

led by Charles W. Pipkin of Louisiana State University; and The Philosophy of Government, led by Nick P. Mitchell of Duke University. Formal addresses were given by Dean Shepard, Dr. King, Dr. Holcombe, and Professor E. B. Wright of the University of Alabama, the president of the Association for 1934. Officers elected for 1935 are: president, Dr. John W. Manning, University of Kentucky; first vice president, Dr. A. B. Butts, Mississippi State College; second vice president, Dean Charles W. Pipkin, Louisiana State University; corresponding secretary, Professor Glenn Rainey, Georgia School of Technology; and recording secretary, Dr. Frank W. Prescott, University of Chattanooga. On November 2-3, a conference on civic education, sponsored jointly by the Southern Political Science Association and the sub-committee on political education of the Committee on Policy of the American Political Science Association, was held at the Biltmore Hotel.

Personnel Questions of Interest to the Political Scientist. The sub-committee on personnel of the Committee on Policy of the Political Science Association would like to obtain information concerning courses offered by political science departments on the scope and methods of political science. It will be recalled that in the Anderson report on "Teaching Personnel in American Departments of Political Science"¹ there is a discussion of the importance of developing such courses as part of the training of political scientists for teaching positions. Such information might usefully include an outline and bibliography of the course, with any other descriptive data that may seem relevant to the instructor. Information is desired also concerning the program and organization of training schools for the public service. Requests for information concerning both questions have been coming to the committee, which hopes to serve as a central depository for such material as may be useful to members of the Association. Communications may be addressed to the chairman, John M. Gaus, South Hall, University of Wisconsin, Madison, Wis.

The committee also desires to remind members of the Association that the two new types of fellowship grants lately established by the Social Science Research Council should be kept in mind by political scientists. One type of fellowship is designed to encourage students of high quality who are completing their undergraduate courses to undertake graduate work in the social sciences. The other offers opportunity to students well along in their graduate work to obtain access to materials or persons especially important in the development of the student's work or training.

The memorandum which follows was prepared, at the request of President Shepard of the Association, by the sub-committee on personnel. The members of the sub-committee during the year 1934, all of whom

¹ See this *REVIEW*, Vol. 28, No. 4 (August, 1934), pp. 726-765.

participated in the preparation of the memorandum, are William Anderson of the University of Minnesota, Phillips Bradley of Amherst College, John M. Gaus of the University of Wisconsin, Luther Gulick of the Institute of Public Administration, and Charles McKinley of Reed College. Mr. Gaus, present chairman, and Mr. Anderson, first chairman of the committee, appeared before the Commission of Inquiry into Public Personnel at its public hearing in Minneapolis, Minnesota, on November 8 and 9 as representatives of the committee. The director of the Commission is Dr. Luther Gulick, and among its members are Professor Charles E. Merriam of the University of Chicago and Mr. Louis D. Brownlow, director of the Public Administration Clearing House.

MEMORANDUM SUBMITTED TO THE COMMISSION OF INQUIRY ON PUBLIC
SERVICE PERSONNEL, NOVEMBER 1, 1934

1. *Introductory Note.* Various points of view concerning political questions are naturally to be found among American political scientists, who do not attempt to formulate, through their Association, any common policy concerning current issues. Nevertheless, for two reasons the nature of their professional activities places upon them an obligation to submit some general considerations of the public service problem to your commission. Political scientists, through their acquaintance with students, observe the influence of standards and procedures in and of ideas concerning the public service held in the community upon student attitudes toward civic obligations and career opportunities. In addition to this, a large number have from time to time served in governmental agencies, and also have conducted research on administrative problems related to or identical with those which your commission is investigating. The views set forth in this memorandum are not official declarations of policy urged by the Association; but they do represent generally accepted deductions from the observations and experience of political scientists as clarified by their extensive discussion of these matters in print and conference over the past half-century.

2. *The Political Setting.* The American problem of the public service has naturally certain peculiarities. Unlike most other states of the world, we have a continent to govern, with diverse geographic regions and a population of diverse racial and cultural origins. No single metropolitan capital with a concentrated national leadership in journalism, finance, industry, commerce, or the professions serves as a focal point in the formulation of political opinion and the sifting of political and administrative policies and standards. The importance of positions of party leadership associated with the government of the day, corresponding to the posts of party leadership found in parliaments and ministries in European states, must therefore be recognized. Such leaders serve as the human and symbolic embodiment of the general policy and outlook of a government

which might otherwise seem dangerously remote. Such symbolism is important as a stabilizing factor in the process of social change, when essential developments of policy and changes in objectives may be jeopardized because of the lack of adequate personal political leadership to interpret and give personal backing and support to the necessary new policies throughout the country.

3. *The Administrative Needs.* But the major portion of governmental activity necessarily requires the knowledge and insight that come only with adequate educational preparation, relevant experience, and the consciousness of professional standards that must be maintained and furthered. The success or failure of the policies advanced by responsible party leaders and the effective integration of sectional requirements into a national program rest upon honest, intelligent, impartial administration. A society that pays even lip service to the idea of democracy will insist upon two practical measures in this connection:

- A. Recruitment of these services, upon which a decent standard of living is increasingly dependent, should be based most broadly on all the population regardless of religion, party, race, place of residence, or other factors irrelevant to the central requirement of capacity to do good work in the public service.
- B. The public is entitled to obtain greater returns from the vast system of elementary, secondary, and higher education which it provides free or with small charges to the students who use it, by securing in some regular and recognized form an increased amount of the service of the best products of this system.

4. *Equality of Opportunity.* Both of these general statements require specific measures for their adequate application. For example, many American communities are deliberately endangering their standard of living as protected by health officials and other public officers because of an insistence on a local residence requirement. We hope that your commission will point out to the public the illogical and self-punishing nature of the frequent rejection by state and local governments of an all-American basis for recruiting, regardless of class, party, race, residence, or religion, and regardless of capacity and honesty for the employees of our local, state, and national governments. The merit system, and a clearer recognition of the usefulness of secondary school, college, and graduate school records as evidence of fitness for various positions, are essential instruments for insuring democratic equality of opportunity, and should be extended widely in areas in which they are not now applied.

5. *The Use of Our Educational Resources.* A practical example of the application of the second general principle may be useful. The public is too little aware of the splendid professional, scientific, and other specialized governmental services which have developed in this country in the

past fifty years, through the coöperation of governments, educational institutions, and professional societies and organizations. For example, the many great scientific staffs of the Department of Agriculture come to mind, and the achievements of municipal departments upon whose adequate dealing with complex questions the welfare of millions may depend. But the immense problems thrust upon government by the collapse in business, commerce, finance, and industry in recent years illustrates the great need for increased emphasis on the functions of coördinating those services, forecasting costs and consequences, and taking long-time views in matters of population trends, sources of revenue, and developments of all kinds. Here there is no single type of professional preparation such as is provided in a school of forestry, agriculture, public health, library administration, or social welfare administration. Special training must come partly on the job in governmental work that helps the alert apprentice to obtain insight into the interrelations of functions and the problems of coördination and control. A selection of a fair sampling of the most able young men and women who have been given by American society the opportunities for development in our educational system should be brought into the national, state, and local service more regularly than at present and under conditions which will better awaken them to their civic obligations.

6. *Recommendations: Classification and Recruitment.* The practical implementing of such a program is indicated by scattered developments already under way in various governmental and governmental research offices in this country. By designating a class of positions in the civil service recruiting classification marked by duties of general administrative staff assistance to experienced officials, by examining for these positions on the basis of general personal capacity and the use made of educational advantages offered in our system, by paying a modest living wage, and by offering a fair chance to compete for promotional posts in general administration with those entering the service in other classes of positions, we can do much to end our present waste of ability and civic interest and establish a more democratic method of obtaining a good quality of service for the nation. We hope that your commission, with its opportunity of taking a wider view of developments in government and economic life, will call attention to the neglect of this coördinating and general administrative function (a neglect as marked in economic life as in government) and press the case for recruiting a fair share of intelligence and ability for meeting this need.

7. *Recommendations: An Administrative Staff College.* We commend to your consideration also the fact that several special and professional services have secured, in the national government, staff colleges in which their problems can be studied and administrators given special training for dealing with these problems. Arrangements are made also for sending

members of these staff colleges to institutions here and abroad for special research and observation which adds to their value in the public service. Typical of these staff colleges are the Army and Naval War Colleges, the Army Industrial College, and the Army and Naval Medical Colleges. We believe that with the increasing importance of problems of forecasting, coördination, finance, and general administration a civilian administrative staff college will be essential. Provision should be made for sending to this college for periods of research and special training not only members of the national civil service but also local and state officials, in view of the development of coöperation of all levels of government in the administration of various functions. Provision should also be made for assignment to institutions here and abroad for special training and research as already practiced in the existing staff colleges. The requirements of general administrative direction and control are at least as rigorous and difficult as those of any one administrative service, and it is time to recognize this in adequate staff institutions which serve to improve general administration.

8. *Recommendations: An Auxiliary Civil Service.* Finally, we hope that your commission will call to the attention of the public the appearance of a new supplementary or auxiliary public service in the secretaryships of civic organizations, and more recently on the staffs of trade associations and code authorities. Just as the German "cartel leaders" were found to be more adequate for their posts if trained in administration, public law, and economics rather than in the techniques of their respective industries, so we are finding that the problems of a code are interdependent with the whole economic, social, and political structure. The failure to foresee this growing interdependence, indeed, is a prime cause of our post-war difficulties. The problem of recruitment and training of the men and women to be employed in these organizations has therefore marked resemblance to that of the public service, and we believe that your commission may well call upon our educators to recognize this.

9. *Conclusion.* In brief, we believe that the public service will benefit from being thrown open more widely on a democratic basis. Such a program will bring a better return for the expenditures on education in this country, and will break down some of the existing party, local, and other barriers to the best use by the American people of their human resources. It is important that a more widespread public opinion be rallied for such an application of the American ideal to the personnel system throughout our government. But equally important, and indeed a part of the task of stimulating and rallying public opinion, is the indication of tangible procedures, methods, and policies to be adopted in order to make these ambitions a reality. It is here that we believe your commission has a unique opportunity for educating both the public and administrators, and it is for this reason that we are submitting these concrete proposals.