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July 31, 1959

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Report #13
The 7th United States Civil Service Region
Chicago, Illinois
(Week of July 20th through July 24th)

Mr. George L. Rosenthal, assistant chief of the Examining Division is charged to give me a briefing concerning the organization of the Region.

The 7th U.S. Civil Service Region encompasses three states: Illinois, Michigan and Wisconsin, with Chicago as headquarters. The Region's organization is composed of five staff functions:

1. Budget and fiscal section
2. Administrative services section
3. Medical office
4. Appeals examiner
5. Civil Service Representative (Detroit)

It is composed of three main line functions:

1. Regional examining division
2. Regional inspection and classification division
3. Regional investigation division

The Regional Examining Division is in charge of:

1. Planning and directing the regional recruiting and examining program.
2. Directing and supervising the organization, training and operations of establishment boards of Civil Service examiners and post office boards and information points.
3. Forecasting advice and assistance to agencies on recruitment, placement, promotion and other examining problems.
4. Developing, supervising and coordinating personalized recruiting programs for Federal Service Entrance Examinations and positions in shortage categories.

Because of my previous visit to the central office of the United States Civil Service Commission (Washington, D.C.), where I was given full details and explanations about the activities of this agency, my present visit to the 7th Region is much more concerned with the procedures followed by each division in performing its functions.

So, I have successively had personal interviews with the following section chiefs:
Messrs. Leonard J. Sherry
Eugene C. Jirak
Joseph F. Daniels
Paul S. Chapman

They showed me, step by step, the procedure taken from the planning of any examination to the final appointment of the applicant.

Mr. Leonard J. Sherry is emphasizing especially upon the wide range of publicity and information carried out by the Region in order to prospect and attract young people to the governmental carriers.

The pamphlets entitled: "Through the Federal Service Entrance Examination", and "Civil Service and the Citizen," are widely circulated through colleges and high schools. The last publication is generally used as subject of civic education.

Mr. Eugene C. Jirak is Board Program Supervisor.

In my previous 6th report, it was pointed out that because of the tremendous organization of the Federal Government, with more than two million employees, it is necessary to proceed to a wide decentralization of the main agencies. The U. S. Civil Service Commission is decentralized into eleven regions, each of them covering a group of several states. But even after this decentralization, the volume of work of each region is remaining still voluminous and no region is capable of carrying out its functions by itself. So in this case, it is necessary to sub-decentralize the regions - in order to allow each governmental agency to carry out their own operations regarding the recruiting of its own employees.

The Region is just maintaining the privilege to train, supervise and audit establishment boards of examiners. There are 65 boards of examiners in the Region placed under the direct supervision of Mr. Jirak, who, after the discussion, took me to a visit to the Post Office Board located in the same building.

With Mr. Paul S. Chapman, we discussed about the preference granted to veterans.

Whereas in this country there is a system of beneficence or compensation which counts to add five or ten supplement points to the mark obtained by the veteran applicant, the system is much more adequately applied in Vietnam where the veterans are competing exclusively together for a certain number of positions reserved exclusively for themselves.

So this preference has a truly concrete significance in fact.

In case of insufficiency of veteran applicants, the positions reserved for them are extended to non-veterans.

In the States there is no special privilege for the veterans who are compelled to compete and to prove the minimum requirements eligible for each job.

The Inspection and Classification Division:

Mr. John W. Morgan, chief of the division, consecrated an entire day to give me the information connected with his division, which is mainly concerned with:

- positions classification
- personnel management

It was previously mentioned that the Civil Service Commission has delegated to agencies and field establishments the right to classify the positions of their personnel. Nevertheless, it maintains the privilege of inspecting and checking whether or not these agencies are performing correctly the operation.

The inspection can be carried out in many different ways:

- by - The position-reviews, which consist of checking the job descriptions made up by the Federal employees themselves.
- by - The supervisory-reviews, which consist of personal talks with supervisors.
- by - The desk-audits, which are the most accurate and also the most expensive and time-consuming means of inspecting.

All positions incorrectly classified are corrected either by upgrading or downgrading. In cases of deliberate misinterpretation of the Civil Service Act, the delegation to classify the positions could be withdrawn from the agency.

The Personnel Management activities consist of visits to all of the 176 Federal agencies of the Region and to ascertain if the basic personnel policies laid down by the Congress, the President and the Civil Service Commission are met in their average standards - which encompasses these nine factors:

1. Management control and direction of the personnel program.
2. Formulating and issuing policy
3. Position classification and pay administration
4. Staffing
5. Employee performance evaluation
6. Employee development
7. Employee relations and services
8. Employee recognition and incentives
9. Personnel records and reporting
10. Program Evaluation

The second kind of activity carried out by the division is realized in different ways, i.e., by:

- direct interviews with the employees
- group contacts
- questionnaires

After these fact-findings, the inspectors have to write a detailed report which includes:

- recommendations for corrective actions (in case of prerogatives in the Commission to enforce laws, rules and regulations)
- Suggestions (when the Commission has no authority to compel the agency to do such or such thing)

The report is sent either to the agency visited or to the department head.

The Division of Investigation

Under the Federal law, every agency must apply to the Civil Service Commission for an investigation within three days after any appointment of its employees.

Depending on the nature of the job (sensitive or not) the investigation is made either by personal contacts or by correspondence. Then suitability investigations are made concerned with the habits, reputations, morals or loyalty of the applicants.

In case of unsuitability, the applicants are given the choice of defending themselves for the facts against them and to appeal to the Central office at Washington, D.C.

In any case, the commission is always using its prerogative in so far as possible in order to enforce the laws and regulations and to safeguard the interests of the applicants at the same time.

I had an interesting interview with Mr. Maurice F. Sweeney, Chief of the Division and his assistant, Mr. James F. Donahue on the kind of "open-minded" shown by the division in the determination of all suitability cases referred to - the organization is praiseworthy.

NOTE

A job is qualified sensitive when it is connected directly or indirectly to any kind of secret information which interests the security or the defence of the nation.

The investigations for sensitive jobs are always made by personal interviews with the applicants.

August 18, 1959

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14th Report
Public Administration Service
Chicago, Illinois
(July 27 through July 29, 1959)

Mr. Joseph R. Grassie from the Foreign Visitors Program received me in the conference room and gave me a briefing connected with the history, the organization, and the activities of the Public Administration Service. P.A.S.

The P.A.S. is a non-profit corporation organized by the executives officers of a score of national and international organizations of government officials and agencies (among them):

- The American Society for Public Administration
- The Public Personnel Administration
- The Public Administration Service

These organizations share the belief that government in the United States can be made more satisfactory if administration organization, techniques and methods are improved; and that the responsibility for such improvement rests primarily upon public officials.

Incorporated in 1933 the P.A.S. is also successor to several other non-profit institutions. Its establishment and growth reflect the frequent need of modern governments and their officials for consulting services, for research and for authoritative publications on governmental administration and the need of organization of public officials and agencies for facilitating services.

The P.A.S. program consists of activities concerned directly or indirectly with the improvement of governmental operation.

The P.A.S. is composed of three main divisions:

The Field Services Division

The Field Services Division is the most important because it provides a full range of consulting services to governments. P.A.S. has conducted more than 900 surveys and installation projects. It has served as consultant to more than a score of United States Federal agencies, 3/4 of the U.S. states, commonwealths, territories, and municipalities and many other cities, counties, school districts, universities and special jurisdictions. Over 100 projects have been conducted for foreign governments on five continents.

These projects have covered the full scope of public administration ranging from assistance in the drafting of constitutions, charters, administrative codes to other administrative problems connected with health, welfare, labor, police, agriculture, and so on -

The Publication Division

P.A.S. has published hundreds of books, pamphlets, manuals for those concerned with various phases of governmental administration. In its own name or under the sponsorship of joint committees, it has conducted extensive research in governmental matters. These publications are intended primarily to aid public officials in the United States, but many are also widely used by research workers, teachers and students not only in the United States, but in many foreign countries.

The Central Services Division

P.A.S. manages the thirteen-thirteen building located East 60th Street, Chicago, and operates the joint reference library, to which each organization in the building contributes reference materials and financial support. The library includes a collection of 1,000 periodical titles, 35,000 books and 100,000 pamphlets and furnishes ready access to other outstanding collections.

After the briefing, Mr. Grassie urged me to spend some time in the library.

There I had the opportunity to read some interesting documents namely:

- Instructional Assistance in Workshop in Governmental Accounting for Selected Foreign Officials Sponsored by ICA.
- Services Regarding conference and related assistance for ICA sponsored visitors from other countries.
- Reconnaissance of public administration technical assistance for Indochina(1951).

Mr. Grassie has also arranged two appointments with the representatives of the Public Personnel Association and the Society for Public Administration located in the same building.

Mr. Keith Ocheltree is Senior Staff Assistant of the Public Personnel Association.

Mr. Robert H. Atwood is Staff Assistant of the American Society of Public Administration.

They received me separately and gave me a briefing concerning the organization, the aims and the activities of their respective association.

Whereas the first association is mainly concerned with the personnel management, the second one has a broader scope covering all aspects of public administration.

However, their activities are practically the same, namely:

- Planning and conducting conferences, lectures, panel discussions, workshops, and other professional meetings.

- Organizing national and international conventions
- Publishing journals and periodicals for disseminating new methods and techniques through their members
- Securing personnel advisory and consulting services to their members.

The Public Personnel Association has 2,600 members and the American Society for Public Administration counts 6,600 members throughout the country and overseas.

The Civil Service Commission of the City of Chicago

I was received by Miss Dolores L. Sheehan, President, and Mr. James S. Osborne, Secretary of the Commission. Afterwards Mr. Lloyd Hunt, personnel officer, assisted by his senior collaborators, gave me a general description of the organization and its activities.

The Commission was set up by an Act of the State Legislature in 1895, about 10 years after the constitution of the United States Civil Service Commission itself.

There are three commissioners appointed by the Mayor for three years term. Miss Sheehan is chairman.

The functions of the Commission are threefold:

- 1 - Examination for recruiting all employees for the City
- 2 - Job classification for the determination of proper salary
- 3 - Records maintaining.

Everyone who applies for any job must under go either:

- A written test, or
- A performance test, or
- An oral test, especially for those who are mainly concerned with public relations.

Fundamentally these combined tests are given in consideration of the merit system for the allowance of public jobs.

Miss Cole, Director of the Division of Classification, talked about the functions of her division.

About 25,000 jobs which represent 90 percent of the total are now properly classified.

Job classification means determination of the duties and responsibilities for the assignment of proper grades and consequently proper salaries. The policy is: Like job, like pay. The classification is carried out under the form of personal questionnaires which may be completed by desk audits in cases of doubt.

Because of the great number of these 25,000 jobs not mentioning the temporary ones, they are divided in groups, in series.

The scale of salary embraces 20 levels ranging from \$2,000 to \$19,000.

Besides the Division is also in charge of the training program.

One program is set up for new employees who are given general ideas about the structure of the federal, local, city governments, the history of Chicago and full information concerning their employment, their duties, responsibilities and rights.

Another program called "in-service training," is much more concerned with performance ratings.

By and large there are many similarities among the Federal, the State and the city Civil Service Commissions. Their aims and their functions are practically the same for different scopes or levels of authority.

Their main philosophy and policy are to replace the old spoils systems by the merit system for the recruiting of all kinds of public servants.

Especially, after my previous reports on the United States Civil Service Commission at Washington, D.C., the New York State Civil Service Commission at Albany, and the 7th Region of the U.S. Civil Service Commission at Chicago -- there is nothing else to add to this report.