

stantly left in doubt as to whether they will ultimately receive the backing of the President or not. For example, in the War Department, under General Crozier, the Chief of Ordnance, the principles of scientific management have been adopted as the standard, and for two years and a half to three years this Department has been working with great energy and success in introducing these principles. During this same period, however, the Navy Department have been carefully hunting down every element of scientific management which was installed in the Navy Yards, and completely wiping it off the slate. And both of these occurrences have gone on with the knowledge of the President. This can be accounted for only by the fact that the President himself has no fixed or settled policy as to the means to be taken in accomplishing efficiency. And why should he, when he has in his Cabinet not a single man with whom industrial efficiency has been a life study? It would seem that under any President who really wants efficiency, one cabinet officer should be chosen whose chief interest will be that of obtaining governmental efficiency; and who will be able to properly post the President as to the steps to be taken and unify the action of the administration throughout all of the governmental departments.

The greatest emphasis should be laid upon the fact that, in order to obtain results, it is necessary to begin at the top, with the thorough co-operation of the President and his Cabinet. And, bearing in mind that four years is a short time in which to effect changes which are well worth while, it seems almost a necessity to begin work in the early part of a Presidential administration; that is, unless the President is to be re-elected, because history indicates the fact that a change of administration almost always marks a very material change in the governmental policies, even though the two succeeding Presidents may belong to the same party. History shows that too frequently the President himself, and in a large number of cases the Cabinet officers, think it necessary for their own personal success that they should openly and avowedly greatly modify the policy of their predecessors. In order to brand the achievements during their own administration with their own names, they find it necessary to discredit the accomplishment of those who went before them.

Having then laid the proper foundation, through obtaining the backing of the Chief Executive and his officers, the important question is, what steps shall be taken to produce efficiency. Our answer to this is that, in the government departments, one should follow the same procedure as is followed in the organization of industrial companies. Under the older systems of management which are in common use, it has been necessary in order to obtain the best results

in management, to secure the services of some one or more men of very exceptional, in fact extraordinary, ability; and the personality of these uncommon men has been relied upon largely to bring about results. Such men through their personal knowledge, through that knowledge and special ability which they carry in their own heads and which dies with them, and through their personal magnetism and energy, control and guide the men under them. Under the older system of management, in which the problem of obtaining greater efficiency is put up directly to the men, the function of the manager lay chiefly in persuading men largely through personal influence, to do better for their employer than they had in the past. Under scientific management, fortunately for the possibility of progress in governmental employ, the personality of the few men or the man at the top is far less important than under the older management. This necessity of securing a very-high-class man has in the past made any great progress almost impossible under government employ, because the highest class civilians have greatly hesitated to accept government employment, owing to the fact that politics have played in the past such a large part. They recognized that the difficulty of playing the political game in addition to their own specialty of bringing about greater efficiency was too large an undertaking, and have almost invariably preferred private to public employment. So the impossibility of getting these great leaders or captains of industry to enter government employ, in itself made it impossible to achieve any great amount of efficiency.

The process of building up an efficient management under the principles of scientific management is radically different from the older type. Under scientific management, personal influence counts for far less than the other elements. The scientific study of what should constitute a proper day's work for each government employe becomes the element of perhaps the greatest importance, and this study can be made by men of very ordinary calibre. It calls for honesty on the part of the time student, and continued hard work, but not the extraordinary qualities demanded of the old type "captain of industry." It places the development of the science of doing each kind of work far above any man or men, and makes it possible for a number of ordinary men when co-operating with the aid of science, to far outstrip the individual leaders of the past.

This study of the duties of each individual government employe and of the proper time required to perform those duties, evidently involves a very large amount of continuous, plodding work. Fortunately, however, the results from this analysis of duties and of the time required to perform those duties, begin to show almost immediately, and present the founda-

tion for obtaining important economies in the government service. When it is shown, for example, that the clerical work to be performed by a man in a given position in the government can be done in an hour and a half a day, whereas he now takes the whole day, this fact alone points the road towards economy. To use the expression in common use, in scientific management, each employe is given his daily task to perform, and the determination of this daily task really lays the foundation for government efficiency.

This system has a very great advantage over the older system, in that many hundreds of men can work at the same time in widely scattered locations in laying this foundation for efficiency; whereas, under the old plan, where personal influence counted, the work of the usual man was of necessity confined to a small group of men under him. Without doubt a central planning department should be established, in which the governmental standards for a proper day's work, etc., should be recorded and distributed to the local planning departments.

Under the older system of management, it has been usual to start at an entirely different point, that is, by introducing a system of cost records, showing the expense of performing each class of work, etc., and acting on this idea President Taft has established his "Commission on Economy and Efficiency," of which Dr. Cleveland is the head. I do not wish in any way to deprecate or belittle the use of a system of cost records of this sort. The establishing of a budget for the United States Government in a way similar to that which is made out for the English Government should be an immense help both to the executive departments and to Congress in carrying on the governmental work; but what I want to emphasize is that this leads only in the most indirect way to efficiency. It does not produce efficiency. An accounting system at the best is a signboard which points out inefficiency. It is a hand, indicating "This is an especially inefficient spot." Now we all of us know that practically all of the activities of the United States government are carried on in an inefficient way, that is, as far as quantity of work is concerned, not in quality; so that in the government work at least, we now need no accounting system to point to the fact that the work is inefficient.

On the other hand, as the work grows more and more efficient, then the accounting system becomes more desirable to point out and equalize inequalities between different departments and in different localities.

My advice, therefore, is to begin by setting up the great standards of efficiency to which the various men in government employ should rise. With these tasks established for each position, it becomes possible, automatically and rapidly to weed out the drones and

the inefficient men, or change men from positions for which they are not well suited to other positions for which they are well adapted. The discharge of an employe or his promotion or his change of position is no longer, under scientific management, a question of opinion of some man who is over him, it is a question of recorded fact. The man is unable to accomplish his daily task, and therefore must make room for some man who is.

This system, then, in this way makes for very rapid progress. It is clear, however, that in the application of this new test for filling and holding governmental positions, the old idea of influence, pull and friendship must entirely disappear, and it will be useless for any administration to go after real efficiency in government service unless they are willing to disregard absolutely this political influence which even now plays the most important part in government service. The moment those at the top cease giving attention to the backing and to the pull of the government employe, that moment will the employe himself start to change his mental attitude towards his own work, and he will realize that his success must in the future depend upon his own efforts, and not on what some one else can do for him.

The Civil Service examinations and rules have done an immense amount in keeping men out of the government service who were utterly unfitted for their jobs. In no sense do I advocate any relaxing of the Civil Service requirements. It is very unfortunate, however, that no Civil Service examination has been devised which will indicate whether the applicant has the moral qualities required for his job, whether he has integrity, grit, energy, perseverance, etc. Of necessity the Civil Service rules are limited, one may say, to the mental qualifications. The need, therefore, in government service is some way by which the other much needed qualities can be recognized and have their proper weight in the selection and in the retention of a candidate. It should at least be possible at all times for the government to discharge peremptorily a man who lacks energy, determination, and the moral qualities necessary to obtain results in his particular job.

The moment political influence ceases, and when those high up in government office or employ cease to consider in the least the political qualifications of government employes, it will become comparatively easy to promote men who show especially fine qualities other than intellectual, and in the same way get rid of those who lack these qualities. Emphasis, however, must be laid upon the fact that there is no hope whatever of obtaining any great increase in efficiency unless the managing heads of the various departments and the important leading men who are under them look upon their government positions