, stating: ". . . this court has held many times that the provisions of the Performance Rating Act are not a limitation on the removal of an employee for cause under another and completely different statute." *Hutton v. United States*, Ct. of Claims, June 7, 1961.

- Disqualified an attorney, who less than 2 years before had been employed in the Office of the General Counsel of the Treasury Department, from representing a taxpayer in a lawsuit to recover tax refunds on a claim that had been pending before Treasury during the attorney's employment. *Tomlinson v. Florida Iron and Metal, Inc.*, Ct. of Appeals, 5th Circuit, June 14, 1961.

- Held that the beneficiary designated in a will was entitled to the proceeds of a Federal Employees Group Life Insurance policy notwithstanding the deceased's failure to file a designation with the Civil Service Commission. *Sears v. Austin*, Ct. of Appeals, 9th Circuit, June 20, 1961.

### WHERE DID THE YEAR GO?

The number of cases involving present or former Federal employees that were disposed of by the Federal courts during the past fiscal year was substantial—51 in the Court of Claims, 73 in district courts and courts of appeal, for a total of 124. Judgment was entered for the Government in 107 of these cases; for the plaintiff in 15. (Six of these cases were settled by stipulation between the parties.) Two of the cases involved disputes as to entitlement to retirement benefits to which the Government was not a party; that is, the Government admitted liability under the Retirement Act to make payment, leaving it to the court to decide to whom the payment should be made. The odds in favor of the plaintiff were notably better in the Court of Claims, in which 13 out of 51 were successful as contrasted with 2 out of 69 in the other Federal courts.

As was the case last year, cases involving employees against whom adverse personnel actions had been taken (mostly removal, with a few suspensions and demotions) led all the rest: 73 out of 124, with 32 out of 51 in the Court of Claims and 41 out of 73 in the other Federal courts. Employees who were affected by a reduction in force formed the next most numerous group of plaintiffs whose cases were disposed of by the courts—8 in the Court of Claims and 5 in the other Federal courts. The other cases covered a variety of matters—4 involving appointment, 2 resignation, 7 pay matters, 1 restoration after military service, 12 retirement, 1 performance rating, 5 political activity, 4 life insurance, and 2 miscellaneous.

The courts ended the fiscal year with 183 cases pending disposition, 129 in the Court of Claims and 54 in the other Federal courts.

—John J. McCarthy

# COST CUTTERS



**\$2,800 IN MANHOUR SAVINGS** resulted from an idea of Jefferson C. Chittam (above), a guided missile mechanic at NASA's Marshall Space Flight Center, Huntsville, Ala. He designed and built an alignment press that simplifies the job of assembling and disassembling the liquid oxygen valves on the Saturn space rocket. One man does the work formerly done by two, with less danger of an accident. (*NASA photo*)

**\$11,000 MANHOUR AND MATERIAL SAVINGS** resulted from the combined thinking of four employees (shown below) of the Cartographic Unit at Agriculture's Soil Conservation Office, Spartanburg, S.C. They redesigned a standard 70-mm. camera—used to make farm planning maps—so that it can now be operated by one man instead of two, plus requiring less expensive film. Pictured, left to right, are Ira O. Hayes, Joe L. Bryson, and Meyer Frank. Seated is E. D. Almon. (*Agriculture photo*)



The value of the Incentive Awards Program in achieving greater utilization of the creativity and ability of the Federal work force was again demonstrated in fiscal year 1961.

Employees this past year turned in 110,295 usable ideas to get things done better or to reduce costs, which were incorporated into the daily operations of agencies . . . and 29,718 of these good ideas produced measurable benefits that directly helped management achieve better and more economical utilization of employee time and effort, supplies, equipment, space, training, and transportation. Management officials placed a dollar value of \$63,927,159 on these benefits.

In addition, 79,072 instances of sustained excellence of performance or singular accomplishments by employees and groups of employees were recognized through superior performance and special act awards. These extra employee efforts, which enabled agencies to carry out their programs more effectively, had a measurable value calculated at \$37,540,672.

Equally important to management are the intangible benefits reaped last year from employee suggestions and superior achievements, such as those which helped to advance the organization's missions, to provide improved services to the public, and to reduce accident hazards.

## TOP CASH AWARDS OF '61

Good ideas and excellent performance paid off for employees, too, with \$13,657,868 in awards. These were the largest cash awards made in fiscal 1961:

\$25,000 shared by Robert M. Schwartz, Milton E. Epton and Irving Mayer (posthumously), Picatinny Arsenal, Department of the Army, for nuclear weapons development.

\$9,935 to Dr. Richard W. James, an oceanographer in Navy's Hydrographic Office, for developing a system of routing ships around bad weather areas that resulted in annual savings of more than \$2 million plus significant intangible benefits. Earlier he received a \$500 award.

\$5,000 to a group of 22 employees of Interior's Bureau of Reclamation for compiling an outstanding and widely used technical reference and guide for engineers on the "Design of Small Dams."

\$4,700 to Albert P. Cray, chief scientist of the National Science Foundation's Office of Antarctic Programs, for "exceptional leadership, skill, and initiative" while serving with the Air Force at Little America in connection with the Antarctic Geophysical program. Earlier he received a \$300 award.

# OF 1961

\$4,515 to Olen W. Salisbury, Jr., deputy director of the Agricultural Stabilization and Conservation Service's Commodity Office, New Orleans, La., for suggesting a vastly improved system for recovering freight refunds on cotton shipments that produced "hard money" savings of almost \$4 million in 1960. This is the largest suggestion award ever made to an employee outside the Department of Defense.

\$4,300 shared equally by Dr. Morris Kales, Herman Chait, and Nicholas Sakiotis, three physicists of the Naval Research Laboratory, for pioneering research and development of a microwave device that resulted in \$1,500,000 reduction in radar equipment costs and operational improvement of military radar equipment.

\$1,630 to Mrs. Grace E. Beyerly, a military personnel clerk (GS-5) at Twelfth Naval District headquarters, San Francisco, Calif., for a suggestion that cut travel costs of reservists called to active training duty by more than \$1 million in one year.

Additional examples of the ingenuity demonstrated by Federal employees this past fiscal year are pictured on these two pages.



\$166,000 REDUCTION in manhour and material costs was realized because of an idea proposed by Robert J. Hornbeck (above, right), an Army training instructor at Fort Sill, Okla. He suggested use of an inexpensive training aid—a "trainer-tester"—for instructing students in the maintenance and repair of radio equipment. Substitution of the aid for the actual equipment reduces training time from 32 to 4 hours per trainee and eliminates damage to costly equipment. (Army photo)



\$4,000 REDUCTION in paperwork handling came from the redesign and consolidation of two forms suggested by Mrs. Annette U. Moffitt (above), stenographer at HEW's National Institutes of Health, Bethesda, Md. New form cuts clerical handling time by 1,900 manhours a year. (HEW photo)

\$7,500 IN MAN HOURS was saved in making rope fenders (protective bumpers which are the trademark of tug boats) as a result of a mechanical innovation devised by John Danaher (below), Panama Canal Company rigger at Balboa Heights, C.Z. Using wheels from a discarded roller skate, he fashioned a device that makes it possible for one man to unbraid 55 feet of manila rope in 5 minutes. The same task of separating rope into three strands was formerly done by hand, and took two men 30 minutes. (Panama Canal Co. photo)





## SHELF-HELP

### COMMUNICATIONS AND MANAGEMENT

#### *Something New for an Old Problem*

On-the-job communication between a master and his worker has taken place ever since primitive man first induced another to work for him. Whether the initial work command was backed up with a bunch of grapes or a spiked club, we don't know, but obviously this is where the communications problem began. And it has plagued us ever since.

In 19th century America the problem emerged king-size during the industrial revolution when the many went to work for the few. In the early 1880's the National Cash Register Company became one of the first American industries to embark on an organized management-employee communications program. One of their contributions to the field was the first employee bulletin.

In the early 1900's Frederick Winslow Taylor caused quite a stir with his scientific approach to management. However, he thought he had solved the communications problem by substituting the written order for the foreman's shouted command.

A major contribution to the literature appeared in 1920 with Scribners publication of *What Is on the Worker's Mind*, by Whiting Williams. This book, now considered a classic, is filled with ideas and advice that for the most part are as timely today as when first published.

In 1938 Chester Barnard pinned the communications function squarely on the executive. In his book, *The Functions of the Executive* (Harvard University Press), he charged: ". . . the first executive function is to develop and maintain a system of communication . . ."

For today's executive and managers at all levels, the following selected contemporary publications offer the most advanced thinking, research findings, and overall communications assistance.

*Employee Publications*, William C. Halley, Chilton Co., Philadelphia and New York, 1959. 139 pp.

As researchers point out, employee bulletins have multiplied like weeds and many, like weeds, have proved as useless. Too often the bulletin misses the mark by concentrating on plant gossip, employee after-work activities, and management's frustrations. Mr. Halley's frank and perceptive text should prove valuable to persons assigned to getting out an employee bulletin, or to persons who must decide whether a bulletin meets the communication needs of the organization. Its chapters

on "The Process of Persuasion," "The Pitfalls of Persuasion," and "The Techniques of Persuasion" are recommended to all who must communicate, whether through a regular publication or otherwise.

*Employee Communications in Action*, Robert Newcomb and Marg Sammons, Harper Brothers, 1961. 337 pp.

Written primarily for the management executive who feels the need for expert guidance before embarking on a new program, this book by a well-known man-and-wife team of communication consultants provides a wealth of ideas. It is essentially a case book of successful employee communications, full of practical and useful techniques. The chapters concerned with "Automation," "The Supervisor and Communications," and "The Job of the Professional Communicator," are particularly informative. For additional measure every chapter is concluded with a resumé of tips or tricks of the trade that should prove useful in avoiding pitfalls.

*Communicating Facts and Ideas in Business*, Leland Brown, Prentice Hall, Inc., 1961. 388 pp.

For the one who feels that his communication techniques have become jaded, this work by Leland Brown is a genuine how-to-do-it kit of fresh and original ideas about the art and science of communication. It provides a broad and liberal education in the development of the ability to create and use the available tools and media.

*Administrative Communication*, Lee O. Thayer, Richard Irwin, Inc., 1961. 336 pp.

Thayer's book is the most profound and scholarly of recent texts. It lives up to its promise of providing the reader ". . . a number of basic concepts by which the nature and dynamics of communication in organizations may be studied and understood." Its bibliography is one of the most outstanding ever compiled.

*English 2600*, Joseph C. Blumenthal, Harcourt Brace & Co., 1960. 440 pp.

Blumenthal's "English 2600"—a scientific course in grammar and usage—captivates the reader with ingenious "test yourself" treatment on every page. The idea, of course, is to raise the reader's basic level of communications through "participation" in the text. This unique text provides an excellent training device for any office that would like to raise its standards of clarity in communications. Its training method is both scientific and

## ADP Billboard

One of the few Government agencies which prepares its personnel reports on large computers is the National Bureau of Standards. In a typical month in the National Bureau of Standards, only 25 minutes of machine time are required to update the records of the Bureau's 3,700 employees and prepare 20 reports and listings. Preparation of the input data takes several days, however.

The reports come from the off-line printer in final form, complete with titles and headings. If additional copies are needed, they are then photographically reduced and printed on letter-sized paper.

The personnel program uses the IBM 704 with a 32,768 word memory operated at NBS primarily for scientific applications.

The input data needed for generation of all reports consists of a master tape record of 40 items about each employee.

A specially designed coding sheet is filled in by a personnel clerk for each action. Cards are key-punched from the forms and converted to magnetic tape for input to the computer. This phase of the system is receiving further study at NBS so that it may be simplified and speeded up through source data automation.

Each month the master record is updated and all reports required that month are prepared with one pass through the tape. Tables for statistical reports are stored in computer memory.

After each employee record has been updated, the employee is tallied in every table in which he must be counted. If he is to be listed in a list-type report, the number of the report and the data to be listed are recorded on another magnetic tape reflecting list-type reports in nonedited form. If the change which was made to the employee record was one affecting the posi-

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revolutionary. It could provide the remedy to "why Johnny can't read, spell, or write."

*The Silent Language*, Edward T. Hall, Doubleday & Co. Inc., 1959. 240 pp.

Why does Hall's book have a place in this selection of communications literature? The reason is that no broad-scale communication should be undertaken unless the cultural background of the audience is understood.

This book was primarily intended to alert our overseas representatives to the danger that lies in our assuming that everyone thinks and behaves the way we do. The chapter beginning with "Culture Is Communication" and subsequent ones can be provocative and helpful to the communicator.

—Franklin G. Connor

tion, the data are recorded in a sequence by position number on a position file tape. At the completion of this phase of the run, the tables which have been tallied in the computer's memory are recorded on another tape, complete with titles and headings. This tape, containing all changes made during the computer run and the updated master file, is used to print out all table-type reports in a format suitable for use without retyping.

List-type report data are accumulated on an intermediate magnetic tape, rather than in the computer's internal memory, in order to save the precious memory space usually required for program instructions, tally cells for table-type reports, and other items. List-type reports are put on an output tape, with titles and headings, from which they are printed out. They can also be used without retyping.

The position file tape is a special accumulation of data for the report, "Detail of Personal Services," prepared for inclusion in NBS's budget submission. This separate tape is used because the report requires data oriented to jobs while the master file is oriented to employees. The data are accumulated on the tape for a year and then sorted and processed to prepare the report. This report is prepared as a separate run, taking an hour of computer time. The cost, \$200, is a substantial saving over the \$1,500 cost of preparing the report manually.

Further information may be secured from CSC's ADP Information Exchange.

### MORE "MULLIGAN"

JOHN FOX furnishes some good fun through the mouths of his colorful civil servants, "Mulligan" (the boss) and "Grogan" (the worker). Below is part of a Fox essay—"Equal Pay for Equal Work." A selection of Mulligan definitions appears on page 28.

"Last week, Grogan," said Mulligan, "when I was burning a few bales of surplus regulations, me eyes was caught be the phrase 'equal pay for equal work.' I barely snatched the paper before it was consumed in the flames and it's a lucky day that I did. No wonder they wanted it burned. The words are dynamite! Do you realize that if they got out to the working force, there is not a boss in the place that would survive, their pay would be cut that bad?"

"Well now, I don't know," replied Grogan. "The words may be just a saying like 'top-of-the-morning' or 'the moon is made of green cheese.' Civil Service is great for such restful words. They probably thought up their equal pay business for someone to use in a speech."



## STANDARDS and TESTS

### TEACHER-CERTIFICATION OF TYPING SKILLS

The Standards Division has recently authorized, on a pilot study basis, the acceptance of teacher-certification of typing skill in lieu of the formal civil service typing performance test. This has been done as part of an effort to attract a better quality of applicant to the examination and to simplify administration of the examination. If, as anticipated, the pilot studies conducted by CSC regional offices demonstrate that this method of determining the degree of typing proficiency of applicants is operationally feasible, the use of such certificates should permit substantial economies in the cost of examining, be much more convenient for applicants, and speed up the whole process of getting qualified applicants on the job.

### STATISTICIAN STANDARDS—IN SPANISH

The statistical fraternity has taken great interest in the revised standards for Statistician and Mathematical Statistician, published in February 1961. Identical articles about the new standard appeared in the March issue of *The Statistical Reporter* and the April issue of *The American Statistician*. The article is now being translated and will appear in both Spanish and English in an early issue of *Estadística*, a bilingual journal published in Mexico by the Inter-American Statistical Institute of the Pan American Union.

### THE SCIENCE OF "INNER SPACE"

Significant technological changes have been taking place in the science of "inner space," as the ocean is sometimes called. For years the Commission has recognized a rather broad Nautical Science Series covering professional work in oceanography, hydrography, and navigation. In the past few years, however, oceanography has emerged into view as a full-blown discipline in its own right—taught in the colleges and universities and recognized as a very broad field of research embracing not only such physical sciences as geology, physics, and chemistry, but also to some extent the biological sciences. Accordingly, the Standards Division is conducting an occupational study of the nautical science and navigation fields which will probably result in recognition of oceanography as an occupation completely different and separate from other nautical occupations.

Thus, the technological advances in "inner space" science take their place with similar changes occurring in "outer space" science and engineering, also currently

under intensive study. From studies such as these significant revisions periodically emerge in the Federal occupational structure, as well as in the classification and qualification standards.

### PROGRESS REPORT

The following new or revised position classification standards were ordered from the Government Printing Office for October distribution:

- Personnel Officer
- Biological Laboratory Technician
- Financial Institution Examiner
- Occupational Therapist
- Physical Therapist
- Corrective Therapist
- Manual Arts Therapist
- Educational Therapist
- Veterinarian
- Veterans Claims Examiner (VA)
- Alcohol and Tobacco Tax Investigator (IRS)
- Marine Cargo Specialist

The following qualification standards were printed for June–July–August distribution:

- Management Technician
- Electric Accounting Machine Project Planner
- Plant Pest Control Technician
- Pharmacy Assistant
- Optometrist
- Public Information Specialist
- Writer and Editor
- Contract and Procurement Specialist
- Mathematical Statistician
- Marine Cargo Specialist
- Statistician
- Aircraft pilot (FAA)
- Aviation Safety Officer (FAA)
- Travel Clerk
- Passenger Rate Specialist
- Mail Handler (Post Office)
- Park Ranger (Interior)
- Dental Hygienist
- Transportation Regulations Examiner (FMC)
- Biological Laboratory Technician

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

- Engineer
- Loan Specialist
- Microbiologist and related professional positions
- Systematic Zoology, Plant Taxonomy, Museum Aid and Museum positions
- Mail and File Clerk
- Fishery Biologist (Interior)
- Cartographer (Photogrammetry and General)

## "SYSTEM"—

(continued from page 4.)

among them. In another, 23 job descriptions are suitable to cover 513 nursing assistants and one job description covers 25 attorney positions at the GS-14 level.

Similarly, the "system" embraces a variety of practices in the exercise of classification responsibility. The Department of the Air Force has authorized its commands to delegate major classification responsibility as far down as first-line supervisors, and provides a plan of training to ensure that supervisors become acquainted with the standards and the guidelines by which they can evaluate the positions under their supervision.

The Agricultural Research Service, the National Institutes of Health, and the Patent Office are examples of agencies that use committees of scientists or operators to review the assignments and contributions of individual workers in order to determine the classification of their positions, while at the same time considering the total career development of each employee.

A number of Army installations, and the Civil Service Commission internally, rely on supervisors for their annual classification review—that is, to determine what changes have taken place and what impact these changes might have on the evaluation of particular positions.

In short, the so-called classification system is hardly a system at all; it is more aptly a framework within which a variety of systems and practices can and do prevail.

## INDEPENDENT PERSONNEL SYSTEMS

Another bit of mythology has it that job evaluation under the Classification Act is more rigid and more ridden with standards abracadabra and flat requirements than are found under other Federal pay systems. The truth is quite different.

Nearly 700,000 positions in the Federal service are paid under what is ordinarily referred to as a wage-board system—that is, the wages of the various categories of blue-collar trades and labor personnel are set by departmental wage boards who use as their guide comparability with prevailing rates in local areas. But how do they know what to compare with what? Agency plans vary, but most use some system of job evaluation.

Take the largest, for example—the Army–Air Force wage-board plan. An elaborate array of job definitions, job series, and job families are set forth under a non-supervisory schedule of 15 grades, a leader schedule of 15 grades, and a supervisory schedule of 17 grades. Standards for a series include numerous pages of descriptive material with anywhere from 2 to 8 pages of explanations per grade level. The Army uses a point evaluation scheme; the Air Force evaluates jobs without points. In any event, the basis upon which annual surveys are made of comparative rates is clear identification of the occupations for which such data are sought. Then the agency must make sure that individuals working in

the occupations are assigned to the proper grade levels that are set up. This is no criticism. A complex variety of occupations, if it is to be systematized at all, demands such procedures.

Some people have alluded to the Postal Field Service job evaluation as if it were completely different from job evaluation under the Classification Act. As a matter of fact, the two are quite similar except for the fact that the postal system deals with many fewer kinds of jobs. For instance, 50 percent of the Post Office Department jobs fall in two standard categories—clerks and carriers. There are practically no other places in the Federal service where this occurs.

Standards under the Postal Pay Act are not foreign to the kind used under the Classification Act. They are in the form of key positions; key positions are used where appropriate under Classification Act standards. Standards under the Postal Pay Act entail not only the 49 key positions established by statute applying to 80 percent of all postal field jobs but also approximately 650 standard positions established by the Post Office Department covering an additional 11 percent of field jobs, and another 5,000 individual position descriptions as guides for the remainder of the jobs. Under the postal system, as under the Classification Act system, there is no magic that eliminates job analysis, hard-headed thinking in reasoning out the relationships among jobs and groups of jobs, and differences of opinion over what the answers should be.

Another Federal agency which is not required to follow the Classification Act has established a modified factor-comparison point-rating system as the basis for evaluating its positions. Its 117 key positions which constitute its "standards" occupy 650 pages. Job descriptions average in length from 4 to 5 pages. This is not a very large agency and apparently the system works very well. But it has no features which are incompatible with the framework of systems encompassed by the Classification Act.

Still another agency excluded from the Classification Act operates with a 1,000-page manual of standards applicable to most of its white-collar positions. The standards are very similar in form to many of those used by the Commission for Classification Act positions, and apparently are used with considerable success. Again, they do not suggest that there is some superior system that is not available under the Classification Act umbrella.

Regarding a number of the independent pay systems, and particularly the blue-collar wage board operation, the reason we hear so few cries of anguish about "classification" is that the pay arrangements attached to the classification structure constitute a much more flexible and responsive system than that provided under the Classification Act. Employee unions may occasionally question the proper classification of a particular trade or position within a trade, but by and large their attention

is focused on rates of pay, where it should be focused, whereas under the Classification Act the concern of interested parties is aimed at job evaluation itself largely because this is the only process that is available to the executive branch to affect pay levels.

## EXPERIENCE IN INDUSTRY

In 1960 the Commission studied the job-evaluation systems in 21 large private companies, each with over 20,000 employees. All but one of the firms had a formal job-evaluation plan. A variety of techniques were employed, but the point-evaluation system was the most popular. The number of grades or levels used ranged all the way from 8 to 45, clustering mostly in the range of 15 to 30. Most of the plans involved the application of a single set of factors, not a wide range of systems or factors that are available to the Government under the Classification Act. Written guides in the form of factor definitions, degree definitions, typical position descriptions, conversion tables, and the like constitute the standards which serve as guidelines for evaluation of positions. Companies that delegate authority in the classification process to the same degree that the Federal Government does appear to be rare. Hence, they generally require less in the way of guides to be used for evaluation purposes.

Out of 320 companies which responded to a recent survey, 92 percent said that even if they did not have a job-evaluation plan at the present time they would initiate one; and as for the companies that had 5,000 or more employees in this group, every one answered this point affirmatively.

An examination of the literature shows clearly that private companies have essentially the same problems that the Government does except its lack of pay flexibility. First, there is a problem of communication. One poll that was taken showed clearly that, while there was strong support for job evaluation by top management, the support was less strong as one moved down the line. This would indicate either that the value of the system had not been fully transmitted through the channels of communication, or, more probably, that supervisors down the line felt no responsibility for the process.

The literature is replete with complaints by operators and personnel men that job evaluation is handicapped by misunderstanding or by inexperienced, lazy, or incompetent administration. The point is repeatedly made that refuge in some mechanical, automatic substitute for judgment is a will-o'-the-wisp. There is no perfect, flawless job evaluation; all that anyone can hope to do is to move toward increasing consistency. To paraphrase one industry expert: "Success depends more on how a job-evaluation program is explained to supervisors and employees, and how it is administered, than on the type of plan used."

## CONCLUSION

Many of us feel that there is room for application of a "rank-in-the-man" concept in certain categories of work in the Federal service—for example, at top executive levels, as was suggested by the Hoover Commission. Nevertheless, let's not overlook the facts that there are some job evaluation aspects to "rank-in-the-man" and that some kind of classification system is going to continue to be necessary for the great mass of jobs in any public service. The real need is to consolidate our efforts and focus our energy on:

1. Exploring the ways in which the Classification Act framework can be used constructively to meet management needs and the changes in various occupations.
2. Dispelling some of the myths about classification which are attributable not to the "system" but to misinterpretation or narrow application of it.
3. Developing—on an extensive scale—participation by operating management in the job evaluation process itself, not for the purpose of making sure that operators "get what they want" in the way of grade levels but primarily to give managers the opportunity to act with a sense of responsibility in job evaluation—as one of the sound techniques for achieving program goals through a system of administrative orderliness.

Of the above three points the last one is probably the most important. With respect to all three the Commission is undertaking an aggressive and continuous inquiry and educational campaign in order to make sure that wherever we have classification ills a proper diagnosis is made and proper treatment is prescribed. We must use discrimination in attributing to the system only faults that are truly fundamental to the system and in correcting within the executive branch that which is attributable to unenlightened administration. Let's be sure we tackle the right devil.



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## BITS O' MULLIGAN

(More on page 25.)

**QUANDARY**—the spot a man finds himself in when torn between two or more doubts on the same subject.

**ADVERSE ACTION**—anything you get caught doing.

**PERFORMANCE RATING TIME**—when you tell everybody that unless they improve in 90 days it will take another year.

**INSUBORDINATION**—what happens when your instructions are completely ignored because they were so brief and clear that you didn't need to hold a conference.

**GRAPEVINE**—the thing that proves that it is a false rumor that rumors are false.

—John Fox





# TRAINING DIGEST

## CONFLICT OF INTEREST

Employee development officers read with special interest the White House communication on "Standards of conduct for civilian employees," which recommended that employees not engage in outside "teaching, lecturing, or writing, which might reasonably result in a conflict of interest, or an apparent conflict of interest, between the private interest of the employee and his official government duties and responsibilities." However, the White House memorandum noted that such activities "are generally to be encouraged so long as laws, general standards and regulations applying to outside employment are observed." These activities "must not be dependent on information obtained as a result of the employee's official government position if such information is not available to others at least on request." The head of an agency may authorize an employee to base his writings or lectures on nonpublished materials in agency files when this can be done in the public interest.

Employee development officers who negotiate training contracts should keep in mind that conflict-of-interest laws forbid them to transact Government business with a non-Government facility in which they directly or indirectly have a pecuniary interest. For example, an employee development officer could not legally negotiate a contract with a school of which he was an officer.

Employee development officers may not legally accept pay from non-Federal facilities for work which they perform for the Government. For example, if an officer selects agency employees for assignment to a non-Federal facility, he may not accept supplementary pay from that facility for making these selections.

An employee development officer may, if he is granted leave, work for a non-Federal facility which has a Government contract. In such employment he must, of course, avoid conflict-of-interest situations. For example, if the officer negotiated or participated in the negotiation of that training contract, he could not legally accept such employment. If the officer in his official duties provides services to Government similar to those which the contract would provide, he should avoid apparent conflict of interest. To illustrate this, if an officer conducts management training courses for his agency, he should not accept employment under an outside contract which also provides management development courses to his agency. This would involve an apparent conflict of interest.

Employee development officers may not accept free courses or other gifts from non-Federal facilities which

have or seek training contracts or whose training he evaluates. This, of course, would not prevent a training officer from attending courses without charge in order that he might evaluate their value to the agency.

Government-wide agency conflict-of-interest regulations seek primarily to insure the impartiality of Federal employees, and to assure the public of this.

## FOUR STUDIES PROBE TRAINING'S FUTURE

Three studies currently underway which may significantly affect Federal employee development were reported this summer by Chairman John W. Macy, Jr., of the Commission to the Interagency Advisory Group's Committee on Interagency Training Programs: (1) Commission staff is studying the possible need for more Government-wide training and more interdepartmental experience for management interns, (2) Commission officials are supporting a request for foundation support for a limited number of resident graduate fellowships in universities for career employees, and (3) Federal officials are examining the desirability of a central training institution for higher-level career executives.

A fourth study of interest to trainers is an analysis of Federal career development in administrative areas such as financial management, personnel management, and management analysis. The Office of Career Development is seeking to:

- determine the extent to which principal career development objectives are being met,
- ascertain successful career development methods, practices, and techniques which may be valuable for wider use,
- identify current and potential problems in career development planning, and
- provide a better basis for planning of career development programs.

## PRESIDENTIAL APPOINTEES

An act, pending in the Senate at the time we go to press, would authorize agencies (1) to send Presidential appointees to meetings at Government expense and (2) to allow such appointees to receive contributions and awards incident to training. Most agencies already have such authority for other employees under the provisions of the Government Employees Training Act. The proposed act would also give similar authority to the State Department for its foreign service. (H.R. 6374.)

## REVIEW OF TRAINING REGULATIONS

Following discussions with agency representatives, Civil Service Commission staff have been undertaking a comprehensive review of the Training Regulations in the Federal Personnel Manual, Chapter T-1. As changes are found to be necessary, the staff will present them to the Commission for action.

—Ross Pollock



## RECRUITERS ROUNDUP

### THE RECRUITING "SEASON"

Many endeavors have a "season" or the right time to accomplish a particular task or engage in a particular activity. Planting and harvesting, hunting and fishing, football and baseball, and many other undertakings usually take place during a certain time of the year.

Is there a "season" for recruiting? Ask any recruiter who throughout the year plans programs, submits reports, attends conferences, arranges campus visits, conducts interviews, and hires people! Naturally, a peak in recruiting comes in the spring when seniors are being courted for the June "harvest." But when one considers the keen competition for the available manpower supply, especially for trained and experienced personnel, then it becomes very clear that sporadic efforts to fill jobs are not likely to produce a steady intake of new people. In other words, Federal recruiting is a year-round business. Relaxing in recruiting means falling behind and this is one race where the pay-off for show and place is nil.

During the current fiscal year, recruiters in the Federal service will have to work extra hard to capitalize on past gains and to forge ahead in quest of people with the much-needed and often hard-to-find talents, skills, and abilities needed to keep Federal staffs up to required strength. The exciting adventure of a manned space flight to the moon, the defense build-up resulting from international tensions, the search for cures or controls in medicine, the use and problems of automation, and the expansion in some domestic programs such as air traffic control—all will add to the need for more attention in the total Government recruitment effort.

Interest in public service by college students and recent graduates has been showing a steady trend upwards. The tremendous response to the Peace Corps is matched by results in the most recent Federal-Service Entrance Examination year. In 1960, 91,000 took the written test, with about 35,000 passing and slightly over 7,000 selections reported—the best year ever. But in 1961, 114,000 took the examination, about 43,000 passed, and from present indications it is expected that up to 10,000 will be appointed.

This summer, over 1,400 college students were hired from the Student Trainee examination for jobs in laboratories of Federal agencies engaged in research and development activities. Many more were hired as student assistants, typists, stenographers, and clerks.

With regard to engineers and scientists, the Federal service has improved its position as evidenced not only by higher acceptance rates but also by a low (by com-

parison) quit rate. Federal employees with these skills are finding a real challenge in their work and a chance to make steady progress through the grade and pay structure without reaching an early "plateau" common to some industrial organizations that are noted only for fast starts.

The Government's year-round, organized recruiting programs are resulting in some long-range side benefits. Through community relations activities, better and wider dissemination of program information, Federal Career Days, assistance to high school teachers and counselors, and contacts with college placement officers and organized youth groups—an improved attitude is being developed as the cornerstone for a new image of the public service. This can lead directly to greater interest in public service and build an important foundation for Government recruiting.

And for both our immediate and long-range needs, the Federal service recruiting network must continue to be alert, ready, and working regardless of the weather outside.

—Sam N. Wolk



LATEST POSTER in CSC's series of employee-directed messages is this one whose theme was extracted from the President's message of June 22 on Federal employee-management relations. The poster is printed in red and blue on white, and is designed for display on bulletin boards in Government offices and installations. Agencies ordered about 100,000 copies.

## HANDICAPPED—

(continued from page 1.)

They have been widely circulated to Commission regional offices and agencies. They have been published nationally through the President's Committee.

The Civil Service Commission—reflecting the desires of the President and the Congress—operates a program to encourage physically handicapped persons to compete for Federal employment and to encourage appointing officers to give them full consideration when they establish eligibility.

Analyses of jobs have been made to determine just which occupations require a sound body and which ones can be done equally well by a man or woman physically handicapped. Testing procedures have been developed which permit the handicapped person to prove he can perform the requirements of a given job. Appointing officers have been told that a physical impairment must not be used as a basis for disqualifying a candidate who has been certified as able to perform the work in spite of his handicap. Coordinators have been designated to put into effect a continuing program of hiring the handicapped.

Yet despite the most thorough program of analysis, preparation, and organization, the program has not achieved its full potential. It has all too frequently broken down at the critical point where the appointing officer comes face to face with the handicapped person being interviewed for the job.

The program has been trapped in the narrow limitations of prejudice. The man actually making the important decision as to whether or not he should hire the handicapped person or pass him up for others who are eligible has sometimes dropped the ball.

I have discussed this problem with an expert in industrial medicine in an effort to discover why an otherwise mature, broadminded adult should allow prejudice of this kind to enter into an employment decision, denying employment to a handicapped person even though he knows the man has been certified by experts as being qualified.

"I do not think that prejudice is the right term to describe this attitude," the doctor began. "I think it is a combination of several other human weaknesses.

"First it is a lack of vision. The appointing officer sees a one-legged man standing before him and he thinks in terms of what the man can *not* do, not what he can do."

He cited the example of a man who was an applicant for a position involving contact with the public. The appointing officer saw that one of the man's arms had been replaced by an artificial hook and claw device. He told the applicant: "The job you seek has some strenuous aspects. For example, you might have to climb a fence to talk to a farmer. Maybe even a barbed wire fence." What the appointing officer did not realize was that the man's hook and claw arrangement was perhaps the best device ever invented for handling barbed wire.

"A second emotion which the appointing officer feels is fear," the expert continued. "And this feeling of fear, whether conscious or unconscious, has variations.

"In cases where applicants have histories of heart, muscular, or nervous problems, the employer wonders: 'What if it should recur? Would I be able to cope with it?'"

The expert continued: "This leads us to another emotion—pride. The employer wonders: 'Would the very presence of this man embarrass me or those around me? Would he destroy our image of being a healthy, vigorous team?'"

Philosophically, the expert concluded: "There are some other factors, conscious or unconscious, working on the employer when he views a man handicapped. He is asking himself, 'Would that man's presence make me uneasy? Would I be so sympathetic toward him that I would do his work at the expense of mine?'"

While there may be some convincing points of logic in the human reactions of the appointing officer, there is compelling evidence that he is wrong.

CSC medical officers have surveyed a number of job requirements. From a medical standpoint, they have determined that certain of these jobs can be done by a person without legs, others can be performed adequately by a deaf or blind person, while still others can be done by persons handicapped by muscular afflictions. As to former mental cases, the medical examiner is much better qualified than the appointing officer to decide whether or not a relapse is likely to occur.

While we might say that "appointing officer resistance" lies at the heart of the problem, it is not the system's only weakness. The coordinator program has not been a complete success either.

We realized early in the program that a coordinator should have enough stature in his organization to carry some weight with appointing officers. Some agencies, overly concerned in this respect, appointed coordinators who were much *too big* for the job—men at such high executive levels that they had neither the time to interview handicapped applicants nor the time to "sell" appointing officers on the merits of hiring the handicapped. Other agencies appointed men such as personnel officers who were too busy to do justice to their additional job as coordinators.

Another weakness in the coordinator program has been the reluctance of some agencies to appoint a coordinator at all. Up to now, the program has been permissive rather than mandatory (which may or may not be best). At any rate, we in the Commission could not require an agency to appoint a coordinator.

As late as August of this year, we were informed by the spokesman of a veterans organization that on a 4-week tour of the western portion of the United States, he learned that in more than 50 percent of the Federal agencies visited there was no coordinator program.

He wrote: "I find that in those areas in which the agency has designated a coordinator, there is some confusion as to the precise activities to be undertaken by the coordinator.

"I find that in most cases the existence of the coordinator is apparently a dark secret and that most of the employees in the agencies are unaware of the fact that such an entity exists."

(Continued—Over)

(Continued from preceding page.)

This veterans organization spokesman was not on a "bureaucrat scalping" binge. He, like us in the Commission, wanted to light a fire under a sound program that needs more vigorous action.

Whether or not the appointment of agency coordinators ever becomes mandatory from a legal standpoint, their appointment is too long overdue in too many Federal installations from a moral and a logical standpoint.

Let us review the facts to bring the program and its problems into sharper focus:

- Physically handicapped applicants, whether veteran or nonveteran, are eligible to compete for a number of positions under the merit system.
- Hiring of physically handicapped persons has proved itself to be in the Government's interest during the 19 years in which some 180,000 have been hired.
- A skilled-manpower squeeze is predicted for the Sixties, and physically handicapped persons comprise an important reservoir of manpower resources.
- Weakest point of the program as it exists today is the appointing officers' resistance, conscious and unconscious, to the presence in the office of a handicapped person.

By appointing, educating, and supporting the efforts of coordinators at all installations, by arming them with sufficient facts to enable them to overcome the appointing officers' resistance, we can go a long way toward solving the problem.

If we might compare our efforts to the old military yardstick of leadership which says "Organize, Deputize, Supervise," I would say that we have yet to deputize enough coordinators and provide them with adequate supervision in the form of support.

To reduce my case to a dollars and cents level, I would like to inject this final thought. Last year there were 15,000 Federal civil servants who retired because of physical disability. For my purpose, I shall assume that at least that many will be eligible for disability retirement during the next 10 years—about 150,000. Assuming also that about half of this number will have disabilities which will prevent the Government's retaining them in *any* job, it follows that the other half might be able to perform constructive work if reassigned to less strenuous duty. We end up with 75,000 partially disabled employees. Now, if only *half* this number, or 37,500, could be reassigned to jobs which they could perform efficiently and without harmful effect to themselves or others, think of the savings—not only in terms of human dignity and effort, but savings in dollars and cents: 37,500 positions for which recruiting would not be required, and 37,500 experienced public servants still providing public service.

The photo layout on pages 16 and 17 of this issue asks the question, "Who's Handicapped?" I say that we are—and it's our thinking.





## Worth Noting (Continued)

work for persons who acquire disabilities while in Federal service; and (5) consideration of disability retirement only after every feasible effort at reassignment has been made.

**WOMAN'S AWARD:** Plans are being made for the second annual Federal Woman's Award competition to honor six outstanding Federal career women early in 1962. Agencies will soon be invited to submit their nominations to the Board of Trustees. New chairman of the Board of Trustees is Mrs. Katie Louchheim, Consultant on Women's Activities for the Department of State. Other new Board members are Civil Service Commissioner Robert E. Hampton, elected vice chairman, and Senator Maurine B. Neuberger. Previous Board members who will continue to serve this year are: Miss Bertha Adkins, Head of Foxcroft School, Middleburg, Va.; Raymond T. Bowman, Bureau of the Budget; Alfred Friendly, Managing Editor of the Washington Post; Representative Kathryn E. Granahan; Mrs. Barbara Bates Gunderson, former Civil Service Commissioner and first Board chairman; Robert W. Hartley, Vice President of The Brookings Institution; Miss Miriam Ottenberg of the Evening Star; Ralph S. Roberts, Department of State; and Rocco C. Siciliano of Wilkinson, Cragun and Barker, Washington, D.C.

**CAREER DEVELOPMENT:** More than 30 outstanding college, industry, and Federal officials have accepted invitations to participate in the CSC-sponsored University-Federal Agency Conference scheduled at Princeton University, November 2-4. The conference was arranged to explore possibilities for closer working relationships between colleges and Federal agencies in the area of post-employment training and education, and it is hoped that the meeting will produce a better definition of the role of the university in career development of Federal employees and officials.

**RECRUITING RESULTS:** New annual records for recruitment through the general Federal-Service Entrance Examination and its management-intern option had already been established before calendar year 1961 was 9 months old. At the end of August, 7,100 selections had been made from FSEE lists of eligibles, compared to 7,157 for all of 1960, while 216 management-intern selections had been made—more than in any previous year. . . . Since the first FSEE test in December 1955, more than 750,000 applications have been received, 458,000 took the test, 170,000 passed, and over 35,310 eligibles were hired.

**MISCELLANY:** CSC Chairman John W. Macy, Jr., discusses a number of civil-service goals for the future in a featured article entitled "Merit System Revisited" in the September 1961 issue of the National Planning Association's publication *Looking Ahead* . . . CSC is reprinting in pamphlet form the two-part article "The Wondrous World of the Scientist in Civil Service" published in Vol. 1, No. 4 and Vol. 2, No. 1 of the *Civil Service Journal*, for use in recruiting. . . . Considerable interest has been expressed in the idea of a visitors' reception center here since publication of the article, "Washington—A Classroom in Living Government," by CSC Executive Director Warren B. Irons in the July-September 1961 issue of the *Civil Service Journal*.

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