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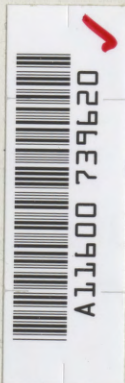
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Em 7/6 **EXTENDING APPORTIONMENT REQUIREMENT
TO TEMPORARY SUMMER EMPLOYMENT**

GOVERNMENT

Storage



HEARING
BEFORE THE
COMMITTEE ON
OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES
EIGHTY-SEVENTH CONGRESS

FIRST SESSION

ON

H.R. 5698

**A BILL TO EXTEND THE APPORTIONMENT REQUIREMENT
IN THE CIVIL SERVICE ACT OF JANUARY 16, 1883, TO
TEMPORARY SUMMER EMPLOYMENT, AND FOR OTHER
PURPOSES**

AUGUST 9, 1961

11

Printed for the use of the
Committee on Post Office and Civil Service



U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1961

74901

AUTHENTICATED
U.S. GOVERNMENT
INFORMATION



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III



EXTENDING APPORTIONMENT REQUIREMENT TO TEMPORARY SUMMER EMPLOYMENT

WEDNESDAY, AUGUST 9, 1961

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE OF THE COMMITTEE ON
POST OFFICE AND CIVIL SERVICE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 11 a.m., in room 215, House Office Building, Hon. Kathryn E. Granahan (chairman of the subcommittee) presiding.

Mrs. GRANAHAN. The committee will come to order.

This subcommittee was appointed to consider H.R. 5698, a bill to extend the apportionment requirement in the Civil Service Act of January 16, 1883, to temporary summer employment, and for other purposes. The members of the subcommittee are Mr. Dulski, Mr. Addabbo, Mr. Broyhill, and Mr. Rousselot, and I was designated chairman.

H.R. 5698 was introduced by our colleague and valued former member of this committee, Representative Lindley Beckworth, of Texas. The purpose, as indicated in the title, is to require that temporary summertime appointments to Government positions in the Washington area be subject to the apportionment requirements of the Civil Service Act of 1883, just as such apportionment requirements now are applicable to permanent appointments in the Washington area.

This extension of the apportionment policy to summertime employment would be accomplished, under the language of the bill, by inserting appropriate language in the pertinent section of the Civil Service Act, as contained in section 633 of title 5 of the United States Code.

(H.R. 5698 follows:)

[H.R. 5698, 87th Cong., 1st sess.]

A BILL To extend the apportionment requirement in the Civil Service Act of January 16, 1883, to temporary summer employment, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the sixth paragraph of section 2 of the Civil Service Act of January 16, 1883, as amended (5 U.S.C. 633), providing for the apportionment of appointments in the competitive civil service, is amended by inserting "(including appointments to temporary employment of more than thirty days in the period from May 1 through September 30 of each year, except appointments to the postal field service and appointments of an emergency nature)" immediately following "appointments to the public service aforesaid".

Mrs. GRANAHAN. Our first witness is Representative Beckworth, the author of H.R. 5698.

Mr. Beckworth, it is a pleasure to have you before this subcommittee of the committee on which you rendered such valuable service, and I welcome you.

**STATEMENT OF HON. LINDLEY BECKWORTH, REPRESENTATIVE
IN THE CONGRESS OF THE UNITED STATES FROM THE THIRD
DISTRICT OF THE STATE OF TEXAS**

Mr. BECKWORTH. Thank you, Chairman Granahan. I appreciate your very cordial welcome. It goes without saying that I enjoyed very much my service on this committee beginning first in 1939, and then I was privileged to return here about 4 years ago and served some 2 more years on this splendid committee. I miss it.

I want to thank you for making possible this hearing, Chairman Granahan, and Mr. Johnson for helping me to bring it about, and certainly the distinguished chairman of the committee who cooperated with me to help me get a hearing. Never have I called on the members of this committee or the personnel for cooperation without receiving wonderful cooperation. You are indeed a splendid committee and you have a very wonderful staff.

This is a very simple bill concerning which I appear. There is nothing complex about it. It simply provides that in the filling of temporary jobs in the summertime, for example, by students, that the apportionment which now prevails with reference to Federal employees in connection with full-time jobs will prevail.

I have in mind two or three fundamental reasons why I think this bill should pass.

A great deal of stress is placed today on younger people knowing something about our Government, our democracy, and we all know this is a good thing. It will be more necessary in the future, perhaps, than it has been in the past for our people to be able to judge accurately the functioning of the Government.

It has been said that a person's judgment is no better than his information. If a youngster has little information about his Government, his ability to render a sound judgment about his Government is limited. The more information he has, the better judgment he will have, in my opinion.

Furthermore, it's a very wonderful thing for a child or an adult to be privileged to be here in Washington, even for a short time. It has a value that one can't get in other sections of our Nation; we have only one National Capital. I know when I was a kid living out in the country I never did even dream of having the privilege of being in Washington. It was too remote. Washington still is remote to some of our citizens. And it has been a fulfillment, a very gratifying one for me, just to be here and see these wonderful historic sites that are available for people to see, and to observe the operations of our Government.

I am sure every Member of Congress has, from time to time, a request to try to help get a person a job here in Washington in the summertime. Perhaps the efforts that each of us has made have had varying degrees of success; but I would believe that the average Member who undertakes to help one of his constituents get summer employment has a rather tough time doing it. The jobs seem always to be gone. This,

in my opinion, is all too true whether a person works through his own efforts or through the efforts of a Member of Congress.

And, pursuing this, I began to check a few years ago into where the jobs seem to go. I contacted over 20 agencies of the Government; incidentally, the information was difficult to obtain. It took a good deal of perseverance; it wasn't easily obtainable information.

I obtained the names of people and their addresses in over 20 agencies and then began a study of the information. The Library of Congress gave me help too. I want to pay my respects to those in the Library who helped me so very much. They helped me analyze where the people came from who worked here in the District of Columbia in the summertime, based on the facts that I submitted to the Library.

Incidentally, this is only a suggestion but perhaps you could help us to bring these figures up to date. The figures I have relate mainly to 1959. I would like to see them brought up to date. You need this information, I feel.

The picture may have changed more to the liking of what I feel is a fair situation.

I have a table which, I repeat, the Library of Congress helped me prepare. I would like to ask to place this table in the record along with other information that I have obtained in connection with the employment of the people in the Government.

(The information follows:)

Alabama	1
Alaska	1
Arizona	1
Arkansas	1
California	1
Colorado	1
Connecticut	1
Delaware	1
District of Columbia	1
Florida	1
Georgia	1
Hawaii	1
Idaho	1
Illinois	1
Indiana	1
Iowa	1
Kansas	1
Kentucky	1
Louisiana	1
Maine	1
Maryland	1
Massachusetts	1
Michigan	1
Minnesota	1
Mississippi	1
Missouri	1
Montana	1
Nebraska	1
Nevada	1
New Hampshire	1
New Jersey	1
New Mexico	1
New York	1
North Carolina	1
North Dakota	1
Ohio	1
Oklahoma	1
Oregon	1
Pennsylvania	1
Rhode Island	1
South Carolina	1
South Dakota	1
Tennessee	1
Texas	1
Vermont	1
Virginia	1
Washington	1
West Virginia	1
Wisconsin	1
Wyoming	1

Tennessee	12	1	8	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
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- 1 General Accounting Office, letter of June 1, 1959. The figures can represent applicants who had been chosen or tentatively chosen to fill summer jobs in 1959.
- 2 The Library of Congress, letter of Mar. 1, 1961. The figures given represent temporary employees hired for varying lengths of time, up to a year, from May 15 to Aug. 15, 1959. The Library has no special program of summer employment.
- 3 Department of Agriculture, letter of June 16, 1959. The figures stated represent temporary jobs in the Washington, D.C., metropolitan area which were to be filled by students during the summer, 1959.
- 4 Department of Commerce, letter of June 18, 1959. The figures given represent student assistants and student trainees hired for the summer, 1959.
- 5 Department of Defense, letter of June 10, 1959. The figures given represent students selected for summer employment in 1959 by the Office of the Secretary of Defense.
- 6 Department of the Air Force, letter of June 23, 1959. The figures given represent student trainees hired by the Department of the Air Force Headquarters for the summer, 1959.
- 7 Department of the Army, letter of June 15, 1959. The figures stated here represent students who had been selected or tentatively selected for temporary appointments for the summer, 1959, with the Department of the Army.
- 8 Department of the Navy, letter of May 19, 1959. The figures given represent students majoring in engineering or the physical sciences who were prospective employees of the Navy Department for the summer, 1959.
- 9 Department of Health, Education, and Welfare, letter of Aug. 19, 1959. The figures given represent students employed by the Department of Health, Education, and Welfare for the summer, 1959.
- 10 Department of the Interior, letter of July 21, 1959. The figures stated represent students who were appointed to temporary jobs in the Department of the Interior in the Washington, D.C., metropolitan area for the summer, 1959.
- 11 Department of Labor, letter of June 1, 1959. The figures stated include temporary student assistants who were selected for positions with the Department of Labor for the summer, 1959.
- 12 Department of State, letter of June 4, 1959. The figures given represent temporary employees and students whom the Department of State had hired or planned to hire for employing, stenographic, and student assistant positions for summer, 1959.

13 Department of the Treasury, letter of June 23, 1959. The figures given include all summer appointments of students, regardless of the temporary or nontemporary nature of the jobs, themselves, for 1959.

14 Atomic Energy Commission, letter of June 15, 1959. The figures given include all temporary summer appointments to the entire Atomic Energy Commission for summer, 1959.

15 Civil Service Commission, letter of June 9, 1959. The figures given indicate students occupying temporary positions with the Civil Service Commission for summer, 1959.

16 Federal Communications Commission, letter of June 5, 1959. The figures given include temporary students temporarily employed by the Federal Communications Commission for summer, 1959.

17 Federal Power Commission, letter of June 1, 1959. The figures given include individuals who were employed on a temporary basis as student assistants for summer, 1959.

18 Federal Trade Commission, letter of May 28, 1959. The figures given indicate students holding temporary summer jobs as of May 28, 1959.

19 Interstate Commerce Commission, letter of June 1, 1959. The figures listed include individual selections of individuals made to fill temporary typing and stenographic positions with the Interstate Commerce Commission for summer, 1959.

20 National Aeronautics and Space Administration, letter of June 10, 1959. The figures given include summer appointments for 1959 with the National Aeronautics and Space Administration.

21 National Science Foundation, letter of June 3, 1959. The figures given include temporary stenographic, typing, and student trainee positions that were to be filled primarily by students during the summer, 1959.

22 Securities and Exchange Commission, letter of June 3, 1959. The figures given include students who were selected for participation in the student assistant program of the Securities and Exchange Commission for summer, 1959.

23 Veterans' Administration, letter of June 17, 1959. The figures given include temporary summer jobs filled by students in the Central Office Headquarters and the Medical Division of the Veterans Benefits Office for summer, 1959.

Compiled by Sandra D. Worthen, History and Government Division, Legislative Reference Service, Library of Congress, May 17, 1961.

Compiled by Sandra D. Wooten, history and genealogy researcher.
Reference Service, Library of Congress, Mar 17, 1961.

EXTENDING APPORTIONMENT REQUIREMENT

Rank of States according to population: 1960 and 1950—U.S. census

1960			1950			1960			1950		
Rank	State	Popula- tion	Rank	State	Popula- tion	Rank	State	Popula- tion	Rank	State	Popula- tion
1	New York.....	16,782,304	1	New York.....	14,830,192	27	Oklahoma.....	2,328,284	27	South Carolina.....	2,117,027
2	California.....	15,717,204	2	California.....	10,586,223	28	Kansas.....	2,178,611	28	Connecticut.....	2,007,280
3	Pennsylvania.....	11,319,366	3	Pennsylvania.....	10,498,012	28	Mississippi.....	2,178,141	29	West Virginia.....	2,005,552
4	Illinois.....	10,081,158	4	Illinois.....	8,712,176	30	West Virginia.....	1,860,421	30	Arkansas.....	1,909,511
5	Ohio.....	9,706,397	5	Ohio.....	7,946,627	31	Arkansas.....	1,786,272	31	Kansas.....	1,905,299
6	Texas.....	9,579,677	6	Texas.....	7,711,194	32	Oregon.....	1,768,087	32	Oregon.....	1,521,341
7	Michigan.....	7,823,194	7	Michigan.....	6,371,766	33	Colorado.....	1,753,947	33	Nebraska.....	1,325,510
8	New Jersey.....	6,066,782	8	New Jersey.....	4,835,329	34	Nebraska.....	1,411,330	34	Colorado.....	1,325,089
9	Massachusetts.....	5,145,578	9	Massachusetts.....	4,690,514	35	Arizona.....	1,302,161	35	Maine.....	1,913,774
10	Florida.....	4,951,560	10	North Carolina.....	4,061,929	36	Maine.....	969,265	36	District of Columbia.....	802,178
11	Indiana.....	4,682,498	11	Missouri.....	3,954,653	37	New Mexico.....	890,627	37	Rhode Island.....	791,896
12	North Carolina.....	4,556,155	12	Indiana.....	3,934,224	38	Utah.....	859,488	38	Utah.....	749,587
13	Missouri.....	4,319,813	13	Georgia.....	3,444,578	39	Rhode Island.....	763,956	39	Arizona.....	688,862
14	Virginia.....	3,965,949	14	Wisconsin.....	3,434,575	40	District of Columbia.....	680,514	40	New Mexico.....	681,187
15	Wisconsin.....	3,951,777	15	Virginia.....	3,318,680	41	South Dakota.....	674,767	41	South Dakota.....	652,740
16	Georgia.....	3,943,116	16	Tennessee.....	3,291,718	42	Idaho.....	667,191	42	North Dakota.....	619,636
17	Tennessee.....	3,507,089	17	Alabama.....	3,061,743	43	Hawaii.....	632,772	43	Montana.....	591,024
18	Minnesota.....	3,413,864	18	Minnesota.....	2,982,483	44	North Dakota.....	632,446	44	Idaho.....	588,637
19	Alabama.....	3,296,740	19	Kentucky.....	2,944,806	45	New Hampshire.....	606,921	45	New Hampshire.....	533,242
20	Louisiana.....	3,257,022	20	Florida.....	2,771,305	46	New Hampshire.....	606,921	46	Hawaii.....	499,794
21	Maryland.....	3,100,689	21	Louisiana.....	2,683,516	47	Delaware.....	446,292	47	Vermont.....	377,747
22	Kentucky.....	3,083,156	22	Iowa.....	2,621,073	48	Vermont.....	389,881	48	Delaware.....	318,885
23	Washington.....	2,853,214	23	Washington.....	2,378,963	49	Wyoming.....	330,066	49	Wyoming.....	290,529
24	Iowa.....	2,757,537	24	Maryland.....	2,343,001	50	Nevada.....	285,278	50	Nevada.....	160,083
25	Connecticut.....	2,535,234	25	Oklahoma.....	2,233,351	51	Alaska.....	226,167	51	Alaska.....	128,643
26	South Carolina.....	2,382,594	26	Mississippi.....	2,178,914						

U.S. DEPARTMENT OF COMMERCE,
OFFICE OF THE SECRETARY,
Washington, D.C., June 18, 1959.

HON. LINDLEY BECKWORTH,
House of Representatives,
Washington, D.C.

DEAR MR. BECKWORTH: As requested by your letter of May 26, 1959, here are the names and addresses of student assistants and student trainees employed for this summer by the Department of Commerce. These students work and learn under the guidance of scientific, professional, and technical members of our permanent staff in a variety of fields such as physics, mathematics, engineering, statistics, economics, meteorology, etc.

At the present time our needs for this year have been satisfied and we are not recruiting additional students for these summer assignments.

Sincerely yours,

CARLTON HAYWARD,
Director of Personnel.

HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C., May 17, 1961.

HON. LINDLEY BECKWORTH,
House of Representatives,
Washington, D.C.

DEAR COLLEAGUE: Reference is made to your recent note concerning the Civil Service Commission's report on H.R. 5698, a bill to extend the apportionment requirement in the Civil Service Act of January 16, 1883, to temporary summer employment, which was introduced by you.

At present, every available committee meeting day is being devoted to consideration of a bill to provide increases in postal rates which was recommended by the Postmaster General. I anticipate that these hearings will not conclude for some time and other legislation pending before our committee is being held in abeyance until these hearings and action on this legislation is concluded.

However, when the postal rate bill has been disposed of, I shall be pleased to review your request for hearings on H.R. 5698 and if action is scheduled, I shall advise you.

With kind regards, I am,

Sincerely yours,

TOM MURRAY, Chairman.

U.S. CIVIL SERVICE COMMISSION,
Washington, D.C., June 19, 1961.

HON. LINDLEY BECKWORTH,
House of Representatives.

DEAR MR. BECKWORTH: This refers to your letter of May 17, 1961, forwarded from the Post Office Department, requesting information about postmaster examinations at post offices the size of those at Dallas, Mineola, and Tyler, Tex.

Applicants for postmaster examinations for first-class offices at Postal Field Service Levels 10 and above, such as Dallas (Postal Field Service Level 17) and Tyler (Postal Field Service Level 13), are not required to take a written test but are rated on a scale of 100 on the basis of an evaluation of their business and professional experience and their general fitness for the position. This is referred to as an "unassembled" examination. The evaluation of the applicants' experience and fitness is made from statements by the competitor in his application and on corroborative evidence secured by a representative of the Civil Service Commission through a field investigation. In the investigation, the representative interviews all the applicants under consideration, some of the applicants' references, their employers or supervisors when necessary, and other persons comprising a representative cross section of the patrons of the post office.

Postmaster examinations for post offices at Postal Field Service Levels 5 through 9, such as Mineola (a first-class post office at Postal Field Service Level 9) consist of two parts: (1) a written test and (2) an evaluation of experience and fitness. These are referred to as "assembled" examination. Competitors are rated on a scale of 100 on the written test and must attain for eligibility a rating of at least

70, excluding credit for veteran preference. Those who fail to pass the written test are given no further consideration.

Applicants who pass the written test are then rated on a scale of 100 on experience and fitness and must attain a rating of at least 70 in this part of the examination, excluding credit for veteran preference. The evaluation of an applicant's experience background is made from statements by the competitor in his application and on corroborative evidence secured by the Civil Service Commission through a correspondence inquiry.

Competitors who are rated ineligible on experience and fitness are not assigned final numerical ratings, but are rated ineligible in the examination as a whole. The scores of each competitor who is eligible on both the written test and on experience and fitness are combined. Any additional points for veteran preference are then added to the competitor's combined (average) rating.

In conducting a correspondence inquiry in examinations for postmaster positions, questionnaires regarding the applicants' qualifications are sent to some of the applicants' references, to their employers or supervisors when necessary, and to other persons, comprising a representative cross section of the patrons of the post office.

Your enclosures are returned.

Sincerely yours,

DONALD R. HARVEY,
Director, Bureau of Recruiting and Examining.

U.S. CIVIL SERVICE COMMISSION,
Washington, D.C.

HON. LINDLEY BECKWORTH,
House of Representatives.

DEAR MR. BECKWORTH: Chairman Jones asked me to reply to your recent letter concerning your interest in unassembled examinations.

During fiscal year 1960 the Commission (central office, regional offices and boards of U.S. civil service examiners under their jurisdiction) processed 476,016 applications. Of this number 393,939 were for unassembled examinations and 82,077 for assembled examinations. An unassembled examination is one in which all or a part of the examination requirements are expressed in terms of minimum amounts of work experience or training pertinent to the class of position for which the examination is held. Some unassembled examinations include both experience and training requirements, plus a written examination as well.

New hires authorized by the Commission in fiscal year 1960 totaled 238,926. However, we do not have available statistics showing the breakdown of new hires by type of examination through which appointed. We hope that this information will serve your purpose.

Your enclosures are returned.

Sincerely yours,

DONALD R. HARVEY, *Chief Examining Division.*

HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C., May 31, 1961.

HON. J. VAUGHAN GARY,
House of Representatives,
Washington, D.C.

DEAR VAUGHAN: I have your letter of May 23 in which you call my attention to the fact that of the 476,016 applications processed during fiscal year 1960 by the Civil Service Commission and boards of civil service examiners, 393,939 were for unassembled examinations and 82,077 for assembled examinations.

I shall request the Subcommittee on Civil Service of which Congressman James H. Morrison is chairman to study the situation which you describe to determine the views of the Civil Service Commission and to suggest whatever improvements are necessary following a complete investigation.

It should be noted that the Civil Service Commission has advised me that both assembled and unassembled examinations are part of the competitive civil service process. Assembled examinations are written examinations while unassembled examinations consist of filing an application for a particular position which includes the background, education and experience of the applicant and ratings

are assigned based upon an evaluation of this information. In both cases civil service registers are established and selections are made from the three highest eligibles.

I shall request the Subcommittee on Civil Service to examine this situation thoroughly and determine among other things, the relationship between the total number of appointments made in the Federal service and the number of appointments made from Civil Service registers.

Thank you for bringing this matter to my attention.

With kindest regards, I am,

Sincerely yours,

TOM MURRAY, *Chairman.*

U.S. CIVIL SERVICE COMMISSION,
Washington, D.C., May 18, 1961.

HON. LINDLEY BECKWORTH,
House of Representatives,
Washington, D.C.

DEAR MR. BECKWORTH: Your communication of May 9, 1961, is returned herewith.

During the calendar year 1960 a total of 465,217 accessions to Federal positions in the United States were reported by Federal agencies. Of these accessions, 43,102 were persons reappointed after having left the service at some earlier date, 21,968 were transfers from one agency to another without a break in service, and 23,596 were restored or returned to duty after suspension, reduction in force, furlough, or extended leave without pay. The remaining 376,551 persons were hired without regard to previous Federal service. How many of these may have had some previous Federal employment we do not know but their employment in 1960 was not based on prior service.

Sincerely yours,

DAVID F. WILLIAMS,
Director, Bureau of Management Services.

U.S. CIVIL SERVICE COMMISSION,
Washington, D.C., February 6, 1961.

HON. LINDLEY BECKWORTH,
House of Representatives,
Washington, D.C.

DEAR MR. BECKWORTH: This refers to your communication dated January 31, 1961, and our letter dated January 27, 1961, which is returned herewith.

During the fiscal year 1960 a total of 191,674 persons were appointed to Federal positions excepted from competitive civil service examination and appointment procedures. Of this total, 50,713 were to positions outside the United States and 140,961 were to positions in the 50 States and the District of Columbia. We have compiled no information on the age of employees at the time of appointment.

Sincerely yours,

DAVID F. WILLIAMS,
Director, Bureau of Management Services.

CIVIL SERVICE COMMISSION,
BUREAU OF RECRUITING AND EXAMINING,
Washington, D.C., August 10, 1961.

HON. LINDLEY BECKWORTH,
House of Representatives.

DEAR MR. BECKWORTH: This is in further reply to your communication received on May 18, 1961, requesting the number of examinations given annually for postmaster and other positions for which investigations are made. A copy of your letter was also received from the Post Office Department and our Dallas regional office.

When the qualifications of competitors in postmaster examinations for post offices in postal field service levels 13 and above are the subject of an investigation, the investigation is made by a representative of the Commission in the community and is known as a "field" investigation. For postmaster examinations in post

offices at postal field service levels 12 and below, the investigation is made by mailing questionnaires to members of the community relative to the competitors' qualifications. This type of investigation is known as a "correspondence or voucher inquiry." The enclosed form E-9 explains in detail the basis for rating postmaster examinations.

The number of examinations for postmaster and rural carriers in the State of Texas each year varies. The number of examinations announced depends upon the rate at which vacancies in these positions occur. In 1960, we announced 60 examinations for the position of postmaster in post offices in Texas. Of these, 11 were for offices of the first class. The number of examinations for such post offices for rural carrier positions in 1960 was 20.

Examinations for other positions in the Federal service, which are handled under procedures similar to postmaster examinations, include examinations such as those for Federal administrative and management positions, personnel positions, employee development officer, accountant and auditor, and guard.

Sincerely yours,

DONALD R. HARVEY, *Director.*

CIVIL SERVICE COMMISSION,
EIGHTH U.S. CIVIL SERVICE REGION,
OFFICE OF THE DIRECTOR,
Dallas, Tex., June 7, 1961.

HON. LINDLEY BECKWORTH,
House of Representatives,
Washington, D.C.

DEAR MR. BECKWORTH: Your letter of May 10, 1961, to the regional director of the post office regional office in Dallas has been referred to this Office for the purpose of furnishing you information as to the number of civil service examinations announced annually in Texas.

During fiscal year 1960, approximately 490 examinations were announced for various Federal positions by this regional office and the boards of civil service examiners in Texas. These did not include examinations for postmasterships or rural mail carrier which, as you know, are announced by our central office. The attached file indicates our central office has already been contacted for information about postmaster examinations.

In case you do not have it, a copy of an informational pamphlet about postmaster positions, including information about the types of examinations given for the various classes and grade levels of postmaster positions, is enclosed.

Sincerely yours,

SAMUEL M. RAY, *Acting Regional Director.*

DEPARTMENT OF LABOR,
May 22, 1961.

CONGRESSMAN LINDLEY BECKWORTH,
House of Representatives, Washington, D.C.

DEAR CONGRESSMAN BECKWORTH: This is in response to your letter of April 28, 1961, to the Secretary of Labor requesting assistance in obtaining statistics relating to the employment of older persons in Government agencies.

We have asked the Civil Service Commission, as the central personnel agency of the Federal Government, to look into this matter. Copies of pertinent correspondence to Mr. John Macy, Chairman of the Civil Service Commission and to Congressman John Fogarty are enclosed.

Upon receipt of information from the Commission, we shall notify you and Congressman Fogarty.

Sincerely yours,

W. WILLARD WIRTZ,
Under Secretary of Labor.

DEPARTMENT OF LABOR,
April 9, 1961.

Mr. JOHN MACY,
Chairman, U.S. Civil Service Commission,
Washington, D.C.

DEAR MR. MACY: We have received a request from Congressman John Fogarty to contact the various agencies of the Government to determine the extent to which they are following a policy of nondiscrimination in employment with respect to age.

It is my understanding that this matter has been discussed at various times by staff members of the Commission with the personnel officers of a number of Government agencies. Mr. Lindley Beckworth, a Congressman from Texas, whom Mr. Fogarty mentions in his letter, has made similar inquiries repeatedly, not only here, but in other Government agencies. While all of the Federal agencies contacted recognized the value of statistical information of the kind requested, most agencies did not maintain these statistics and indicated that it would involve considerable staff time to obtain this information. In most instances they were unable to comply with this request because of the lack of staff.

In exploring the possible ways of getting the information in which Mr. Fogarty and Mr. Beckworth are interested, we learned that the Commission, in consultation with Federal personnel officials in the various Departments, recognize the need for systematically accumulating data on employment practices, including that relating to age, which would be useful for management planning and control purposes. It is my understanding that this need has been expressed in your current request for appropriations on which hearings have already been held.

I want to assure you that this Department, because of its interest generally in promoting the welfare of workers and as an employer itself, wholly subscribes to the adoption of any controls which will insure that the Federal Government's policy of nondiscrimination, for whatever reason, is being carried out in practice. At the same time I should like to ask what the prospects are for obtaining information of the kind which Mr. Fogarty requested.

Sincerely yours,

W. WILLARD WIRTZ,
Under Secretary of Labor.

HOUSE OF REPRESENTATIVES,
Washington, D.C., April 28, 1961.

Mr. ANTHONY FANTACI,
Director, Branch for Older Workers,
U.S. Department of Labor, Washington, D.C.

DEAR MR. FANTACI: Please note the enclosure.

It seems to me the officials of the division of the Labor Department which is trying to help the aged in their efforts to obtain work should be interested in getting in touch with the Defense Department and ascertaining from the Defense Department the extent to which this Department follows its policy of hiring older people. I request you to do this. Mr. Beckworth and I would like to get the actual figures.

With kindest regards.

Sincerely,

JOHN E. FOGARTY, Member of Congress.

P.S.—It seems to me also you should get in touch with the other departments of our Government including the Civil Service Commission and ask for this information. We want the actual figures for each department.

CIVIL SERVICE COMMISSION,
Washington, D.C., August 29, 1961.

Hon. LINDLEY BECKWORTH,
House of Representatives.

DEAR MR. BECKWORTH: Mr. Charles Johnson, staff director, House Committee on Post Office and Civil Service, has forwarded to me for reply your letter of August 10, 1961, regarding temporary summer jobs. My response in this letter also applies to the copy of your same inquiry sent directly to our chairman's office.

In an attempt to collect this information, we have checked with the departments who employ most of the temporary summer people. Each of these departments informs us that it would be necessary to check with each of their numerous field installations to obtain this information, and that this would be a costly and time-consuming endeavor. Each department has also informed us that it has received a separate inquiry from you asking for this same information.

In these circumstances, there is no additional Government-wide information that we are in a position to develop which would be of assistance to you. The Commission itself does not maintain any records which would give us even a basis of estimation with response to the situation as it relates to all agencies in Government.

In our own organization, each regional office handles its own summer employment matters. We have no reason to believe that anyone was so employed in a regional office who had legal residence in the Metropolitan Washington area (Maryland, District of Columbia, or Virginia) and feel that it would be most unusual for a resident of this area to seek summer employment outside of the area. Federal activities in the field would be unable to determine from their employment records where summer employees have legal residence, as these records reflect only the employee's home address for the summer.

The material accompanying your letter to Mr. Johnson is returned as requested.

Very truly yours,

O. GLENN STAHL,
Director, Bureau of Programs and Standards.

UNITED STATES CIVIL SERVICE COMMISSION

BUREAU OF RECRUITING AND EXAMINING

Washington 25, D.C.

REQUIREMENTS FOR THE POSITIONS OF

First-, Second-, and Third-Class Postmaster

1. EXPERIENCE AND FITNESS REQUIREMENTS

A. FOR FIRST-CLASS OFFICE, POSTAL FIELD SERVICE LEVELS 10 THROUGH 19

Applicants must show—

(a) That they have been engaged for a period of at least 4 years for offices at Postal Field Service levels 10 through 12, 5 years for offices at levels 13 through 17, or 6 years for offices at levels 18 and 19, in occupations which by their nature, extent, and progressive importance have demonstrated the applicants' ability to conduct and manage the entire postal business for the community which involves handling numerous cash transactions, the accounting for large sums of money, and the receipt and prompt dispatch and delivery of numerous items of mail matter. Applicants must clearly demonstrate by their experience that they have the required ability to organize, plan, and schedule the work of a large business organization in order to operate efficiently within a fixed budget, to assure prompt and accurate service, to apportion employees to handle the workload, and to develop plans for effectively adapting the organization to handle the unusual loads and variations in the nature of the mails caused by seasonal activity of the community, special holiday mail, etc. Since the postmaster must do all this through employees and their supervisors, applicants must show leadership qualities and ability to direct and manage relatively large groups of people through intermediate supervisors; and

(b) That they can meet and deal with the public agreeably and effectively so that the patrons are satisfied with the service and can negotiate with large mailers, institutions, and businessmen whose use of the mail presents special problems, such as weekly, monthly, or seasonal peakloads; and

(c) That they have good reputations as to character, habits, morals, honesty, reliability, and trustworthiness.

Substitution of Education for Experience

Study successfully completed in a resident school above high school level may be substituted for part of the required experience for offices at levels 10 through 17 as follows: One academic year of study may be substituted for each 6 months of experience up to a maximum of 4 years of education for 2 years of experience.

No substitution of education may be made for the experience required for offices at levels 18 and 19.

In evaluating an applicant's qualifications, the following factors will be considered:

1. Quality, extent of responsibility, and diversity of experience in relation to qualifications requirements.
2. Demonstrated ability to successfully manage and direct the affairs of a business comparable in size and complexity to the post office (including ability to effectively supervise employees).
3. Ability to deal effectively with associates and the general public.
4. General reputation as to character, morals, habits, honesty, reliability, and trustworthiness.

B. FOR FIRST- AND SECOND-CLASS OFFICES, POSTAL FIELD SERVICE LEVELS 8 AND 9

Applicants must show—

(a) That they have been engaged for a period of at least 3 years in progressively responsible occupations which by their nature, extent, and importance have demonstrated the applicants' ability to conduct and manage the entire postal business for the community which involves handling numerous cash transactions, the accounting for large sums of money, and the receipt and prompt shipment and delivery of numerous letters and packages; *and*

(b) That they can meet and deal with customers and employees agreeably and effectively so that customers are satisfied with the service and employees are properly supervised; *and*

(c) That they have good reputations as to character, habits, morals, honesty, reliability, and trustworthiness.

Substitution of Education for Experience

Study successfully completed in a resident school above high school level may be substituted for part of the required experience at the rate of 1 academic year of study for each 9 months of experience up to a maximum of 2 years of education for 1½ years of experience.

C. FOR SECOND- AND THIRD-CLASS OFFICES, POSTAL FIELD SERVICE LEVEL 7

Applicants must show—

(a) That they have been engaged for a period of at least 1½ years in responsible occupations which by their nature, extent, and importance have demonstrated the applicants' ability to conduct and manage the entire postal business for the community which involves accounting for receipt and disbursement of funds, preparation of required reports, and the receipt and prompt shipment and delivery of numerous letters and packages; *and*

(b) That they can meet and deal with customers and employees agreeably and effectively so that customers are satisfied with the service and employees are properly supervised; *and*

(c) That they have good reputations as to character, habits, morals, honesty, reliability, and trustworthiness.

Substitution of Education for Experience

Study successfully completed in a resident school above high school level may be substituted for part of the required experience on a month-for-month basis up to a maximum of 1 academic year of study for 9 months of experience.

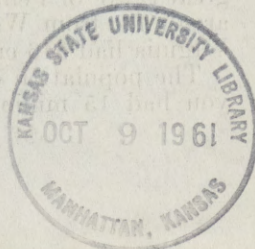
D. FOR THIRD-CLASS OFFICES, POSTAL FIELD SERVICE LEVELS 5 AND 6

Applicants must show—

(a) That they have been engaged for a period of at least 1 year in occupations in which they have demonstrated the ability to maintain simple records of accounts (or records of comparable difficulty), or in which they have gained a knowledge of postal procedures; *and*

(b) That they can meet and deal with customers and employees agreeably and effectively so that customers are satisfied with the service and employees are properly supervised; *and*

(c) That they have good reputations as to character, habits, morals, honesty, reliability, and trustworthiness.



Substitution of Education for Experience

Study successfully completed in a resident school above high school level may be substituted for part of the required experience on a month-for-month basis up to a maximum of 6 months of experience.

2. WRITTEN TEST

Applicants for postmaster at all offices, except for first-class offices at PFS Levels 10 and above, will be required to take a written test which consists of two parts. One part includes questions on general abilities such as reading comprehension and vocabulary. The second part includes questions on business and office management. In this part of the test, applicants are given an opportunity to show ability to perform or supervise tasks when given proper instructions. No experience in managing a post office is necessary to pass this test. All instructions and information needed to answer the questions are given in the test booklet.

3. BASIS OF RATING

A. In examinations for offices of the first class at PFS Levels 10 and above, candidates are not required to take a written examination but are rated on a scale of 100 on the basis of an evaluation of their business or professional experience and their general fitness for the position of postmaster. The evaluation is made from statements made by the competitor in his application and on corroborative evidence secured by the Civil Service Commission.

B. In examinations where written test is required, PFS Levels 5 through 9.

Competitors are rated on a scale of 100 on the written test. To be eligible, competitors must attain a rating of at least 70 in the written test, excluding credit for veteran preference. Those who fail to pass the written test are given no further consideration.

Competitors who pass the written test are then rated on a scale of 100 on experience and fitness and must attain a rating of at least 70 in this subject, excluding credit for veteran preference. The evaluation is made from statements by the competitor in his application and on corroborative evidence secured by the Civil Service Commission.

Competitors who are rated ineligible on experience and fitness are not assigned final numerical ratings, but are rated ineligible in the examination.

The scores of each competitor who is eligible on both the written test and on experience and fitness are combined. Any additional points for veteran preference are then added to the competitor's combined (average) rating in order to obtain the final numerical rating in the examination.

Mr. BECKWORTH. When I analyzed these figures, I found that we had about 2,321 temporary employees in the summer of 1959 in the 20 some agencies for which I have the figures.

I say again I would like to see these brought up to date. We need the 1960 and 1961 figures. I think it would be worthwhile information.

When I began to break down by States and the District of Columbia—now bear in mind the figure 2,321—I found that the District of Columbia had 490 of the 2,321 jobs, Maryland had 628, and Virginia 546 of them.

Now if you put 546 with 628 and 490, you will find that that takes quite a high percentage of 2,321 jobs. As a matter of fact, about 70 percent of the jobs. This is a high percentage, too high, in my opinion.

You, Madam Chairman, are from a big State, Pennsylvania. The population of Pennsylvania in 1960 was 15 million. The population of Virginia, for example, in 1960, was approximately 4 million. Your great State of Pennsylvania had 57 employees and, by the way, you aren't far from Washington, that is, a part of your State; whereas, Virginia had 546 employees. That's quite a variation.

The population of Maryland in 1960 was about 3 million. I said you had 15 million. The State of Maryland had, as I have said

before, 628 summer employees according to my figures; whereas, your State had 57. That's a great variation.

Now it might be contended they won't come to Washington. That's the point. Give the Pennsylvanians a chance at least to refuse; a chance that I seriously question they have had many opportunities to do.

Now you are from New York, aren't you, Mr. Dulski?

Mr. DULSKI. That's right.

Mr. BECKWORTH. Your State, of course, has the most population of any State. It had over 16 million in 1960, and according to these very figures you had 110 people out of New York working here. There is a lot of difference in the population of your State and some of the other States that I have referred to.

It seems to me that it's just worked out poorly when one looks at these figures and sees that people from States that are reasonably close, like yours, Madam Chairman, have little chance to obtain summer employment in Washington.

I was rather astounded when I looked at my own State of Texas. By the way, we are interested in government, too. I used to teach school. Children and young college students and teachers in Texas are just as interested in government as people anywhere. I am confident of that.

We have a big State, too; over 7 million people, perhaps 8 million. Do you know how many summer employees we had in 1959? Fourteen. We hardly scratched. And there are some States like Minnesota which had 4; here's Kentucky with 9; Louisiana 5. Some States fared even more poorly.

I believe some additional consideration should be given to the possibility of making the summer employment program a little bit more uniform insofar as distribution of employees by States is concerned. Certainly giving those people in States like yours, Representative Dulski, and yours, Mrs. Granahan, at least the right to refuse is the minimum that should be done, in my opinion.

Mr. DULSKI. Madam Chairman, may I ask a question of my colleague?

It's always a pleasure to hear my friend from Texas. He always has interesting statements. This is something new to me. I thought that all summer employment here is governed in the same way as we have relating to civil service. These are temporary jobs, are they not?

Mr. BECKWORTH. That's right.

Mr. DULSKI. First of all, the difficult part we have in Buffalo is that when you ask for a job that lasts only 2 or 3 months, there is the cost of transportation to come here; secondly, accommodations. One of the biggest problems we have is family relations.

You take a mother or a father who work for the Government, they have the inside track on this information. But by the time this job is released that employment is taken over. Don't you agree that has been the case?

Mr. BECKWORTH. I believe that at least there is some of that which characterizes the situation. A person is at a disadvantage who lives as far as you do in getting information. But that disadvantage shouldn't preclude him a reasonable opportunity to receive this employment. I say again he should have the right to refuse.

Mr. DULSKI. I agree with you.

Mr. BECKWORTH. No one, in my judgment, would deny that.

I know the argument will be made that the quota in some of the States, with reference to other employment, is not filled. I have heard that argument all the years I have been here in Congress. But there is one thing in my judgment that should be borne in mind in that connection. Many of the sum total of the jobs in the Government aren't high paying jobs. I am talking about overall Federal jobs. I believe I can truthfully say to you that with unemployment like it is in this Nation, not many good Government jobs throughout this country and here in the District of Columbia are refused by people throughout this country if offered them. My mail doesn't show evidence that people are disinterested in reasonably good Federal employment in Washington or anywhere else. Certainly in regard to good jobs, people welcome the opportunity to take them.

Mrs. GRANAHAH. Mr. Beckworth, do you feel most of these temporary jobs are filled by students going to schools and colleges in and around Washington?

Mr. BECKWORTH. Perhaps. I don't have that type of breakdown. I would guess that a good many of the recipients are students. Some of them may be teachers who teach 9 months a year.

People want to come here. That's a normal, natural tendency. And you may say little money can be made in these summer jobs. I guess there are a lot of people who would like to come here and work even if it cost them a little money to spend the summer here. I believe that would be a fair conclusion and deduction.

I don't have a breakdown on the salaries, but it does seem to me that these low statistics or figures for so many States, except the two plus the District of Columbia, constitutes an extreme situation.

Mrs. GRANAHAH. This would be younger people you are referring to?

Mr. BECKWORTH. Well, whatever temporary—

Mrs. GRANAHAH. I mean, they wouldn't be real good jobs; they would be temporary jobs; would they not?

Mr. BECKWORTH. It's whatever the Government calls for. After all, it would be the agency, for example, that determines—I am not trying to use names—but, for example, here is the Office of the Secretary of Commerce. In the Office of the Secretary there were three people hired in 1959. In the Office of the Bureau of Business Economics there were five people hired in 1959. In the Office of Business and Defense Services Administration there were about eight people hired. In the Office of Technical Services there were six people hired. In the Coast and Geodetic Survey there were about eight or nine people hired. In the Maritime Administration there were four people hired. In the Bureau of Roads, Public Roads, the remainder of the page [indicating] there would be, I would guess, 25 hired. And then about 35, I would say, now in the Bureau of the Census, this page [indicating] down to here. In the National Bureau of Standards the remainder of this page, all of this page, all of that page, down to here [indicating]; about four pages. By the way, this is all Weather Bureau here: this, and this, and this.

Now that brings to my mind another thought. If it's good for a person to work for the Weather Bureau, if that really helps him and helps the Government, it would be a meritorious idea to distribute this opportunity throughout this country. If a thing is good and

distributed fairly and justly, it might make our country even stronger by this spread of information that one is able to obtain as an employee of the Government.

Mrs. GRANAHAH. Do you receive many requests, Mr. Beckworth?

Mr. BECKWORTH. I wouldn't say my requests are any more than the average Member of Congress; but I will say I think I have experienced about what each has experienced—as you brought out, Mr. Dulski, almost the impossibility to obtain for Texas people summer employment here in Washington; 110 is a good many, but not many when you have 16 million people in New York State, and it certainly doesn't compare even remotely favorably with what some of these other States have had, or even the District of Columbia.

Mrs. GRANAHAH. Have you figures on summer employment in some of the other large States; shall we say, California and Pennsylvania, for example?

Mr. BECKWORTH. I have them on every State.

Mrs. GRANAHAH. I mean in the States themselves; not here in Washington.

Mr. BECKWORTH. Government employment in the States?

Mrs. GRANAHAH. Yes, in the States.

Mr. BECKWORTH. I am glad you brought that up.

If you study this particular question, it might be a very good idea to find out what type of distribution of summer employment jobs take place in connection with national parks, and places all through this country, that would be equally as interesting in my judgment as this. Very likely, along the same line about which you speak, a person in this area would hear about opportunities, shall we say, in Yellowstone National Park, before a person would who lives in Buffalo, and might find himself getting out there more rapidly than a person who lives in Buffalo. You have touched on a very important point.

There is a good deal of Federal employment in the summer other than employment in Washington. The question can very well be asked, Does the same kind of disparity as between States take place in connection with employment out of Washington as takes place here within the District of Columbia? I certainly implore your subcommittee to get this information. I think it would be very interesting, and it should be known.

I would hope as you undertake to get the information that you would not take as an answer that there is not enough money available to obtain it because that is a poor answer. If it's not available, it ought to be available.

That concludes my statement. I certainly will be glad to try to answer any questions now.

Mr. DULSKI. The part we were worried about, Mr. Beckworth, is that information would have to be available to the people perhaps in February, so you could plan with the students. Now we have many students attending Howard, we have many students attending Georgetown. They live right in the District, but by the time that they have information available, the jobs are already filled.

Mr. BECKWORTH. I don't begrudge any person having a job who lives here. That's not the point at all. I seriously believe that it would be to the advantage of this country if there could be more uniformity in people having an opportunity to work within the Government here in the National Capital in the summer.

Each of the Members of Congress brings to Washington, from time to time, people to work in the Government. I refer to patronage jobs. I think it's a good thing and helpful to the recipient. We hear about two or three Members of Congress that in the summertime have regular shifts—if my information is correct—of young people to work within the congressional offices. Why? Because it is felt this is good for the person who has that opportunity. I think it is good.

Mrs. GRANAHAH. I think the universities are doing a good job in that. I know they have been around to see me many times. In many instances they will meet half the salary in order to gain that experience.

Mr. DULSKI. Mr. Beckworth, as I read in the paper that the Government is expanding with these new employees going into the Peace Corps and some other agencies, I understand there is not enough available space in Washington right at the present time. They have secondary places, but it's not good enough for the Government. It's too small. We don't have the accommodations.

Following the same line of thought as you have there, suppose our Government was distributed, like we have the Social Security System in Baltimore, and I think there are other agencies in other parts of the State. I think that by distributing all this employment in the various parts of the country that that would ease the problem much faster; would it not?

Mr. BECKWORTH. That is correct. But there is only one Capital and there is only one Washington.

That is one reason I have undertaken to concentrate my efforts here. I am interested in this particular aspect. I believe it deserves attention as the distribution of summer employment is studied. I repeat, at least the right of refusal should exist.

Mr. DULSKI. I agree with you.

Mrs. GRANAHAH. How would you suggest doing that, Mr. Beckworth? Through the Representatives of those districts?

Mr. BECKWORTH. I think if any reasonable effort is made to bring about apportionment, that our Government will have adequate facilities—and I am not talking about Members of Congress; I am talking about departments of our Government.

Perhaps the information about summer employment hasn't been made available to the people. That may be the way to cure the lack of uniformity.

I think we all know, if given a test, people in Pennsylvania get along just as well as people in the District of Columbia; as people in Maryland; as people in Virginia. If given tests people in New York would make just as good grades as people here. I think that same thing is true in connection with Texas people. Let them have a chance to compete.

I think it would be no problem to bring about equitable competition.

Mr. ADDABBO. But may we also possibly run into this problem, Mr. Beckworth, that many who didn't live in the District, or don't know of the living conditions in the District, may take the test, may accept the job, looking at the supposed glamour of the job of working in the District, and we may have a larger percentage of fallouts within the first few weeks of any particular employment period, which may disrupt instead of aiding an agency looking for temporary help during the summer.

Mr. BECKWORTH. I have never heard of an agency having difficulty getting temporary employees. That might be a fact that exists, but I have never heard of it in 19 years.

Mr. ADDABBO. But what I was getting at was not that they had trouble in getting it; but they have the employment and people take these tests to work in the District, and they don't know the living conditions in the District. They come here to the District and work a while and they find that the living conditions aren't what they thought, or the job isn't as glamorous as they thought it would be and then there would be a large fallout; whereas, if you take a great percentage of people living in the District, established in the District, they know the living conditions here in the District. If they took a job, knowing all these factors, wouldn't they more or less stay in the job?

Mr. BECKWORTH. I don't have the fear that you are expressing. As I say, I have been around here 19 years. But the fear you express I don't have. I do believe that on the refusal of a person to continue his employment it would be quite easy to fill his job.

Mr. ADDABBO. No further questions.

Mrs. GRANAHAN. Mr. Johnson, do you have any remarks?

Mr. JOHNSON. Madam Chairman, I would certainly like to say to Mr. Beckworth, at the risk of being thought disloyal to my own State of Maryland, that under the standing policy of this committee and under the specific direction of Chairman Murray, irrespective of final action on your bill, the staff of this committee stands ready and willing at all times, and will be happy, to assist any Member in these matters. I assure you, if you have interest expressed by students or young people from Texas or from any other State, the staff of this committee will be very happy to cooperate, and I think can be helpful, in locating positions in the summer. This would particularly apply to the Post Office Department, for example, which has a number of summertime openings. I think we have enough friends in other departments so that we can see at least, even on a voluntary basis, that fair treatment will be accorded residents of other States.

Mr. BECKWORTH. I don't want to infer that given individuals have been dealt with unfairly. But these figures, I believe, are too far out of line. I want to repeat them.

Out of the 2,321 temporary jobs in 1959 that I have been able to study—and I have nothing against Virginia, nothing against Maryland, and I like the District of Columbia. I live in the District while in Washington. But back to the question of these figures.

Out of the 2,321 total jobs, Maryland got 628 out of it, 25 percent. That is high. The District of Columbia got 490, almost 500, nearly a fifth. And Virginia, 546. That accounts for about 70 percent of them; 70 percent for two States and the District of Columbia, and 30 percent for 48 other States and Puerto Rico. It's just out of line. I believe any kind of calculation would evidence that.

My only contention is this, that the framework ought to be such that people from New York at least would have a right proportionately to refuse these jobs, and also Pennsylvania and Texas people would have the same right.

Mr. DULSKI. Has the gentleman introduced this legislation in other sessions of Congress besides the 87th?



Mr. BECKWORTH. No, sir. It has taken me a long time to get this information. And as I can show by a package of material that high [indicating] it has been difficult, most difficult. I want to add, too difficult. And, incidentally, I hope you don't have the same difficulty in running down the employment, summer employment, in other sections of the Nation that I have had in running this down. It has been hard to get. And Mr. Johnson knows, having worked with me, when I start to get information I try to get it, and it has taken unusual effort to get this.

Mr. JOHNSON. Yes, sir; I certainly do know.

Mr. BECKWORTH. Thank you so much.

Mrs. GRANAHAH. Thank you, Mr. Beckworth, for your very complete statement. I can tell you have done a great deal of homework and research.

The next witness is Mr. O. Glenn Stahl, Director of the Bureau of Programs and Standards, U.S. Civil Service Commission.

STATEMENT OF O. GLENN STAHL, DIRECTOR, BUREAU OF PROGRAMS AND STANDARDS, U.S. CIVIL SERVICE COMMISSION

Mr. STAHL. Thank you, Madam Chairman. In the absence of a prepared statement, I would like to submit for the record at this point the letter from Chairman John W. Macy, Jr., of the Civil Service Commission, to Chairman Murray of this committee, dated May 3, 1961, relating to this bill, H.R. 5698.

(The letter follows:)

U.S. CIVIL SERVICE COMMISSION,
Washington, D.C., May 3, 1961.

Hon. TOM MURRAY,
*Chairman, Post Office and Civil Service Committee,
House of Representatives.*

DEAR MR. MURRAY: This is in further reply to your letter of March 24, 1961, requesting the views of the Civil Service Commission on a bill to extend the apportionment requirement in the Civil Service Act of January 16, 1883, to temporary summer employment, and for other purposes.

The Commission opposes enactment of H.R. 5698.

The existing apportionment provision of the Civil Service Act applies only to permanent positions in the competitive service in the District of Columbia area as nearly as the conditions of good administration warrant. This requirement in our opinion is obsolete and serves very little purpose at the present time.

The Commission's views on the subject of apportionment in general were given in detail in "A Report on How People Are Recruited, Examined, and Appointed in the Competitive Civil Service," for the Subcommittee on Civil Service of your committee. This report was issued as a committee print in April of 1959. There has been no change in the situation as described then. Even the number of States "in arrears" of their apportionment quotas has remained at a constant 46. In that report the Commission said in summary:

"In the present labor market, the Federal Government in Washington cannot attract enough applicants from States and territories in arrears, many of which are at a distance from Washington, to meet their apportionment quotas.

"Under these circumstances it appears that the apportionment serves very little purpose and creates avoidable paperwork."

The Civil Service Commission believes that there is even less justification for apportionment in connection with temporary summer appointments.

The Bureau of the Budget advises that from the standpoint of the administration's program there is no objection to the submission of this report.

Sincerely yours,

JOHN W. MACY, Jr., *Chairman.*

Mr. STAHL. In this letter the Commission stated that it was opposed to enactment of this legislation. I would just like to talk informally for a moment, if you will permit me, to throw in some facts into the picture that I think you will want to take into consideration.

First of all, we have to bear in mind that less than 10 percent of the positions in the executive branch of the U.S. Government are in Washington. Not even all of those are departmental positions. Not even all of those are under the competitive civil service and subject to the apportionment provisions of the Civil Service Act.

Also, we have to bear in mind what some of these summer hires are like. They range all the way from laborers, picked up by the Forest Service from local farm areas to work on some access roads during the months when the work can be done, to high school teachers who want to work part time in the summer in the parks, to the Army hiring to accelerate their laundry activities during the summer on account of the greater amount of summer clothing laundered. Of course, they include a goodly number of high school and college students.

Congressman Beckworth is quite correct in saying it is difficult to get figures on this situation. This is simply because it is so widely dispersed and so difficult for the agencies to assemble it. And I appreciate his charitable recognition that it hasn't been because anybody has wanted to withhold anything. It simply takes time and trouble to gather data when they aren't accustomed to keeping much information on temporary jobs. Most of these jobs last no more than 3 months, usually, and sometimes they are as short as 2 months.

Now we have made a very quick estimate just in the past 2 days, and it is very rough, and I don't want to say that it is absolutely accurate, but on the basis of the spot check we made with a few large agencies in Washington, we found that less than 4 percent of the summer hires—temporary jobs of all kinds, including students and teachers—are in Washington. The rest of them were out in the field. They are out in the States, in the cities. This is where the great bulk of the summer people are being hired.

Another fact I want to bring out is that these summer temporary jobs are excepted in large measure from the competitive service. They don't operate under the competitive system, and formal competitive examinations are not given. They operate under several different authorities.

Some individual agencies have specific schedule A authority. I think most of you are acquainted or have heard that schedule A is the kind of exception which the Civil Service Commission can make for certain kinds of jobs, and in this case schedule A means that it is impractical to examine for the job.

Now, the Commission has for many, many years excepted various kinds of temporary jobs from competition, under different provisions of schedule A, on the grounds that they were temporary and that we could hardly afford to expend our extremely limited resources on examining for jobs of that type.

In addition, just about a year and a half ago we took a further step. We provided that any temporary job under 700 hours a year, at grade GS-7 or below, could also be filled without regard to competition. Consequently, the great bulk of the jobs which are referred to here as summer hires are not competitive jobs at all. In fact, the

only exception that we could think of in looking through this quickly just in the past day to two is that of student trainees.

Now, student trainee refers to a special program for scientific and engineering occupations, where a student is in college and starting at the end of his freshman year he takes a competitive examination and if he gets appointed and accepts, he works for that summer and the next two succeeding summers with the understanding that when he graduates he will then come in full time.

A number of agencies have programs using the student trainee examination. Even though the examination is competitive, the Commission, when it established it, exempted it from the apportionment provisions. That leads me to the next point as to the significance of apportionment in the service today.

The apportionment provisions were in the original Civil Service Act of 1883, a provision, incidentally, which I just happened to notice in passing the other day was objected to by one of the early reformers. He didn't wish to see it in the original act, but it did say this, indicating the rules which the Commission shall establish, to carry out the purposes of the act, "that * * * said rules shall provide and declare, as nearly as the conditions of good administration will warrant, * * *".

I call your attention to that latitude "as nearly as the conditions of good administration will warrant."

Then it says "as follows," and it has a list of things. In that list is included this language:

* * * as appointments to the public service aforesaid in the departments at Washington shall be apportioned among the several states and territories and the District of Columbia upon the basis of population as ascertained at the last preceding census.

In 1944, the Veterans' Preference Act exempted all veteran appointments from these apportionment provisions. Certainly at that time the appointment of veterans represented more than half of all appointments and even now it is nearly half of the appointments to the Federal service and in most kinds of occupations.

Furthermore, we find that the apportionment doesn't work. There are only 12 States out of the 50 and the District of Columbia which are over their quota, and even with respect to those occupations to which this applies, they were unable to get enough candidates through the competitive process, so that the other 39 States can come up to their quota. The quotas, of course, are computed on the basis of the population of the States and the District of Columbia.

In addition to the exemption by law of all veterans, which automatically reduces the number drastically affected by apportionment, the Commission has over the years made such general exceptions as these: All professional and scientific positions, all positions of GS-13 and above of whatever occupation, and all positions that are in short supply at any given time. This has included, incidentally, typists and stenographers.

So, as a matter of fact, in the competitive service, even if this apportionment proviso were written into law, at the present time the Commission's policy would be that we would not apply it to stenographers and typists.

It is true, there is probably some considerable competition for stenographic and typing jobs in the Washington area in the summer-

time. I am not sure exactly what the solution of that is. We did conclude a year and a half ago that we were taking far too much time to examine competitively for these jobs.

We had likewise felt the purpose to be served would not warrant the administrative machinery necessary to also try to apportion them on the basis of population among the various States, especially considering that at least 96 percent of the summer hires on the basis of this very recent estimate are made out in the States anyway.

So our conclusion is that if this bill passed we are not sure it would be of any substantial effect, and I am inclined to think it is impossible to administer because of the complexities involved in trying to keep the apportionment operating. As you can imagine, arithmetically this is quite a juggling problem to know when a person is eligible to be certified and when he is not, and having to check the quota to properly certify eligibles. If the jobs were brought back into the competitive process, it would be, we think, a rather expensive procedure for a not very significant purpose.

As a matter of fact, as a result of such a requirement, the agencies probably would reduce the amount of those summer employment situations in the Washington area simply because there would be too much discouragement in trying to get it done.

Those are some of the things that have influenced us to feel that it wasn't worthwhile to favor this particular bill, with all due respect and regard for the very fine motives which have stimulated its submission.

If there are any further questions about this which I can respond to, I will be glad to reply.

Mr. DULSKI. May I ask a question?

Mrs. GRANAHAH. Yes, Mr. Dulski.

Mr. DULSKI. You say only 4 percent are in the District.

Mr. STAHL. I said the number of hires made, the number of jobs in the District in relation—

Mr. DULSKI. I mean the hires.

Mr. STAHL. Yes.

Mr. DULSKI. That is only 4 percent?

Mr. STAHL. On the basis of a sample of half a dozen agencies we made in the past few days, and their estimates we find it literally came out to 3.8 percent.

Mr. DULSKI. These are in field and parks?

Mr. STAHL. That's right; Agriculture and Interior; Army, Air Force, et cetera. Perhaps some in the Post Office Department. We didn't get figures from the Post Office. I don't know to what extent—of course they have big temporary pushes at Christmastime.

Mr. DULSKI. The reason I question the figures is this. That 4 percent, using the 4 percent figure out 100—let's assume that the gentleman from Texas has 2,321 jobs; this year especially I imagine that figure went up to 3,000, probably. Using the 3,000 figure, that would be 120 people only employed in the District, and the other 96 percent would be in the field. That would be a pretty difficult thing—

Mr. STAHL. Frankly, our estimate isn't anywhere near that high. Again I plead this is an estimate rapidly accumulated by telephone in just the past 48 hours.

But I would have estimated, had you asked me, the number of temporary employees in the Washington area this summer to be not more than 1,500; but I could be wrong. It's extremely difficult to get, simply because records aren't kept in such a way, without actually making those counts; so each agency has to go through the records and make a specific count, which can be done, but I point out it is difficult. There is no place you can turn to that automatically flashes the answer, and consequently they have to make estimates.

But my estimate would have been on the basis of a sampling with some of the largest agencies.

Mr. DULSKI. Did you check with the Post Office Department?

Mr. STAHL. No, I didn't. I would expect their summer employment in Washington would not be particularly significant in their headquarters office. But we are only talking about departmental offices, not about the post offices as such because they are in the field, just as some other establishments in Washington are in the field. And they are not affected by apportionment even under the point that is in the law at the present time.

Mr. DULSKI. How do you treat a disabled worker? Does he have first preference? He's not included.

Mr. STAHL. That's right. You don't care where he comes from, he may be certified. Any veteran is completely exempt from the apportionment situation; and the State of his residence doesn't affect whether or not he can be certified.

The process is, if a State is over its quota, the person can't be certified if he's a nonveteran and not in one of these other excepted groups, unless you can't find anybody who is available and within reach from a State that is under its quota, in which case then you can go back and certify other people over them. That's why the States over the quota continue to be over.

Mr. DULSKI. There are people in the scientific field who look forward—when you read the magazines—they look forward to this as a wonderful experience while they aren't attending school. Now you say that of the certain grade they are also excluded out of the apportionment?

Mr. STAHL. First of all, with respect to the scientific and engineering group, we have a competitive examination for student trainees which provides for a series of summer experiences preceding full-time employment.

But the Commission many years ago excluded from the apportionment provisions, not from competition now, but from the apportionment provision alone, all scientific and engineering positions primarily on the ground they were difficult enough to recruit for anyway, and it just didn't seem to pay to go through all these processes.

And as I say, they also excluded positions of GS-13 and above, although direct appointments from the outside at those levels are very small in comparison to the numbers at the lower level.

Mrs. GRANAHAN. Mr. Stahl, do all or any of these jobs have to be on the register.

Mr. STAHL. No. The summer jobs I am talking about are principally not on registers.

Mrs. GRANAHAN. However, in the post offices, I believe, temporary help has to be taken from the registers.

Mr. STAHL. Certain categories of temporary help are hired from registers; I think that is right.

Mrs. GRANAHAN. Well, I think carriers and clerks.

Mr. STAHL. Yes, those are the kind of jobs, but they have this temporary authority and there are substitutes. There are complicated differences.

Mrs. GRANAHAN. I know that because I am familiar with that. I have many requests.

But otherwise, your people don't have to be on the register for temporary employment?

Mr. STAHL. That's right, because by Commission actions most of these jobs we are talking about, with the exception of the student trainees in engineering and sciences, are under schedule A or under this 700-hour limitation. It's under the theory these are not permanent jobs. It's expensive to conduct an examining process, and we have tried to concentrate our examining resources where we felt they made the greatest contribution to the merit system in the Government, and that was in the permanent jobs.

Mr. ADDARBO. Do you think it might be for a better employment situation if these summer replacements were taken off the civil service list. In other words, those on the list already given the opportunity to these vacancies, and after they get the 3 months' experience and go back to their respective States and do eventually go on the permanent list, that they have already had experience and then get a fair apportionment throughout the country. It would be easy to circulate each agency in the States, to send out a general announcement. Even those on the list could apply.

Mr. STAHL. May I, in response to that, point this out. Even in a number of these stenographic and typing jobs, for example, which are under 700 hours for the duration of the summer, the agencies may actually turn to the competitive registers for permanent appointment to get candidates. They don't ignore those; they may use those as a source of candidates. The only thing is they don't have to appoint in a certain order. They don't have to consider competition. But they do use that as a source in many cases, perhaps even in most cases.

At the same time, though, they are also free to appoint anybody who meets the minimum standards in all of these jobs. They have to meet the minimum standards. It's simply a case of not making distinctions among the people who do meet the minimum standards.

Mr. JOHNSON. That is exactly what the postal field service does under regulations of the Postmaster General. Preferential temporary employment is granted to persons who have not yet been reached on a register, and postmasters don't employ other temporary help if there is someone on a register who can be reached.

Mr. ADDARBO. I know that is so in the post office. Why not in the other agencies, the same way?

Mr. JOHNSON. The postal service has a general regulation also which limits to 30 days a temporary appointment. Such temporary employment can be extended beyond 30 days only in the case of necessity where they can't get anyone else.

Mr. STAHL. May I also, in further elaboration, point out when any individual makes application for an examination he indicates whether

he is interested only in permanent employment or whether he would be willing to accept temporary employment.

It's always possible people can change their minds, of course, when an opportunity comes up, but very few people applying for regular jobs, permanent jobs, indicate that they are interested in temporary jobs. Consequently, the numbers who are on the list, who could be considered for the temporary jobs, is usually relatively small, percentage-wise.

Mrs. GRANAHAH. I would like to commend Mr. Stahl on his very fine and clear statement.

Mr. STAHL. Thank you very much.

Mrs. GRANAHAH. I think we are very much better informed—at least I am, than I was previously.

Thank you very much.

Mr. STAHL. Thank you. You are very kind.

Mrs. GRANAHAH. Mr. Broyhill was unable to be here today so we will include his statement in the record at an appropriate point.

Mr. DULSKI. He is opposed to it, I presume.

(Mr. Broyhill's statement follows:)

STATEMENT OF HON. JOEL T. BROYHILL, A MEMBER OF THE SUBCOMMITTEE

Madam Chairman, I wish to thank you and the members of this subcommittee for the opportunity to tell you why I feel it would be unwise as well as unnecessary to apply to temporary summer jobs the State-proportion ratio rule which now applies to permanent Federal jobs in the Washington area.

In the first place, it would be unwise because it would interfere seriously with the effort of the Civil Service Commission to recruit promising students to permanent Government employment as a career.

Temporary summer employment in the seat of Government serves a two-fold purpose in this recruitment program. First, it helps the Commission to convince likely students of the many benefits and advantages of making a career of Government service. Second, it constitutes an invaluable training ground; if the Commission does persuade the student on graduation to enter career Government service, he already has been indoctrinated in some of the ways of Government and does not have to begin his permanent Government service with absolutely no civil service background.

Thus, application of the apportionment principle to temporary summer jobs in Washington would unduly hamper the Civil Service Commission in its efforts to recruit and prepare capable young men and women for Federal service.

It also would disrupt the programs now in effect in many Washington area schools whereby students may go to school part time and receive scholastic credit for certain types of part-time Government work. Such a program is an integral part of the educational system in many localities.

Even apart from this affirmative point, no need whatsoever can be demonstrated for extension of the ratio rule to summer jobs. The fact is that a vast majority of students seeking summer Government employment, prefer to work in their home areas. But students in other parts of the country who express an interest in Washington jobs, are given full consideration by the Civil Service Commission and many of them actually do come here for summer work under present regulations.

Furthermore, application of the ratio rule to summer jobs would be most unfair to youngsters living in the District or in nearby Maryland or Virginia. Less than 10 percent of all Government jobs are in the Washington area today; there are more Federal jobs in California, for example, than there are in this area. But the State-proportion ratio does not apply to Federal jobs in California, only to those in the District of Columbia area. To apply the rule to summer jobs would mean that California youths would have a preference in a substantial proportion of the available openings here; but Maryland, Virginia, or District of Columbia youths would have no such preference for any summer openings in California.

The present rule whereby summer jobs are filled primarily on the basis of each applicant's merits, is far more fair to all concerned than would be any application of the State-ratio rule.

This rule originally was adopted in the civil service law of 1883. Almost all Federal jobs were then located in the Washington area, and the rule was intended to assure that the jobs would be spread among residents of all parts of the country. The situation today is far different and actually no valid reason exists for the rule now.

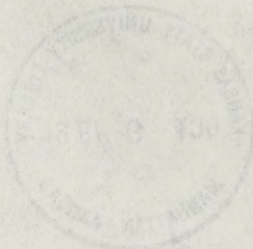
Rather than extending the apportionment principle to the summer jobs, I think we should be working to abolish it altogether.

Mrs. GRANAHAN. The subcommittee will now adjourn, subject to call of the Chair.

(Whereupon, at 12:05 p.m., the hearing was adjourned, to reconvene at the call of the Chair.)

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The present rule whereby summer jobs are filled primarily on the basis of each applicant's seniority is far more fair to all concerned than would be any modification of the present rule.

This rule originally was adopted in the Civil Service law of 1933. Almost all Federal jobs were then located in the Washington area and the rule was intended to assure that the jobs would be spread among residents of all parts of the country. The situation today is far different and actually no valid reason exists for the rule now.

Farther than extending the appointment principle to the summer jobs, I think we should be working to abolish it altogether.

Mrs. Grayson: The subcommittee will now adjourn subject to call of the Chair.
(Whereupon, at 12:05 p.m., the hearing was adjourned, to reconvene at the call of the Chair.)

