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Y4 RETIREMENT, LIFE AND HEALTH INSURANCE BENEFITS
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HEARING
BEFORE THE
COMMITTEE ON
OFFICE AND CIVIL SERVICE
USE OF REPRESENTATIVES
EIGHTY-EIGHTH CONGRESS

FIRST SESSION

ON

H.R. 5128

A BILL TO EXTEND THE BENEFITS OF THE CIVIL SERVICE
RETIREMENT AND GROUP LIFE AND HEALTH INSURANCE
PROGRAMS TO CERTAIN LEGISLATIVE EMPLOYEES, AND FOR
OTHER PURPOSES

NOVEMBER 20, 1963

Printed for the use of the
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HEARING
IN THE
COMMITTEE OF
POST OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES

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SUBCOMMITTEE APPOINTED TO CONSIDER H.R. 5128

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RETIREMENT, LIFE AND HEALTH INSURANCE BENEFITS TO CERTAIN LEGISLATIVE EMPLOYEES

WEDNESDAY, NOVEMBER 20, 1963

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

The subcommittee met, pursuant to notice, at 9:45 a.m., in room 215, Cannon House Office Building, Hon. Lindley Beckworth (chairman of the subcommittee) presiding.

Mr. BECKWORTH. The committee will come to order.

This subcommittee was appointed to consider H.R. 5128, sponsored by Mr. Olsen, of Montana, to extend the benefits of civil service retirement and the group life and health insurance programs to certain employees of the folding room of the House of Representatives. As I understand this proposal, it will permit temporary employees of the House folding room to elect to come under the three programs in the same manner as the permanent force may now elect to have the benefit of such programs.

(H.R. 5128 follows:)

[H.R. 5128, 88th Cong., 1st sess.]

A BILL To extend the benefits of the civil service retirement and group life and health insurance programs to certain legislative employees, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) section 2(d) of the Civil Service Retirement Act, as amended (5 U.S.C. 2252(d)), is amended by inserting "(other than temporary employees engaged in the folding of speeches and pamphlets for the House of Representatives)" immediately following "temporary congressional employee".

(b) The provisions under the heading "CIVIL SERVICE RETIREMENT AND DISABILITY FUND" in title I of the Independent Offices Appropriation Act, 1959 (72 Stat. 1064; Public Law 85-844), shall not apply with respect to benefits resulting from the enactment of subsection (a) of this section.

SEC. 2. Section 2(a) of the Federal Employees' Group Life Insurance Act of 1954, as amended (5 U.S.C. 2091(a)), is amended by adding at the end thereof the following new sentence: "Notwithstanding the foregoing provisions of this subsection, temporary employees engaged in the folding of speeches and pamphlets for the House of Representatives shall be entitled to the benefits of this Act."

SEC. 3. Section 3(a) of the Federal Employees Health Benefits Act of 1959, as amended (5 U.S.C. 3002(a)), is amended by adding at the end thereof the following new sentence: "Notwithstanding the foregoing provisions of this subsection, temporary employees engaged in the folding of speeches and pamphlets for the House of Representatives shall be entitled to the benefits of this Act."

This hearing has been scheduled to afford Mr. Olsen an opportunity to explain his proposal. We also have with us this morning Mr. William M. Miller, Doorkeeper of the House of Representatives, and Mr. Bijolas, of the House folding room, who is accompanied by some

of his employees. Also, Mr. Andrew E. Ruddock, Director of the Bureau of Retirement and Insurance, Civil Service Commission, is here to answer any questions the members of the subcommittee may wish to have clarified.

We will now be pleased to hear from Mr. Olsen.

STATEMENT OF HON. ARNOLD OLSEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MONTANA

Mr. OLSEN. Thank you, Mr. Chairman. At the present time, permanent employees of the House folding room (1) may elect to be covered by civil service retirement, (2) may elect to enroll in an available health benefit program, and (3) are automatically subject to group life insurance unless they waive such coverage. This is the same as anybody working here on the Hill. However, as is true generally with respect to temporary employees, temporary employees of the House folding room are excluded from the operation of these three employee benefit programs solely because of the indefinite nature of their employment as temporary employees. My amendment would permit such temporary employees of the House folding room to elect to come under the three programs in the same manner as the permanent force may now elect to have the benefits of such programs.

A recent check showed that there were 53 temporary employees in the House folding room but only 41 permanent employees, because the number of permanent employees that may be employed in the House folding room is limited to 42. Some of the temporary employees have been employed continuously in the House folding room for many years. Three have worked over 17 years as temporary employees, and it is this distinction that prompts me to introduce this legislation.

Ordinarily, temporary employees are employed for short periods of less than 1 year, and for this reason have not been included in the employee benefit bills which are intended primarily to cover only career employees. However, that reason does not apply in the case of the temporary employees in the House folding room who are employed continuously year after year. Another major distinction is that the temporary employees of the folding room do not have social security because employment in the legislative branch is specifically excluded from social security coverage.

Mr. POOL. They do not even have any breaks in employment, do they?

Mr. OLSEN. No.

Mr. POOL. They go right on through the 12 months?

Mr. OLSEN. Yes. And if there is a holiday, of course, they do not work, but they do not get paid like other people on the payroll.

Mr. POOL. Most of them draw a check every month? They do not have any skips on that?

Mr. OLSEN. No. They are here to explain their individual situations.

The Civil Service Commission has filed a report with the committee which offers no objection to my proposal. The Commission advised that the approximate cost to the Government, if all temporary employees elected coverage under all three programs, would be \$19,500 per year. However, the actual cost will be considerably less than

\$19,500 annually because experience shows that only 60 percent of the congressional employees elect to be covered under the retirement and health benefits programs and only 80 percent under life insurance.

Our committee staff, at my request, has met with representatives of the Civil Service Commission, the House folding room, and the House Disbursing Office and have worked out all the details necessary to carry out this proposal in the event it receives favorable consideration.

Mr. Chairman, I believe we have done everything possible to obtain a workable solution to overcome the problem in connection with the temporary employees in the House folding room. I urge that this subcommittee take favorable action on my bill.

Mr. POOL. Can you think of other situations similar to this that might come up later on?

Mr. OLSEN. I cannot.

Mr. POOL. Have you checked that angle?

Mr. OLSEN. Yes. I have talked it over with the staff, and they tried hard to think of any similar situations. There is not any, because there is just not a situation of temporary employees for such a long period of time. For the most part, these people that are employed temporarily are employed for only a few days or a few months, but here are people in a large group who have years and years of temporary employment. This is a very unusual situation. Even in the Post Office, where we have a lot of temporary clerks, they ultimately become permanent employees and get permanent status.

Mr. POOL. Do you anticipate the Post Office Department coming in and asking for the same thing?

Mr. OLSEN. No. What I anticipate there—and I have some knowledge of that situation—is that the employee groups are going to ask that at the end of a 3-year period or 4-year period they get a permanent position.

Mr. POOL. What do you have in your bill on that?

Mr. OLSEN. My bill just applies specifically to the folding room.

Mr. POOL. No time limit?

Mr. OLSEN. The regular time limit now in the law would apply. They would join the system under the same rules as anyone else.

Mr. POOL. If they worked 3 months are they eligible?

Mr. OLSEN. They would be eligible to join, but they would not be eligible for retirement unless they had 5 years' service, so they would have to be contributing for the same period as anybody else in order to get any benefits.

Mr. BECKWORTH. That particular aspect was explored rather carefully by the subcommittee when it considered some other legislation, and we came to the conclusion that 5 years——

Mr. POOL. The Architect deal?

Mr. BECKWORTH. Yes, after 5 years.

Mr. OLSEN. Just an identical situation to the Architect.

Mr. MARTINY. The 5-year requirement is in the basic law, and the bill does not change that.

Mr. BECKWORTH. We explored it carefully before. I think Mr. Broyhill brought it up.

I want to commend the gentleman for his interest in this group of people and feel that he certainly has made a contribution to equity

and justice in what he has done. The subcommittee in my judgment is very interested in trying to see that this group of faithful people that no doubt bear the real burden of doing this part of the work on Capitol Hill are treated properly.

Mr. OLSEN. I want to thank this committee for giving me your very valuable time and consideration.

Mr. BECKWORTH. We have with us our genial friend, Mr. "Fish-bait" Miller, and we would be glad to hear from you or any person you might wish to designate. Sit right up here with us, Mr. Miller, if you wish.

STATEMENT OF WILLIAM M. MILLER, DOORKEEPER, HOUSE OF REPRESENTATIVES

Mr. MILLER. Thank you very much, Mr. Chairman, for allowing me to be present this morning to speak in behalf of H.R. 5128, which was introduced in March of this year by the gentleman from Montana, Mr. Arnold Olsen. I have written him a letter this year assuring him of our support for this bill and telling him we would be delighted to furnish any information possible that might be helpful to the subcommittee to get the matter brought to the full committee.

We have 22 of our temporary employees who have worked from 5 to 20 years. We have 19 of our temporary employees who have worked from 1 to 4 years, and then we have 12 who have worked less than a year. These people, on what we call temporary work in the House folding room, draw \$2.04 per hour. Whenever any temporary raise comes along or any salary increase comes along the committee has been nice enough to go along and increase the rate per hour for our temporary rate workers. When we go before the Subcommittee on Appropriations for legislative matters we usually ask for a lump sum of anywhere from \$230,000 to \$250,000 a year, which takes care of these temporary rate workers. They get paid once a month for the number of hours that they have performed. They get no vacations and they get no sick leave. If they happen to have a misfortune at home and get hurt, they have no way of having any income whatsoever. They get paid by a voucher that is fixed up each month by our Superintendent, Mr. Bijolas, and he and his group keep a very close check on these temporary rate workers.

I feel that if this bill were to be enacted into law and our people could be able to enter into those three programs it would be beneficial to them, even though they would not be eligible to get any sick leave and/or benefits from annual leave. I feel that it would be a big morale booster as far as the committee is concerned, and I would like to go on record now and here as being in favor of H.R. 5128.

Mr. BECKWORTH. Thank you very much, Mr. Miller.

Do you have any questions?

Mr. POOL. No. I appreciate Mr. Miller's appearing here. He is an old friend of mine and a very good administrator. I want to compliment you on appearing here this morning on behalf of your employees.

Mr. BECKWORTH. We all concur in that statement, Mr. Pool.

I have no questions, Mr. Miller. I think you have stated the case in a very clear manner, and I certainly am in accord with what you have said.

Is there anyone else that would like to be heard? How about you, Mr. Bijolas?

Mr. BIJOLAS. I want to thank you, Mr. Chairman. I believe the Doorkeeper covered it very well.

Mr. BECKWORTH. Without objection, the report of the Civil Service Commission, dated May 17, 1963, will be made a part of the record.

(The report referred to follows:)

U.S. CIVIL SERVICE COMMISSION,
Washington, D.C., May 17, 1963.

HON. TOM MURRAY,
Chairman, Committee on Post Office and Civil Service,
House of Representatives.

DEAR MR. CHAIRMAN: This refers further to your letter of March 28, 1963, requesting Commission report on H.R. 5128, a bill to extend the benefits of the civil service retirement and group life and health insurance programs to certain legislative employees, and for other purposes.

House folding room personnel fall in two categories—permanent and temporary. The number of permanent employees remains fairly stable, while the number of temporaries varies from time to time depending on the volume of work. A recent check showed a force then consisting of 43 permanent employees and 48 temporary workers, a total of 91. The regular service schedule for both groups is 6¼ hours, Monday through Friday, and 3 hours on Saturday.

Permanent folding room employees (1) are eligible to secure Civil Service Retirement Act coverage by election, (2) may enroll in an available program under the Federal Employees Health Benefits Act, and (3) are automatically subject to the Federal Employees' Group Life Insurance Act unless they waive such coverage. As is true with respect to Federal personnel generally, temporary employees engaged in the folding of speeches and pamphlets for the House are excluded from the operation of these three fringe benefit programs.

H.R. 5128 would place temporary folding room employees in the same category as the permanent force with respect to these cited programs.

The Commission makes no recommendation on the merits of this bill, believing that decision on proposals affecting the legislative branch should be made by Congress itself.

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.

By direction of the Commission:

Sincerely yours,

(Signed) JOHN W. MACY, Jr.,
Chairman.

Mr. BECKWORTH. Would you ladies care to say anything?

Mr. OLSEN. Mr. Chairman, if I could interrupt, I want to urge the women to speak. I think they are a little shy, and I want to urge them to speak up now.

Mr. BECKWORTH. Either one, or all three, may talk to us.

STATEMENT OF DORIS JOHNSON

Miss JOHNSON. Mr. Chairman, I have been down there for 17 years, and I try to work every day. When the rush starts I work every night, because I feel like it is my job, and I sure would appreciate it if you could do something for us.

Mr. POOL. You certainly do deserve consideration.

Mr. BECKWORTH. We certainly think you do. We know you have been a constructive worker here on the Hill. Thank you for appearing.

STATEMENT OF DOROTHY JOHNSON

Miss JOHNSON. My name is Dorothy Johnson.

Mr. BECKWORTH. How long have you worked there?

Miss JOHNSON. Seventeen years. I work every day, and when the rush comes on I stay every night.

Mr. BECKWORTH. Thank you.

STATEMENT OF MAY FLEISCHHAUER

Mrs. FLEISCHHAUER. My name is May Fleischhauer.

Mr. WATSON. How long have you been there?

Mrs. FLEISCHHAUER. Seventeen years.

Mr. WATSON. You ladies started when you were just children.

Mrs. FLEISCHHAUER. I enjoy my work and I love my job. I enjoy the group of women and men I work with.

Mr. POOL. Mr. Chairman, I am ready to make a motion. I am sold.

Mr. BECKWORTH. Mr. Watson, do you have any questions?

Mr. WATSON. No, sir. I apologize for being late. I was trying to befriend another lady. I earlier discussed this with the author and the Doorkeeper, and they already sold me on this proposition.

Mrs. FLEISCHHAUER. We have a wonderful superintendent.

Mr. BECKWORTH. We feel the same way about it.

The committee stands ajourned.

(Whereupon, at 10 a.m., the subcommittee adjourned.)



STATEMENT OF DORIS JOHNSON

Miss JOHNSON. My name is Doris Johnson. I have been there for 17 years and I try to work every day. When the rush starts I work every night. I love my job and I love the group of women and men I work with. I am ready to make a motion. I am sold.



