

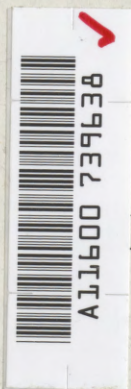
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EXTENDING APPORTIONMENT REQUIREMENT
963 TO TEMPORARY SUMMER EMPLOYMENT

GOVERNMENT
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HEARING
BEFORE THE
COMMITTEE ON
OFFICE AND CIVIL SERVICE
USE OF REPRESENTATIVES

EIGHTY-EIGHTH CONGRESS
FIRST SESSION
ON

H.R. 10 and Similar Bills

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

MARCH 27, 1963

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



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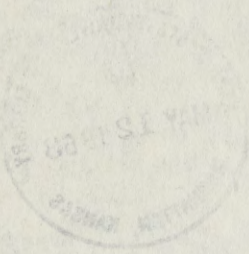
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CONTENTS

Statement of—	Page
Beckworth, Hon. Lindley, Representative from Texas.....	2
Fulton, Hon. James G., Representative from Pennsylvania.....	13
Macy, Hon. John W., Jr., Chairman, U.S. Civil Service Commission, accompanied by Warren B. Irons, Executive Director.....	13



CONTENTS

Statement of—

James Earl Ray, Defendant, Representative from Tennessee
before the Subcommittee on Crime of the Senate Committee on
Judiciary, during its hearing on the bill to amend the
Federal Bureau of Investigation Act, 1950, to read:
"The Federal Bureau of Investigation shall be known as the
Federal Bureau of Investigation and shall be organized by
Executive Order of the President of the United States."

EXTENDING APPORTIONMENT REQUIREMENT TO TEMPORARY SUMMER EMPLOYMENT

WEDNESDAY, MARCH 27, 1963

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

The subcommittee met, pursuant to notice at 10 a.m., in room 215, House Office Building, Hon Thaddeus J. Dulski (chairman of the subcommittee) presiding.

Mr. DULSKI. The subcommittee will come to order.

This subcommittee, consisting of Mr. Staggers, Mr. Watson, Mr. Broyhill, Mrs. St. George, and myself as chairman, was appointed to consider the following identical bills: H.R. 10, introduced by Mr. Beckworth, H.R. 2863 by Mr. Fulton, H.R. 3115 by Mr. Staggers, H.R. 3741 by Mr. Slack, and H.R. 3501 by myself.

The purpose of these bills is to require that temporary summertime appointments to Government positions in the Washington, D.C., metropolitan area be subject to the apportionment requirements of the Civil Service Act of 1883, the same as such apportionment requirements are now applicable to permanent appointments in the Washington area.

The bills are also identical to H.R. 5698, introduced in the 87th Congress by Mr. Beckworth. H.R. 5698 was reported from our committee on August 30, 1962, and passed the House under suspension of the rules on October 1, 1962. It was reported in the Senate on October 5, 1962, but was not acted upon by that body prior to the adjournment of Congress.

(The bill H.R. 10 follows:)

[H.R. 10, 88th 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".

Mr. DULSKI. Our first witness this morning is our esteemed colleague and my dear friend, Mr. Beckworth.

**STATEMENT OF HON. LINDLEY BECKWORTH, MEMBER OF THE
HOUSE OF REPRESENTATIVES FROM DISTRICT 3, STATE OF
TEXAS**

Mr. BECKWORTH. Mr. Chairman and members of the subcommittee. I am happy to have this opportunity to appear in behalf of H.R. 10, which the chairman of the subcommittee has accurately traced the history of, except under another number, and that number was H.R. 5698. The chairman did omit one or two or maybe three pertinent details about the passage of H.R. 5698, in that he failed to state that it passed this committee 15 to 1 and also failed to state that on a record vote, it passed the House of Representatives 309 to 19.

Mr. BROYHILL. Will the gentleman yield?

Mr. BECKWORTH. I don't yield at this time. He also failed to state that it passed the Senate Post Office and Civil Service Committee and insofar as I have been able to find, there was no vote against it in that committee. It would be interesting to find out how it was stopped over in the Senate.

I do hope that one day some way we can get votes on it in both bodies and on the record.

In connection with the report given by the Civil Service Commission, which mentions that in the opinion of those of the Commission that the apportionment system for nonsummer jobs is probably out of date, I wish to emphasize that this committee, of which I am a member, considered in the form of an amendment, offered by Mr. Broyhill, whether or not the present apportionment system for nonsummer civil service jobs is out of date and the vote in the committee was 15 to 1, as each of you who happened to be present, recalls. So we do have an up-to-date opinion, Mr. Chairman, of this committee on the Civil Service Apportionment Act, which has been law since 1883; the vote of this committee was taken at the time this bill was voted on—H.R. 5698.

I feel my observation is pertinent in view of the report that we have recently been sent by the Civil Service Commission. It is not my purpose to take a lot of time on this bill because it has been considered by the subcommittee, not the same subcommittee, but the chairman was on it and Mr. Broyhill was on it. The committee considered it, the House considered it and it is very clear. It is a very brief bill. There are facts and figures that are indicative of why the bill was introduced by several of us and I might add, there is a companion bill in the Senate, introduced by Senator Randolph of West Virginia, who is a member of the Senate Civil Service and Post Office Committee.

I simply ask that the subcommittee reevaluate the legislation and then do what the subcommittee wishes to do. On March 20, 1963, I received a letter signed by Everett M. Kirkpatrick, who is the executive director of the American Political Science Association with offices at 1728 Massachusetts Avenue NW., Washington, D.C. I have read in the paper that this organization has been interesting itself in the question of summer employment. The organization does not endorse my bill, though the organization has seen the Congressional Record of October 1, where the bill and others are discussed, not only by me,

but by several Members of Congress. Mr. Kirkpatrick writes this and I do want to quote one sentence of his letter to me:

The objective of such legislation seems to me to be worthwhile and I certainly share your feeling that these positions should be filled on a competitive basis and the young people throughout the Nation should have an opportunity to get firsthand experience in the work of the Government.

This is the main objective of this legislation, to give young people from all over this country some opportunity at least to refuse the privilege or the offer to work for the Government in the summer and may I emphasize this to the subcommittee. So far as trying to work up a system where patronage would be the controlling factor, that is the furthest from what is in my mind. I would be delighted to see all the patronage factors eliminated totally so far as these jobs are concerned. I am a strong believer in civil service. I have great faith in civil service.

As far as these summer jobs are concerned, I would like to see a written competitive examination given to just as many students as possible and if all of them can qualify from two or three States by that method, it would be all right with me. It is possible that some of the jobs may not be the type that one could give written examinations for, but in most instances it is my opinion thorough written exams could be given. I have often said the ability to get good people for the Government service generally is no better than the thoroughness of the examinations given, because examinations mean that, generally speaking, stronger people will qualify.

I would like to see the Civil Service Commission use in as many instances as possible, Mr. Macy, the kind of examinations you give for the Academies. These examinations test rather well, as I view it, very well indeed. You know, I have used that system over a period of some 20-odd years, and I'm glad to say, that most of the boys I have been able to find and judge through that system have been good students and have done well in the Academies. But these are real examinations. If one gives that examination to about 70 boys, ordinarily, he will find only about 15 doing good on the examination. This has been my experience.

I might say—this thought only comes to my mind now—that this kind of an examination could be given this year and you would have an eligible list that could last 2 or 3 years. Then if you had a lot of summer jobs to fill, you could look to that list, as you do to other lists of 2 or 3 years, to get employees and if you found that the examinations were too costly, you could only give one every 2 years or every 3 years.

I believe this is about all the statement I have to make at this time, Mr. Chairman.

Mr. DULSKI. I have a few questions to ask of you.

Mr. BECKWORTH. All right, sir.

Mr. DULSKI. You mentioned in your testimony that you believe in a strong civil service. On February 20, 1963, an article appeared in the Evening Star, "White House To Control Student Job Patronage." Are you familiar with the statement that was in the paper?

Mr. BECKWORTH. I read something about that. I read nearly all of the fine columns of our writers like Mr. Young, Mr. Kluttz, and Mr. Cramer, but I made my statement clear on patronage just then. I stand by that statement. I am a Democrat and I would say what I said whether a Democrat is in the White House or a Republican is in the White House, I believe we ought to fill, not only the summer jobs, but all these jobs on real merit. This can best be done by thorough testing.

I have said this and I say it here before the chairman of the Civil Service Commission. I think we have entirely too many unassembled examinations instead of assembled examinations and that conclusion I have come to after observations of long duration. A real strong test, in my judgment, will assure stronger people for this Government. We have lots of wonderful people in the Government, but our Government needs the best people we can get. This is cheaper for the taxpayer in the long run. With costs of Government so high, the inefficient, unprepared hanger-on type must never be hired and if hired, weeded out.

Mr. DULSKI. Did you read the report of March 20 on this bill by Mr. Macy, Chairman of the Civil Service Commission?

Mr. BECKWORTH. Yes, sir, I have.

Mr. DULSKI. Do you agree with the statement that says:

There appears to be far less interest on the part of citizens in participating in affairs at the seat of Government.

Do you think there is less interest now?

Mr. BECKWORTH. I think there is considerable interest on the part of people throughout this country in learning about their Government, yes, on the part of young people, and older people, too. Not only is that true, but people all over this country are paying more attention to the Government, and I'm proud to say that is the case. One reason for this, in my judgment, is because of the very high cost of Government. We now have almost a \$100 billion budget. This I regret very much. I want to see economy in Government.

On the other hand, assume the statement you quote is true, then this bill would have little effect. There would be nothing to worry about.

Mr. DULSKI. Do you agree with the statement, Mr. Beckworth? You stated before you have many inquiries. I have many inquiries as far as jobs are concerned. Now the statement was made that there is very little interest at the seat of Government. Don't you think that students all over the country are interested?

Mr. BECKWORTH. That has been my conception, very definitely. Then, too, part of that statement sent here by the Commission, as I recall, indicates this is true in connection with the lower paid year round jobs. There is less and less interest in overall employment for the Government in lower paid jobs; year around jobs perhaps. I am talking about the report. It is true that in connection with the jobs that pay the lowest in our Government, people can't come from California to take them. But, back to the statement in the political science letter, the thing that I am mostly interested in, and I say this as a former teacher, is to give these boys and girls who want to learn something about this Government, based on merit, an opportunity at least to have their applications considered.

Mr. DULSKI. You have made another statement that the positions are to be taken from the list; is that correct?

Mr. BECKWORTH. What is that?

Mr. DULSKI. There will be an examination and after the people qualify, they are placed on a list. Now would this individual—let's say he is a sophomore in school and he is on this list and he is up here to work for the Government for, let's say, 3 months. He goes back to school in September. Would he be in the same position to qualify for the job the following year because he is a junior?

Mr. BECKWORTH. That, of course, would be a detail that would have to be worked out. If he did a good job of work and the officials of the Government felt like he is the one that is needed for the place, I would have no objection. The idea in this Government is to have the man that can deliver the goods working. But the idea, too, is to give students from all 50 States a fair shake. Two or three States getting three-fourths of the summer jobs is a one-sided situation, in my opinion. The summer job program could and should be better balanced as between States.

I had a letter this morning—I do not make this as a statement—but this is the kind of thing that we want to avoid. I am not going to mention the name. The letter was sent to me this morning. This is from a boy that has worked for the Government in the summer. It is dated March 25. I want to read this paragraph.

I would ask that the program itself be given careful scrutiny. While the idea of making Government service accessible to college students is a sound one, at times it amounts to a needless waste. While many students do make worthwhile contributions to their agencies, others spend most of the summer reading books and hustling coffee.

Now I didn't make that statement but if it is true, it ought to be stopped.

Mr. DULSKI. That is part of the administration of this program, but I am just referring to the bill.

Mr. BECKWORTH. Your specific question?

Mr. DULSKI. The specific question is this: According to the civil service law, you are on probation for a certain length of time. Now these boys and girls who are coming into the Government that are serving in these positions from all over the country, would you retain them on the list or would they be automatically out and would there be an opportunity for the others on the lower scale?

Mr. BECKWORTH. My bill doesn't go into that question. My bill is a very simple bill on the question of temporary employment apportionment. Actually this bill doesn't touch that. It is an apportionment bill. I think there again high merit should be the determining thing, high merit worked out by the Civil Service Commission and the agency involved.

Mr. DULSKI. You worked very hard to procure the information you submitted to us in the last Congress and also this year. Did you have access or did you have the cooperation of all of the agencies to procure information or were there some who refused?

Mr. BECKWORTH. I finally got some of it, but it was a real difficult job to get. And I didn't get all of it because actually, the information that I have presented in tables, I obtained agency by agency

and the sum total for each year was in connection with some 2,000 or 3,000 jobs. The columnists say that there are some 10,000 jobs.

When I was before the subcommittee before, I mentioned this in my testimony. I said that I would be glad for the Civil Service Commission to bring up to date the total distribution with reference to the 10,000 jobs, if there are that many jobs. Possibly if that could be done, it might show a picture not nearly so one-sided as the one shown in the tables that I obtained or conceivably it could show them more one-sided. But I believe the Congress ought to have that information. I call on the Civil Service Commission now to show the geographical distribution, State by State, of all summer jobs in the Washington area.

Mr. DULSKI. That is the reason I asked the question. The Commission shares the sentiments and I'm quoting right from their report:

The Commission shares the sentiment for providing an opportunity for as many of our youth as possible to work for the Federal Government in the Washington, D.C., area. We have constantly encouraged agencies to develop worthwhile and substantial summer employment programs which will provide students with valuable insights into the workings and problems of Government.

Now, if the agencies and the Civil Service Commission are so in favor, why were the agencies so reluctant to give you information?

Mr. BECKWORTH. I do not want to indicate that I was totally refused, but one agency, for example, told me I had no business with that information and I don't know why.

Mr. DULSKI. You didn't accept their reason, of course?

Mr. BECKWORTH. I did not accept it. And incidentally, another Member of Congress, who hasn't introduced a bill, helped me to get some information. It shouldn't be difficult to obtain, as the Congress has a right to these details, in my opinion.

I mentioned 10,000 summer jobs, but I don't know how many there are. Here is a column dated February 22, 1963, by Mr. Cramer, and I want to read this. I don't make this as a charge. You will recall I have made no incriminating charges about our agencies at any time. I do have these tables and they speak for themselves. Here is what Mr. Cramer said:

The truth about students' summer jobs in the Washington area—about 11,000 last year.

And he says—

The truth isn't pleasant. The truth is about 5,000 jobs may be justified. The rest are padded and made jobs.

Now that is not my statement. It goes on to say:

For years Federal agencies have made it a practice to save up routine tasks and unencumbered funds so as to be able to provide summer employment to the sons and daughters of agency bigshots and others favored. There is excuse for hiring summer replacements for these employees, who are on vacation. There is no excuse for the summer job racket which has grown up or the ill-advised White House attempt to take advantage of it.

Now I don't allege that these jobs are made jobs. I say if they are, in view of the great cost of Government, that practice ought to be cut out. I might say this, that in the same article, there is no indication of friendship toward my bill. In fact, the article says my bill is the worst possible approach to a solution.

It may not be that my bill is exactly the answer, but, in my judgment, there is a workable way to give the boys and girls, the students throughout this Nation an opportunity to be tested for these jobs, and then to learn, after qualifying by merit, something about our Government at firsthand. I think there would be a way. Merely alleging that any proposal that would change our present one-sided system is unworkable is a poor excuse and reason, indeed.

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

Mr. WATSON. Mr. Beckworth, to your knowledge is there any competitive examination being given now for this summer employment in any of the agencies?

Mr. BECKWORTH. I think that the Chairman of the Commission would say there is and he will be on in just a minute and I think there are perhaps a good many competitive examinations. As to how competitive they are, I don't know. But I'm sure in my own mind they could be much more competitive. One of the ways to make them competitive is to give the boys and girls throughout this country information as to when these exams will be and where. That is one of the ways to make them competitive.

Mr. WATSON. In other words, they might be having a competitive examination, but no one knows about the exam except those that they would like to fill the positions?

Mr. BECKWORTH. I would prefer to say that the most means possible to make the examination public knowledge may not be used at this time.

Mr. WATSON. Another question, I notice here from your summary that you have some total of 2,321 of these jobs that have been identified or at least information given you?

Mr. BECKWORTH. From agencies.

Mr. WATSON. From agencies in 1959. I notice the reports now range up to 10,000 or 11,000. Has the growth of Government warranted such an expansion of this summer employment?

Mr. BECKWORTH. That information I don't have, but I wish I had it and I request now that the Chairman of the Commission get the distribution figures about whatever number there actually are. I would like to know and I think the Congress has a right.

Mr. WATSON. One final question. I notice from the newspaper account that the White House is fixing to usurp the Civil Service Commission's authority on this. Who has handled it heretofore, just heads of agencies or has the Civil Service Commission had anything to do with it?

Mr. BECKWORTH. I believe the Civil Service Commission has had something to do with it generally, as it does in connection with such a high percentage of the jobs in Government, yes. And I say again, I have great confidence in the Civil Service Commission, but the Commission, in my judgment, has not given adequate attention to the question of the distribution of these summer jobs, State by State, this could be true, too, with the year-around jobs, so far as the Washington area is concerned, particularly with the higher grade jobs.

Mr. WATSON. I, too, have confidence in the Civil Service Commission, if they are going to do the job. But, if they are just sitting and somebody else is doing the job, somebody is failing along the way somewhere.

Mr. BECKWORTH. When they give written examinations, they usually are very thorough.

Mr. WATSON. I have no further questions.

Mr. DULSKI. Mr. Broyhill.

Mr. BROYHILL. When I asked the gentleman a moment ago if he would yield, I was going to make the brief observation, when the gentleman was referring to the 310-to-19 vote for this legislation last year, that I was surprised that there were as many as 19 votes against the legislation, particularly in view of the fact that it was brought up under suspension of the rules and we had only 40 minutes to debate the legislation. Certainly it boiled down in that limited time for debate on the surface there, that Members were being called on to vote as to whether or not the people they represented would get a fairer cut or a fairer shake of the distribution of summertime Federal jobs. Certainly with that limited discussion and debate, I would expect the Members to represent what seemed at that time to be in the best interests of the people they represented.

I will make a confession here, that I represent people who possibly would be adversely affected by this legislation.

Mr. BECKWORTH. Will the gentleman yield?

Mr. BROYHILL. Yes, I will be glad to yield to the gentleman.

Mr. BECKWORTH. Do you mean if true written tests are given?

Mr. BROYHILL. I'm coming to that. That is going to be a question I intend to ask the gentleman. The point I am trying to make here is that I will confess that, undoubtedly, I'm somewhat prejudiced about this legislation, prejudiced against it, because I feel some people that I represent might be adversely affected. But I think the rest of the Congress is prejudiced in their position on this legislation, so, when the gentleman mentions the vote of 310 to 19, I don't think that you have a fair, unbiased court adjudicating this legislation. I think they are just acting in what might be politically, and properly so, in the best interests of the people that they represent and not what is fair and administratively the best system. That is just a statement. If the gentleman had yielded, I wouldn't have spoken that long, but I don't think that the vote is a significant basis to judge the merit of this legislation, although that is the way bills become law and it is a proper way, I guess.

But the gentleman made a statement, a moment ago, that he felt that these jobs should be awarded on the basis of competitive examination, without regard to politics.

Mr. BECKWORTH. Insofar as it is practical to give these competitive examinations, and I would hope a lot more could be given than have been given.

Mr. BROYHILL. I think we are both in agreement on that. Does the gentleman not think that the legislation he proposes to seek here would work in the opposite direction, because, if the gentleman favors a competitive examination, actually this requires the Civil Service Commission, does it not, to work on the basis of where people live, not on the basis of qualification or not how many people have applied for these jobs who are qualified?

Mr. BECKWORTH. The gentleman understands what my bill does. It is an apportionment bill and the apportionment law we have had since 1883. It is not a bill that is designed to cover all aspects of summer

employment. It is a first step. It is an apportionment bill. That is all it does.

Mr. BROYHILL. I understand that, but the gentleman stated—

Mr. BECKWORTH. I expressed the hope and the desire to see stronger examinations in connection with this summer employment, and all employment, and I mean that.

Mr. BROYHILL. I know the gentleman does.

Mr. BECKWORTH. The bill does not cover that, and the gentleman knows it.

Mr. BROYHILL. Well, I think it works against what the gentleman seeks to do.

Mr. BECKWORTH. The gentleman has a right to interpret it any way he wants to. Yes, he does, and I have a right—

Mr. BROYHILL. I apologize to the gentleman. I am not attempting to argue.

Mr. BECKWORTH. I know that.

Mr. BROYHILL. I know the gentleman is sincere when he says he wants these jobs awarded on a competitive system, but my question was, well, let me make a statement. I do not see how what the gentleman proposes to do is consistent with that statement because he says, in the bill, that they must be awarded on the basis of where the people live.

Mr. BECKWORTH. The gentleman understands my bill. We have been through this in the other room out there, and the gentleman knows we have had plenty of discussion here, at this very table, and there is no great puzzle about the bill.

Mr. BROYHILL. Does the gentleman have any figures available, at his disposal there, of the number of jobs that will be affected by this legislation?

Mr. BECKWORTH. The gentleman has put in the October 1 Congressional Record all the figures that the gentleman has available.

Mr. BROYHILL. You do not have the answer to that question?

Mr. BECKWORTH. The gentleman has made the plea several times for the Commission, and you will recall that plea in this room right here, to get up-to-date figures and find out how they are apportioned, if there be 10,000 or 11,000, all of them. I would like to see the figures.

Mr. BROYHILL. I didn't understand the answer to the question. You have the figures or you do not have them?

Mr. BECKWORTH. In the October 1 Congressional Record, the gentleman will find all the figures that I have been able to get from any source.

Mr. BROYHILL. Will that show the number of jobs that will be affected by the legislation?

Mr. BECKWORTH. I say again, the gentleman has all the figures he has with an explanation in the October 1, 1962, Congressional Record. There is a considerable difference of opinion in the mind of the gentleman and the Civil Service Commission as to just what the effect is. The Civil Service Commission indicates, actually, the bill won't have much effect. That, I might add, is a rather strange thing when so much effort is being made against the bill, from time to time. If it won't have much effect, I don't understand why it would be creating so much interest.

Mr. BROYHILL. Do the figures that the gentleman is making reference to, will they show the percentage of jobs?

Mr. BECKWORTH. These figures show the distribution of these jobs and the gentleman has seen these tables.

Mr. BROYHILL. Will it show the percentage of all Federal jobs in the Washington area?

Mr. BECKWORTH. The figures, the gentleman has seen, I might say, several times. They are in the October 1 Record. There is a difference in the interpretation as to how far reaching this bill would be.

Mr. BROYHILL. That is all I have, Mr. Chairman.

Mr. DULSKI. Mrs. St. George.

Mrs. St. GEORGE. Mr. Chairman, thank you. Mr. Beckworth, I notice that you did say that you had some difficulty getting all the figures that you required, and that you would like to have more cooperation, let's say, in some agencies; is that correct?

Mr. BECKWORTH. I would have hoped the Civil Service Commission would have had these figures. They didn't have them. I had to go to each agency, and I refer to the October 1 Record, yes.

Mrs. St. GEORGE. And one agency implied they did not have to give you these figures?

Mr. BECKWORTH. One agency did.

Mrs. St. GEORGE. I am sure you are familiar with a statement made by Senator Saltonstall in the Record of March 4, and in this he introduced a resolution to print, as a Senate document, a compilation of materials entitled, "Summer Employment of College Students by the Federal Government for 1961." Now we have been talking about different figures here, but Senator Saltonstall seems to be fairly positive about his figures, and I would just like you to listen, if you will, to this one sentence.

Mr. BECKWORTH. I haven't seen those figures. May I ask if they are in the Congressional Record?

Mrs. St. GEORGE. They are in the Congressional Record which I hold before me.

Mr. BECKWORTH. What date?

Mrs. St. GEORGE. March 4.

Mr. BECKWORTH. March 4, 1963?

Mrs. St. GEORGE. I will give you the page number—3264. The Senator says in this one paragraph:

This material shows by departments the number of positions excluding clerical jobs likely to be available to the summer students by location and job description. The complete report provides the names of the universities from which the students who served as interns in the summer of 1961 came. It has not been thought necessary to include this information as part of the Senate document, but it will be on file at the Library of Congress. In 1961, the summer for which the study was made, a total of 12,033 were reported to the Library. Though final figures are not yet available, it has been estimated that more than 13,000 jobs will be filled by students in the summer of 1963.

I think those figures are interesting and I may say to the gentleman, that I have the greatest of sympathy for him in trying to obtain figures. If he will forgive a quotation that perhaps could not be made on the air, it reminds me of something I have said before in matters of Government and this is a quotation. I don't use the language myself and that is, "That there are lies, damn lies, and statistics." I think that is something that we all suffer under.

Mr. BECKWORTH. I appreciate that.

Mrs. ST. GEORGE. Now if you would indulge me, Mr. Chairman, there is one other question I would like to ask. As you know, there has been a great deal of talk about having these summer jobs put under strict patronage and I understand that there is an office, at the present time, in the executive branch of Government that is handling some of this material. I would like to just quote one thing that has come to my attention. Of course, one incident doesn't amount to a great deal.

I was told last week of an agency interviewer telling a Yale law student a summer job was not available due to patronage considerations.

Of course, if that is true, I am sure the gentleman doesn't want that any more than I do.

Mr. BECKWORTH. I don't favor that.

Mrs. ST. GEORGE. I would also like to ask the gentleman if he feels that his bill will make such a situation more or less impossible?

Mr. BECKWORTH. I believe that my bill would be a step in the right direction in trying to give the boys and girls throughout this Nation at least a little better opportunity than they have had to be here, whether they be Republicans or Democrats.

Mrs. ST. GEORGE. I want to congratulate the gentleman on that thought because I think it is very important.

Mr. BECKWORTH. That is the way I want it to be.

Mrs. ST. GEORGE. We have taken a great many years to develop a civil service in this country, as the gentleman well knows, and I don't like to see it tainted in any way by either political party myself.

Mr. BECKWORTH. We have spent millions of dollars, as a government, to try to acquaint people with the workings of our Government. We have brought people from around the world to Washington to learn something about it. I have an article here, dated March 26, 1963, in the Washington Post, which has this pertinent sentence:

For in addition to the 3,000 foreign students enrolled at local universities, there are thousands more who visit Washington as part of their educational experience in this country.

That refers to foreign students and we have helped pay a lot of the bills to bring people here, one way or the other, to learn something about our Government and I feel that if a boy from West Virginia, and incidentally, I believe West Virginia had 4 summer jobs in the 2,300 I had enumerated or 5, has the same qualifications as a boy from one of the closer States and some of them had 600 jobs or 500, I think, he ought to have at least a fighting chance to get here and learn something about it. You know, West Virginia is not a lot farther than some other States close by.

Mrs. ST. GEORGE. I fully subscribe to that.

Mr. BECKWORTH. I just do not believe it has worked out in quite as fair a way as the American system likes to see summer jobs or any other thing work out. Perhaps it is not by design, but it has not worked out as fairly as we like to see it.

Mrs. ST. GEORGE. Does the gentleman think it would help at all if we could get this whole thing set up a little bit more the way we do the examinations for the service academies, by which Members of Congress could have something to say and do about the appointment of these young people?

Mr. BECKWORTH. The very able lady was not here when I paid very—

Mrs. ST. GEORGE. I regret I was not.

Mr. BECKWORTH (continuing). High tribute to the Civil Service Commission in the way those examinations have worked out for me and I used this method as far back as 24 years ago. By the way, we sometimes have as many as 70 and it is amazing how rapidly you can give those examinations, Mr. Chairman, and get meaningful lists from which to choose Academy candidates. It works fine.

Mrs. ST. GEORGE. I will tell the gentleman, West Point being in my district, I have to give that examination to well over 100.

Mr. BECKWORTH. One of the things I'm proudest of, I am using these examinations and I have used them almost without fail and I seldom have a boy that fails to stay because of grades in any of the academies. The system has worked fine.

Mrs. ST. GEORGE. I agree with the gentleman. That is all.

Mr. DULSKI. Mr. Watson.

Mr. WATSON. Mr. Beckworth, one further question. I was not here last year and it was with much interest that I noted my colleague's question or comment on the other side about the 309 to 19 vote last year. You were here, were you not?

Mr. BECKWORTH. Yes, sir.

Mr. WATSON. And did I understand correctly that was not a considered vote on the part of the Congress, in your judgment?

Mr. BECKWORTH. It is true that we had the bill on the Suspension Calender. We got it up the only way in the world we could get it up. This has been a small thing, in some respect, but it has had hard sledding, it really has. We got it up the only way in the world we could and may I say, if and when we ever pass it out of here again, if the gentlemen would like a rule for 4 hours or 6 hours, I will go with him to the Rules Committee and try to help him get it. I wouldn't mind seeing it discussed 10 hours, if that is what the House wants. I am not afraid of discussion on any bill.

Mr. BROYHILL. Will the gentleman yield? I want to reply to the gentleman. I know the gentleman from Texas is not afraid of discussion. That is not what I was trying to imply. I felt there was some prejudice on the legislation that was not fully discussed and with a lack of discussion, naturally Members want to vote in what is the best interest of their district. I believe, frankly, it would be just as simple, maybe more preferable, to go ahead and let the bill go on through on the Consent Calender by unanimous consent and sail on down to the White House and let the President exercise his responsibility and veto it.

Mr. BECKWORTH. He can do just what he wishes, naturally.

Mr. WATSON. Even though it were brought up as it was, which limited the debate on it, still am I not correct in believing that the Congress did consider this measure when they voted and it was not just a cursory vote?

Mr. BECKWORTH. I think the Members knew what they were voting on.

Mr. DULSKI. Thank you, Mr. Beckworth. We appreciate your testimony on this bill.

We will now hear from our colleague, Representative Fulton of Pennsylvania.

Mr. Fulton.

**STATEMENT BY REPRESENTATIVE JAMES G. FULTON, OF
PENNSYLVANIA**

Mr. FULTON. Mr. Chairman and members of the subcommittee, I appreciate very much the opportunity of appearing here this morning in support of my bill, H.R. 2863, which would require that temporary summer positions that become available in the Washington, D.C., area be subject to the apportionment requirements of the Civil Service Act of 1883.

I am sure that most Members of Congress share with me the experience every year of having a number of extremely deserving boys and girls in their districts appeal for help in getting summer positions with the Government in Washington. And I am sure that most Members also share the frustrating experience with me of not being able to help these youngsters because such jobs are filled by young people living in or near the Washington metropolitan area.

It is indeed a great inspiration and a wonderful experience for a young person to be able to come to Washington during the summer and have the opportunity to work in the Federal service. This experience should not be limited in large part, as it is now, to young people living close to Washington. It should be made available to every deserving young person throughout the country.

Mr. Chairman, I spoke for and actively supported this legislation when it passed the House on October 1 of last year. I sincerely hope that your subcommittee will favorably report the legislation again this year, as it is my firm conviction that it will go a long way in helping to correct the present disparity and inequity that exists among the students who live some distance from Washington and who are anxious to be considered for summer work in Washington with the Government.

Thank you.

Mr. DULSKI. Thank you, Mr. Fulton.

We are honored again to have our esteemed friend, Mr. Macy, with us. I think Mr. Beckworth expressed the sentiments of all of us, in that we have a high regard for the civil service system. I think Mr. Macy has an outstanding record in that field. We are very honored to have you, and Mr. Irons here this morning.

**STATEMENT OF HON. JOHN W. MACY, JR., CHAIRMAN, U.S. CIVIL
SERVICE COMMISSION, ACCOMPANIED BY WARREN B. IRONS,
EXECUTIVE DIRECTOR**

Mr. MACY. Thank you very much, Mr. Chairman and members of the subcommittee. I am pleased to have an opportunity to testify on these bills with respect to temporary summer employment. At the time the predecessor bill in the 87th Congress came up for hearings on August 9, 1961, I was unable to be here. Mr. Stahl of the Commission staff offered testimony which I feel covered the ground very well, but I'm pleased that Mr. Irons and I have an opportunity to extend the record and to answer some of the questions that have been raised in the interim with respect to this bill.

We have benefited a great deal from hearing the testimony of your colleague, Mr. Beckworth, who preceded our appearance. I hope that in our statements, we will be able to further answer some of the questions that were raised.

Mr. Chairman, I do not have a formal statement. I would like, with your permission, to introduce into the record the Commission's official report of March 20, 1963, reporting on the five bills that are identical, with H.R. 10 heading the list. These are bills introduced by yourself, Mr. Chairman, Congressman Fulton, Congressman Staggers, and Congressman Slack, in addition to H.R. 10 introduced by Congressman Beckworth. I would like to introduce that in the record, if I may.

Then in the interests of further providing information for the consideration of the subcommittee in its deliberations on this legislation, I would like to offer some views and facts, if that is agreeable.

Mr. DULSKI. If there is no objection, the report will be inserted at at this point in the record.

(The report follows:)

U.S. CIVIL SERVICE COMMISSION,
Washington, D.C., March 20, 1963.

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

DEAR MR. CHAIRMAN: This is in further reply to your requests for the views of the Civil Service Commission on identical bills, H.R. 10 (Beckworth), H.R. 2863 (Fulton), H.R. 3115 (Staggers), H.R. 3501 (Dulski), and H.R. 3741 (Slack), to extend the apportionment requirement in the Civil Service Act of January 16, 1883, to temporary summer employment, and for other purposes.

The Commission strongly opposes enactment of these bills.

These bills would extend to additional appointments, a provision of the Civil Service Act of January 16, 1883, which in our opinion is obsolete and serves little purpose at the present time. The existing appointment provision has not resulted in comparable representation of all States and territories in the apportioned service. Forty-four States and territories are currently in arrears of their apportionment quota. In today's labor market, we cannot attract enough applicants from those States and territories in arrears to meet their apportionment quota. Further, apportionment is an unnecessary complication to recruitment and does not aid in attracting quality people to Federal service. We believe there is even less justification for apportionment of temporary summer appointments.

The principle underlying the original apportionment provision in the Civil Service Act was a belief that the States and territories should be represented in the executive branch at the seat of government. However, with the growth of government decentralization there has developed increased opportunity for citizens throughout the country to participate on the local level in the implementation of national policies. There appears to be far less interest on the part of citizens in participating in affairs at the seat of government. This is particularly noticeable in the lower graded positions.

A recent nationwide examination for clerical positions, grades GS-2 and GS-3, in agency headquarters offices in the Washington, D.C., area illustrates the general operational ineffectiveness of apportionment. Through this examination, the Commission attempted to help overcome the imbalance which had developed in apportionment standings among the States and territories. Competition in this nationwide examination was restricted to veterans (who are exempt from apportionment provisions) and to nonveterans from States and territories in arrears of their apportionment quota. A total of only 2,566 applications were received from persons entitled to file in this examination. Of this total, practically half were from veterans and nonveterans already living in the District of Columbia or nearby Maryland and Virginia. We accepted the applications of these non-veterans because they claimed legal residence in States or territories in arrears of their apportionment quota. Thus, of the small number of applications accepted, only about half were from persons actually living in the 44 States and territories in arrears. The number actually available for appointment will be

reduced by the number who fail to appear for the written test, by those who fail the examination, and by those who decline consideration when actual appointments are being made. Previous experience shows that a far higher percentage of eligible applicants living in areas in arrears of their apportionment quota will decline consideration for appointment than will those living in areas in excess of quota.

Day-to-day experience with other examinations, such as that for clerk-typist and clerk-stenographers, has also shown the general unwillingness of persons from distant areas to come to Washington, D.C., for these positions. We are convinced that this attitude will carry over to summer temporary appointments. Financial benefits to be derived from short-term employment are not attractive enough to induce very many persons, particularly students, to take on the burden of travel costs to and from their homes or colleges. When you add to this cost the expense of room, board, laundry, and sundry items for those students who might otherwise receive these items free while working near home, it becomes obvious that many students will have no interest in moving here for a summer job. Thus, we fear that an additional administrative burden may be the only tangible result from an extension of apportionment to such appointments.

The Commission shares the sentiment for providing an opportunity for as many of our youth as possible to work for the Federal Government in the Washington, D.C., area. We have constantly encouraged agencies to develop worthwhile and substantial summer employment programs which will provide students with valuable insights into the workings and problems of Government. There are many intern programs operated in the Washington, D.C., area each year which offer worthwhile and productive experiences for our future leaders. Relatively few summer intern appointments are made in comparison to the total number of summer appointments.

In contrast, the majority of summer appointments are made to fill vacancies created by summer vacations of regular employees or to fill seasonal positions. Most of these positions offer little or no educational opportunity in the substantial workings or problems of Government. We seriously question, and are concerned about the possible adverse effect of, a summer apportionment program which might mislead students into thinking that all of these jobs were inter type.

We also wish to point out that these bills, as we understand their scope, would affect only those appointments made through open competitive examinations. Most summer temporary appointments are not made through such examinations.

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,

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

Mr. MACY. You will note, Mr. Chairman, that this report strongly opposes the enactment of these bills in the belief that this extends a feature of the basic Civil Service Act of 1883, which has become obsolete and inappropriate for the administration of the merit system in modern times.

The bill would extend to temporary summer employment the provision in the basic act calling for apportionment of appointments in Washington in accordance with the population of the States and territories. The original purpose of that provision was to assure that the principle that had existed since the early days of the Republic, that public jobs at the seat of government be distributed in accordance with the population across the country and that be continued. At that time, there were relatively few jobs away from the seat of government. Opportunities for Federal employment were very largely confined to this area.

Now why does the Commission feel that this principle is obsolete? It is our view that there have been intervening developments since 1883, which have very largely changed the pattern of Federal employment and its location. The principal change is the vast degree of decentralization that has taken place during these years so that today, less than 10 percent of total Federal employment is at the seat

of government. Employment is distributed throughout the 50 States and in more than 100 countries abroad. In fact, according to recent statistics, the State of California has a larger number of Federal employees than does the metropolitan area of Washington.

Further, the developments of legislation have changed Federal policy relating to this principle of apportionment. The principal legislation was the Veterans' Preference Act of 1944, which exempted all veterans from coverage under the apportionment provisions. Today, 50 percent of Federal employment is made up of those who have served their country in uniform and are covered by the veterans' preference provision.

A third factor has been the condition of the labor market. The Federal Government today is employing more and more individuals with technical, scientific, and professional training in a very tight competitive labor market and it has been the judgment of the Commission that, in the face of this labor market, the limitations of apportionment have been inappropriate and so certain exceptions have been made for those scarce skills.

It is interesting that even the occupational group that has a very high number, that of typists and stenographers, tends to fall in this shortage category, so that these positions have been judged to be outside of apportionment.

Now the wise men and women who enacted the Civil Service Act 80 years ago provided in the apportionment provision a waiver of apportionment upon the judgment of the Civil Service Commission when it viewed that it was in the best interests of the Government to waive it. And, as a result, there have been these changes.

Let me answer for you the question: How is apportionment actually being applied at the present time? There are approximately 50,000 jobs at the seat of government that are covered by the apportionment provisions at the present time out of a total employment in the metropolitan area of 232,000.

Mr. BROYHILL. What was that figure again?

Mr. MACY. The first figure was 50,000 now covered under apportionment out of a total employment in the metropolitan area of Washington of 232,000 positions. I will be happy to insert in the record, Mr. Chairman, the distribution of the 50,000 appointments among the various States in the Union. I believe this may be helpful. In fact, if the Chair wishes, perhaps the members of the subcommittee might like to look at this statement with me at this particular time.

Mr. DULSKI. We will make that a part of the record at this point. (The document follows:)

CONDITION OF APPORTIONMENT AT THE CLOSE OF BUSINESS SATURDAY, MARCH 16, 1963 (NOT TO BE EFFECTIVE UNTIL APRIL 1, 1963)

Important: The apportioned service embraces positions (with certain exceptions) in central offices of agencies physically located in the metropolitan area of Washington, D.C. The metropolitan area covers District of Columbia; Alexandria and Falls Church cities, Va.; Arlington and Fairfax Counties, Va.; and Montgomery and Prince Georges Counties, Md. The apportionment law does not apply to veteran preference employees. The apportionment does not apply to positions filled through temporary appointments. Other positions exempt from the apportionment are listed in chapter A6 of the "Federal Personnel Manual." So long as a person occupies, by original appointment, a position in the apportioned service, the charge for his appointment continues to run against his State of original residence.

For original appointments the Civil Service Commission or its Boards of Examiners rank eligibles for apportioned positions on registers in accordance with the condition of the apportionment. Veterans and eligibles from States in arrears are certified first. Nonpreference eligibles from States in excess are listed last by individual States beginning with the one least in excess and according to ratings and are certified only after other eligibles have been certified.

State	Number of positions to which entitled	Number of positions occupied	State	Number of positions to which entitled	Number of positions occupied
IN ARREARS			IN ARREARS		
1. American Samoa.....	6	0	32. Wyoming.....	91	61
2. Guam.....	18	0	33. Mississippi.....	602	445
3. Virgin Islands.....	9	0	34. Arkansas.....	494	388
4. Puerto Rico.....	649	45	35. South Carolina.....	658	527
5. Alaska.....	62	5	36. New York.....	4,638	3,865
6. Hawaii.....	175	18	37. Rhode Island.....	237	200
7. Arizona.....	360	44	38. Missouri.....	1,194	1,024
8. California.....	4,344	604	39. Tennessee.....	986	848
9. Panama Canal Zone.....	12	2	40. Oklahoma.....	643	595
10. Nevada.....	79	16	41. Massachusetts.....	1,423	1,376
11. Oregon.....	489	117	42. New Hampshire.....	168	163
12. Washington.....	789	198	43. Minnesota.....	943	919
13. Michigan.....	2,162	548	44. Iowa.....	762	752
14. New Mexico.....	263	78	IN EXCESS		
15. Louisiana.....	900	293	45. Kansas.....	602	611
16. Texas.....	2,647	875	46. North Dakota.....	175	178
17. Idaho.....	184	85	47. Pennsylvania.....	3,128	3,640
18. Florida.....	1,368	670	48. North Carolina.....	1,259	1,481
19. Ohio.....	2,683	1,337	49. Maine.....	268	316
20. Indiana.....	1,289	652	50. Vermont.....	108	134
21. Illinois.....	2,786	1,483	51. South Dakota.....	188	279
22. New Jersey.....	1,677	899	52. Nebraska.....	390	586
23. Delaware.....	123	69	53. West Virginia.....	514	1,129
24. Connecticut.....	701	394	54. Virginia.....	1,096	4,666
25. Utah.....	246	139	55. Maryland.....	857	4,060
26. Wisconsin.....	1,092	618	56. District of Columbia.....	211	10,596
27. Colorado.....	485	281	Total appointments.....		
28. Montana.....	186	111			50,253
29. Georgia.....	1,090	680			
30. Kentucky.....	840	538			
31. Alabama.....	903	591			

Mr. MACY. This is a statement showing the condition of apportionment as of the close of business Saturday, March 16, 1963. This is a quarterly report put out by the Commission and widely distributed in keeping with the civil service provisions.

You will note in the table that there are 44 States, territories, and Commonwealths that are in arrears. In other words, they do not have the number of positions to which they are entitled based upon their portion of the total population measured by the decennial census in 1960. The vertical column alongside shows the actual number of positions occupied.

Since I referred to California, let's look at that particular State. It is No. 8. California would be entitled, based on its population, to 4,344 positions. It has 604. The Commission ascertains the legal residence of competitors when each competitor files evidence of legal residence at the time of his application. In many instances these people will claim legal residence in a State although, in actual fact, they are living in the metropolitan area. This is a characteristic of our situation here in the Nation's Capital.

You will find over to the right of the page and near the bottom, a listing of the States that are in excess and you will see that there are 12 such States with the great bulk of the excess being in the States of West Virginia, which was referred to a few minutes ago, Virginia,

Maryland, and the District of Columbia, and the total number under apportionment amounting to approximately 50,000.

You could compute that 40 percent of this 50,000 are chargeable to the so-called metropolitan area—roughly 40 percent of the 50,000. Why only 50,000 out of this total? First of all, 232,000 that I cited includes a number of activities that have developed in the metropolitan area that are not a part of the headquarter's function of Government. We have, for example, the Naval Ordnance Laboratory. We have the Naval Research Laboratory. We have a number of Army installations in the area that do not perform the functions of the seat of Government. They are operating agencies that have been located for various reasons in this community. Their employment is included in the gross figure.

The second reason, the one I have already cited, namely, no appointee who is a veteran is limited by apportionment. Therefore, he is excepted. The employees of the District Government are not included in apportionment. Then the Civil Service Commission, under the waiver provision in the law, has excluded professionals and scientific positions that are in short supply. It is concluded that positions GS-13 and above are not covered by apportionment and because of shortage, the stenographer and typist category.

I take your time on this because I do not feel that this is generally understood as it is actually working at the present time and I think it is relevant to our consideration of the legislation.

Mr. BROYHILL. Mr. Macy, are any employees in the National Security Agency included in the 200,000?

Mr. MACY. No, sir; they do not report employment.

Mr. BROYHILL. So 200,000 are civil service employees but not total Federal employees?

Mr. MACY. These are employees reported to the Commission, who are either under the Civil Service Act or under other personnel systems such as the FBI system, the AEC system, the Foreign Service, but it does not include the classified agencies that have an exemption from Congress on reporting the number of people that they have. So if we were to include the unknown figures of the National Security Agency and the Central Intelligence Agency, there would be an increase in the figure of 232,000.

Mr. BROYHILL. Thank you.

Mr. MACY. Moving then from apportionment, which as Mr. Beckworth has said, is the primary objective of this bill, I think it is important that we look at the summer employment situation. A great deal has been spoken and written about it in the last few years. I think it is correct to say that there is an increasing amount of interest in the colleges and in the high schools in summer employment opportunities. There is a greater interest in Government today.

The Commission views this interest with encouragement because if the merit system is to function, it needs to be competitive and we are looking for quality to enter that competition so that we can offer the best people available to the agencies for appointment. Now summer employment is a factor of Federal life throughout the country, not just in Washington, D.C.

I have roughly estimated that last year, 1962, there were probably 40,000 summer appointments made across the country. Now the great bulk of these are in outdoor activities of the Federal Govern-

ment that experience a significant increase in workload because of the summer. The obvious example is the National Park Service. The National Park Service now has several million visitors in the summers and it is necessary to staff up their organization in order to handle those visitors.

The Forest Service, because of its protection against fires and because of the use of many of the national forests now for recreational purposes, has to have additional staff.

There are other forms of seasonal work that are related to the summer season, which means that we do have a bulge in employment at that time and we have had it for a long time back.

Mr. DULSKI. Mr. Macy, at this point, are they recruited through the civil service system?

Mr. MACY. They are recruited in various ways. I will comment on the manner in which they are appointed. I hope it will be clear.

Now with respect to Washington, the Civil Service Commission, frankly, shared some of the concern that has been expressed here that it did not have a more accurate picture of what the summer employment situation is. So, in January, I joined with the Director of the Bureau of the Budget in sending a letter to all of the departments and agencies, setting forth a statement of executive policy with respect to summer employment and requesting strength of a planning nature from the departments and agencies in order to make it possible for us to have a clear picture as to just what the dimensions of the summer employment situation were.

If I may, Mr. Chairman, I would like to read into the record the letter of January 25, 1963, sent to the heads of all departments and agencies, signed by Kermit Gordon, Director of the Bureau of the Budget, and by myself.

We wish to draw your personal attention to the subject of summer temporary employment in the Washington area.

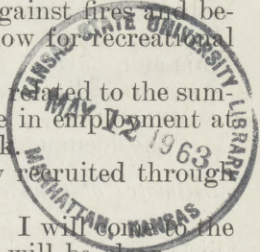
Properly planned and carried out, a program for summer employment of high school and college students can be a source of effective manpower for the Federal Government as well as an opportunity to provide students with a valuable insight into the workings and problems of the Federal Government. If, on the other hand, the program is not well handled, it can result in inefficiency, poor use of public funds, and unrewarding experiences for these young people.

On the whole, we believe the advantages to the Government of continuing the program for summer employment outweigh criticisms which have at times been raised. It should be clear, however, that in every case summer employment has a purpose and reflects a need on the part of the employing agency. In general, the employment of students during the summer should follow the same critical standards of need, selection, and placement which apply to other hirings.

Particular care should be taken to assure that summer student employees are afforded genuine opportunities to observe the processes of government, that they derive the maximum benefit from their experience, and that they are given conscientious and interested supervision, to the end that even though they may not choose a Government career they will carry over insights into the problems and operations of the Federal Government which will make them better citizens.

In order to accomplish these objectives, each agency should have a definite plan for summer employment in the Washington area, reflecting its needs, workloads, and staffing objectives. It should include provision for the orientation and supervision of student employees. It should insure that each summer student employee will have a definite assignment which will occupy him fully and productively.

You are requested to furnish the Civil Service Commission with a description of your plans for summer employment of students in the Washington area for 1963. The statement should reflect your policies on the use of summer help in terms of the guidelines herein expressed. It should include estimates of the num-



ber and kinds of students you anticipate hiring, respectively, for seasonal work, replacement of regular employees on leave, or in-service training. This statement should be supplied by February 15, 1963.

Mr. Chairman, in response to that letter, the Commission received agency estimates totaling 5,949. I have here the breakdown of this tabulation by agencies. It has already appeared in the newspapers. I believe, however, it might be helpful to the subcommittee if they had this as a part of the record. If you have specific questions with respect to individual agencies, we will be able to discuss that.

Mr. DULSKI. It will be made a part of the record.

(The document follows:)

Estimates of summer employment in agencies in the Washington, D.C., area by cost and nature of positions

[NOTE.—The detailed estimates shown below are preliminary and subject to change. Many agencies did not have firm plans for summer hires as of the date of the survey]

Agency	Estimated summer employment	Estimated payroll	Nature of positions			
			Seasonal ¹	Replacement ¹	Summer interns	
					Student trainee ²	Other intern types ³
Total, all agencies	5,952	\$5,870,476	1,443	2,394	670	1,445
Legislative branch:						
General Accounting Office	(⁵) 38		15	23		
Government Printing Office						
Executive branch:						
Executive Office of the President:						
Bureau of the Budget	10	10,809		8		2
National Security Council	0					
Office of Emergency Planning	25	36,200		10		15
Executive departments:						
State	200	160,000		160		40
AID	175	200,000	100			75
Peace Corps	0					
Treasury	152	172,424	16	72	7	57
Defense:						
Office of Secretary	75	74,845	0	60		15
Army	548	734,247	49	319	90	90
Navy	594	677,300	39	160	216	179
Air Force	0					
Other defense activity	120	110,348	10	100		10
Justice	(⁵) 121	114,940		75		46
Post Office	274	276,800	103	75	22	74
Agriculture	401	385,540	188	153	19	41
Commerce	581	651,172	95	171	172	143
Labor	100	90,000	25	25		50
HEW	768	712,159	219	254	8	287
Independent agencies:						
Atomic Energy Commission	0					
Board of Governors, FRS	(⁵) 11	8,500	6	5		
Civil Aeronautics Board	22	23,951	10	12		
Civil Service Commission	0	11,500	1	5		4
Export-Import Bank	0					
Farm Credit Administration	117	110,000	3	94	15	5
Federal Aviation Agency						8
Federal Communications Commission	100	80,000	76	24		
Federal Deposit Insurance Corporation	8		3	3		2
Federal Home Loan Bank Board	22	28,266	7	15		
Federal Maritime Commission	6			6		
Federal Mediation and Conciliation Service	1	1,140			1	
Federal Power Commission	75	90,000		47	21	7
Federal Trade Commission	0					
Foreign Claims Settlement Commission	9		4	3		2

See footnotes at end of table.

Estimates of summer employment in agencies in the Washington, D.C., area by cost and nature of positions—Continued

[NOTE.—The detailed estimates shown below are preliminary and subject to change. Many agencies did not have firm plans for summer hires as of the date of the survey]

Agency	Estimated summer employment	Estimated payroll	Nature of positions			
			Seasonal ¹	Replacement ¹	Summer interns	
					Student trainee ²	Other intern types ³
Executive branch continued:						
Independent agencies continued						
General Services Administration	111	108,918	-----	41	49	21
HHFA	42	45,050	-----	25	-----	17
Information Agency	44	49,128	-----	-----	38	6
International Communications Commission	14	13,000	-----	10	-----	4
NASA	349	365,000	-----	205	-----	144
National Capital Planning Commission	3	-----	-----	-----	-----	3
National Capital Transportation Agency	20	-----	2	3	-----	15
NLRB	30	20,000	5	5	1	19
National Science Foundation	20	18,810	7	12	-----	1
Railroad Retirement Board	0	-----	-----	-----	-----	-----
Renegotiation Board	6	-----	-----	1	-----	5
Securities and Exchange Commission	30	30,000	-----	15	-----	15
Selective Service System	0	-----	-----	-----	-----	-----
Small Business Administration	38	-----	4	30	-----	4
Smithsonian Institution	45	-----	5	5	-----	35
Tariff Commission	15	14,650	5	10	-----	-----
Veterans' Administration	92	95,430	16	56	11	9
District of Columbia Government	525	374,300	430	95	-----	-----
District of Columbia Redevelopment Land Agency	5	-----	-----	2	-----	3

¹ Seasonal employees and vacation replacements are hired primarily for clerk-stenographer, clerk-typist, other office clerical positions, or for miscellaneous wage board positions.

² Student trainees are hired primarily for engineering, scientific, and other professional occupations.

³ Other summer interns are generally hired under schedule A for student assistant or field assistant positions.

⁴ Total estimated payroll is incomplete, since no estimates were made for some of the agencies.

⁵ No estimates made.

Mr. BROYHILL. Mr. Macy, the 5,000 figure you are using right there—

Mr. MACY. Let's round it out at 6,000. This is sort of a Macy bargain basement figure, 5,949. Let's round it out at 6,000.

Mr. BROYHILL. What is that?

Mr. MACY. Estimated summer appointments.

Mr. BROYHILL. In Washington?

Mr. MACY. In Washington, D.C., by the departments and agencies of the Federal Government.

Mr. WATSON. Mr. Chairman, that is what they anticipate?

Mr. MACY. This is the plan that they set forth to us as their anticipated program for the summer.

Mr. DULSKI. Mr. Macy, it was mentioned in the newspapers, according to Mr. Beckworth in his statement, that it was 11,000. There is a differential of almost 5,000 jobs. You say you have a request for 6,000. What happens to the other 5,000?

Mr. MACY. Mr. Chairman, all I can say is that I think the other higher figures were either speculative or they may have included additional employment, perhaps employment in the legislative branch or it may have included some other activities that were not included.

But, this is a comprehensive survey. This is a statement by the agencies as to what their intent actually is.

In addition, in order to help understand the program, let me also give you a breakdown of the figure of 5,949 into the different types of positions that are involved.

In the first category, "Seasonal," this is employment that is necessary in the Washington area because of workloads that develop during the summer. The figure on that is 1,443.

The second category and the largest category is that of "Replacement," summer replacement. Unlike the TV programers, we have to go out and find our replacements. They are not standing in line. Our replacement figure here is 2,394. These jobs are for the most part clerical, typist, stenographer. These are jobs that are established in order to replace those that are taking their vacations.

Mr. WATSON. In that connection, do the agencies elsewhere get these replacements? I am not familiar with that, but down home, I don't know of any Federal agencies that bring in special people to replace those who are on vacations. Generally the regular force just doubles up. Is that standard policy throughout the Federal Government?

Mr. MACY. It has been applied. I do not have a detailed response as to whether this is the case in South Carolina, but the use of temporary help as replacements during the summer, has been used in order to maintain the workload. Vacation time does tend to concentrate in the summer and the agencies have utilized replacements from the schools because ordinarily, they get very good people who are available at that time.

The third category is that of "Student Trainee." The student trainee is an individual who has taken a competitive examination, which I will develop in a moment, for certain specific trainee positions that are set up with employment starting in the summer. The figure there is 670.

The final category is that of "Other Intern Types." These are summer interns in various programs in a wide variety of agencies and that figure totals 1,445. So those are the four categories:

Seasonal, to meet seasonal workload peaks in the summer; replacement, to replace those that are on vacation and then the two categories of students, the student trainee and those students who come in for various types of training and participation jobs under the general heading of interns.

Mr. Chairman, if you wish, I have these two tabulations which I would be happy to distribute to the committee. You may wish to question me about some of this data later on.

Mr. DULSKI. On your second area, Mr. Macy, you have mentioned that is the seasonal workload. It is my understanding, being familiar with the post office, when the post office man goes on his vacation, he is replaced with a replacement.

Mr. MACY. We have a regular substitute system in the post office.

Mr. DULSKI. The mail has to go through. We understand. Do the other agencies prolong some of the reports or the workload so that they get additional help or what is the significance of summer employment in reference to a replacement? That is the thing I do not understand.

Mr. MACY. On the replacement side?

Mr. DULSKI. Yes, sir; in the post office we have a man that takes care of another route. In other words, a mailman goes on this vacation, he has a replacement. The mail goes through. Are they additional help or are they a replacement?

Mr. MACY. They are categorized as replacements in contrast to those that are hired for a seasonal increase in workload.

Mr. DULSKI. Could you give a specific example, Mr. Macy?

Mr. MACY. Yes, let's take a typist position in the State Department. The workload there is such that they are staffed to meet it. The Federal employees, like other employees, are entitled to vacation time. The preference for vacation is during the summer months. It is possible to get very well qualified youngsters to take a typist position in the agencies to continue the work during the period of the regular employee's absence on vacation, so that is the type of job we are referring to. This is a fairly typical example because the jobs do fall in the clerical typing and stenographic area. This is one way the agency is able to do this without taking on additional people full time during the vacation period.

Mr. BROYHILL. Mr. Macy, will the Chairman yield?

Mr. DULSKI. Mr. Broyhill.

Mr. BROYHILL. These 4 categories you mentioned, does the legislation pending only affect the ones in the trainee programs or does it affect the whole 5,952 or 5,949 jobs, in your opinion?

Mr. MACY. If I may take just a couple of minutes more, I think I can answer that rather precisely. Turning then from the estimated summer employment in Washington and recognizing that this is really temporary employment, because we are talking now about 75 to 80 days of employment during the summer. That is the extent of it. There are roughly five types of appointments that are used for filling these jobs. The first one we describe as a temporary limited appointment outside of the register. The development of this particular appointment authority has been motivated by our experience through the years on conducting competitive examinations and building registers for summer employment. We have found that it has been difficult to build registers in time to fill these jobs. We have found that it is an expensive examining process and so 3 years ago, the Commission decided that it would set up this particular category, which goes by the general description of "700 Hour Appointments," in other words, where a job is to be filled for a period not to exceed 700 hours and is at a grade level of GS-7 and below, it can be filled outside the register if the individual meets the qualification standards. So that this is a temporary appointment outside the register.

The second category are temporary appointments from the register. When an individual files for an examination, and let's take a typist and stenographer examination, there is a question on the form 57 as to whether or not the individual will accept temporary appointment and for what periods of time, usually 60 or 90 days.

The great bulk of the applications that we receive for regular typists and stenographer examinations say no temporary appointment because most of the people that take the examinations are seeking permanent employment. They are not interested in a short-term job. So we do have available in some parts of the country, where there is a surplus of skills, those who have taken a competitive examination, are

available on a register, and are willing to take temporary appointments. This is a second resource that is available for summer employment.

The third area is a career conditional appointment, a regular appointment. Those occur really in one category and that is the "Student Trainee" category. The student trainee examination is announced each year and is conducted at about 1,000 different locations around the country and it is aimed at students, particularly in the preparation for a professional, scientific, or technical job, and these students qualify on the register, based upon their academic preparation up to that particular time and their scores on the examination. They are then appointed from the register for what we call a work study program, which would begin in the summer and the individual would work and would then go back to study and then would work again a following summer. Clearly the objective here is to combine learning and training and preparation for a technical job in Government at some later time.

We also have under this authority, cooperative program appointees. This is where a Government agency works with an educational institution so that an individual, while he is going to college, has alternate periods of school and work and those appointments are also made as career conditional appointments from the student trainee register. Now, that is my third column. That is the 670 that you have on here.

The fourth category are positions in schedule A. This is where the Commission has concluded that it is impracticable to examine, because of the nature of the job and the general characteristics of the job. In this category are student assistants. These are jobs that are filled in for the summer without the specific kind of long-term training interest that is involved in the student trainee. These are also jobs that are largely limited to professional and technical training and these have been built up over a period of time in response to agency needs for this kind of a student assistant.

Then the fifth category is that of a noncompetitive reappointment. If a student acquires a civil service appointment for one summer and then goes back to school, he can be noncompetitively reappointed if his service was satisfactory. This, I think, is in answer to one of the points about continuing appointment as a part of the picture.

I have given this as an oral picture of the appointment authorities. The Commission also has a pamphlet 45, which it issues each year and distributes in many thousands across the country, describing this type of appointment. I will be happy to make the current issue of that pamphlet available.

Getting back to your question about where the bill would apply, the bill would apply as it is written, to those appointments that are made to the competitive service through the regular examining process, so that it would have to be from a register established by an examination. It would be the student trainee category, primarily.

Mr. BROYHILL. The 5,949 jobs, I notice on the mimeographed sheet that you passed up here, the total is 5,952.

Mr. MACY. Apparently we had a late starter that added three positions.

Mr. BROYHILL. Those figures are supposed to represent the same group?

Mr. MACY. The same group.

Mr. BROYHILL. Now, those 5,952 jobs, does that include adults?

Mr. MACY. This includes all kinds of summer employment. There might be some adults.

Mr. BROYHILL. And of course the bill would then be applicable to all summer jobs?

Mr. MACY. The bill is applicable to summer temporary appointment, without designation as to type of person.

Mr. BROYHILL. Therefore, if you have to hire a gardener to rake up the park down here, next to the Tidal Basin, that has to be placed in the apportionment system according to this legislation?

Mr. MACY. If he was appointed from a register?

Mr. BROYHILL. Yes, sir.

Mr. MACY. In the competitive service.

Now, this bill would not include my category 4, which are the schedule A positions. It would not include temporary appointments, the 700-hour appointments that are made outside the register.

Mrs. ST. GEORGE. Mr. Chairman, would the gentleman yield there for a question?

I would be very much interested to know how these people outside the registry are appointed, Mr. Macy.

Mr. MACY. They are appointed, Mrs. St. George, by filing applications with the individual agencies, which are the appointing officers, and the agencies determine by an examination that the applicant may have taken with the Commission or one they give themselves, whether or not they meet the qualification standards. There is no ranking or register. They then select from those that are qualified for the vacancies that are available.

Mrs. ST. GEORGE. In other words, they are not in any way subject to civil service regulations, one might say?

Mr. MACY. No, they just meet the minimum qualifications. In other words, if it is a typist, they have to meet the number of words per minute that we require and standard of accuracy that we require.

Mrs. ST. GEORGE. But it would be possible in those particular cases to appoint someone through friendship, knowledge, or background, would it not?

Wouldn't that be the answer perhaps to some of the criticism that we have seen in the press about these appointments, notably the article that was quoted by Mr. Cramer. There must be, I don't know that there is any backing to these statements, but I think that is something we should certainly look into.

Mr. MACY. Let me add, that on this point, in many instances, these jobs are used to provide summer employment opportunities for the offspring of those working. A number of the departments in the past few years have put out policies of their own, barring that very thing, in order to make sure that there is not an abuse by those in responsible positions with respect to that kind of appointment.

Mrs. ST. GEORGE. Of course, that is a pretty difficult thing to police, is it not?

Mr. MACY. It is a very difficult thing. The only answer I can provide is to say that for these temporary jobs, we set up the same examining machinery that we have for all full-time jobs. It was our judgment several years ago, that the time and expense that was involved in doing this was not warranted in view of the limited period of time

and that it should be possible to carry out meritorious selections without favoritism within the departments and agencies under this authority.

Mrs. ST. GEORGE. How many of these people that are appointed are from outside the registry, would you say, roughly?

Mr. MACY. Outside the registry—I would imagine that the number from the registry would be primarily the student trainee group, that there would be maybe some spillover in the other, but I think we can conclude that about 5,000 of the jobs are outside the register.

Mrs. ST. GEORGE. Outside the register.

Thank you, Mr. Chairman.

Mr. DULSKI. Are you through?

Mrs. ST. GEORGE. Yes.

Mr. DULSKI. That is Mrs. St. George, using a good old expression, hitting the nail on the head.

I read the article by Mr. Young, and it says that the Civil Service Commission officials have privately expressed dismay at the latest turn of events.

Mr. MACY. We express dismay lots of times.

Mr. DULSKI. First of all, there is an office already located some place in Washington that is supposed to be something like a clearing-house. Now these names that are submitted, the applicants when they apply for this job, do they go to a particular place and are they then referred to a certain office? Is this all based on the fact that they are qualified now? I am not saying that they haven't been qualified. They have all the qualifications, but do they carry a slip, where they say John Jones sent me over, or words to that effect, and they receive that employment?

Mr. MACY. There are a variety of referral devices. Quite a number of Members of Congress send letters or applications from students that are interested in this kind of program. They will send the letter to a department, where they believe these appointments are being made. In answer to your question, there is no central office that makes the determination as to who should be hired. This is within the discretionary authority of the individual department and agency head and the individuals who are assigned by him with the responsibility for making these selections.

The reference to the White House largely grows out of a misunderstanding with respect to the summer seminars. Last year there was a good deal of newsprint about the summer seminars that were originated by the White House staff to provide a broader educational experience for those students who were here. And it was managed by the White House staff and a number of key officials from both the executive and legislative branches. I believe the courts as well appeared and talked with the students. This year, in order to plan those seminars in an orderly fashion, the White House has requested some indication as to the numbers of individuals and the names of individuals who are going to participate in that program. I think this has been interpreted by some as an indication that there is going to be a clearance process working. Obviously, there cannot be under the law, a political clearance, of appointments of this kind, but there is an increasing degree of interest in jobs of this kind and as a result, there probably are going to be substantially more applications than there are jobs.

There will have to be some judgments made by those that have the responsibility in the departments and agencies.

Mr. DULSKI. So in effect, it will be the word "patronage" could be an indication that these jobs are passed out by the proper authorities of the various agencies and I imagine——

Mr. MACY. To me patronage is a dirty word and it seems to me has no place in our employment system.

What I would say is that this is a program where the individual must meet minimum qualification standards but because of the temporary nature of the employment, there is not a complete competitive examination and the department or agency head does have discretion in making the selection.

Now the standards that he applies, once he has individuals who have met the minimum qualifications, may be standards that are challengeable. He may use criteria that are different from those that other people would use. But, certainly, the application of any political test would be inappropriate and prohibited.

Mr. DULSKI. In removing the dirty word "patronage," what word would you substitute?

Mr. MACY. I would say that this is a program for appointment of students who are qualified to perform the various types of work that I have described through an examination and selection process in the agencies.

Mr. DULSKI. You said there is no examination. All they do is file a form 57?

Mr. MACY. I beg your pardon. I guess I didn't make myself clear.

They have to meet an examination standard in order to evidence that they have the minimum qualifications. The examination is administered by the agency, however, not administered centrally, except in the case of the student trainees.

Mr. DULSKI. Then coming back to people that do not live within the area, suppose in the early part of the year, let's say in January or February, is it possible to know how many positions will be available in June, July, and August?

Mr. MACY. That is what our report showed in mid-February. We had the report indicating the number of jobs in each department and agency, and the type of appointments that it was broken down to under these four headings.

Mr. DULSKI. Then it would be the 5,952? Is that right, sir?

Mr. MACY. That is correct.

Mr. DULSKI. Thank you.

Mr. WATSON. Mr. Chairman?

Mr. DULSKI. Mr. Watson.

Mr. WATSON. In reference to 5,952, actually it could be 10,000, couldn't it, Mr. Macy? According to this, it says these are estimates, preliminary, subject to change, this is your report here?

Mr. MACY. Yes.

Mr. WATSON. And another statement, many agencies did not have firm plans for summer hire as of the date of this survey. So it could very well be 10,000?

Mr. MACY. It could very well be 2,000.

Mr. WATSON. Sir?

Mr. MACY. It could very well be 2,000. In other words, there is no reason to conclude that it will be a great deal higher rather than a great deal lower.

Mr. WATSON. Mr. Macy, not to argue with you about this, but your assumption that it could very well be 2,000 is not well based in fact, because generally, when a government agency suggests that they will use that many employees, they generally use that many, don't they?

Mr. MACY. I don't think that is necessarily so.

Mr. WATSON. In other words, the request for the number of employees for an agency in their budget request is generally padded and they are too large and they could cut it down?

Mr. MACY. No, I think that they find through changes in the workload through the year that they do not require the number of positions that they originally estimated. We usually find that the actual strength on a June 30 tends to fall short of the estimate that was made in the original budget document.

Mr. WATSON. Yes, sir.

Now another question: Of course, prior to the introduction of these bills, apparently your Commission, which I am sure is doing a fine job, knew little about the summer employment situation other than the student program involving some 500. Isn't that basically a true statement?

Mr. MACY. Well, we were aware of the summer program across the country because of the seasonal nature of it and the fact that we have given examinations for summer employment in the past.

Mr. WATSON. Yes, sir, but a very, very small percentage, as was pointed out earlier, probably less than 10 percent, of these student employees took an examination through your Commission?

Mr. MACY. I think the figure I cited was slightly more than 10 percent that we know took the examination, but your point is that we did not know about the numbers that were actually appointed outside and the answer to that is yes, we did not, until we had this survey that I cited earlier.

Mr. WATSON. And you had no control over that at all?

Mr. MACY. We don't exercise any control over the number of positions.

Mr. WATSON. So far as submission of those qualified according to the registry, you did none of that?

Mr. MACY. No, other than for the student trainee examinations.

Mr. WATSON. You state that your opposition to these bills is based upon the fact that you believe that they will be against the basic merit system that you now employ. Did I understand that correctly?

Mr. MACY. That is correct.

Mr. WATSON. Do you mean to tell me that according to these figures that are put out here, that only 30 percent of the rest of the students outside of the District of Columbia, Maryland, and Virginia merit these jobs in the summer?

Mr. MACY. No, I did not say that.

Mr. WATSON. Why would it be against your basic merit program to provide opportunities for students outside of the immediate vicinity to get these jobs during the summer months?

Mr. MACY. My point would be that in administering the merit system, the view is to get the best qualified individual regardless of where he is from. If we were to inject the apportionment principle on sum-

mer employment, it would mean that we might very well have to pass over better qualified individuals in order to go down the line to the individual who came from a State that was in arrears on the apportionment quota.

Mr. WATSON. Mr. Macy, from your figures I notice that from California you have about 37 engaged in summer employment and from New York, 110, as against 628 from Maryland and 546 from Virginia. As a practical matter, students coming from these distant points would consider themselves well qualified or they would not travel the distance to come over and seek this employment in order to get on the job training and learn a little bit more about Government. Wouldn't that be a fair assumption?

Mr. MACY. If they would travel here from California for a job that would pay something less than \$1,000 for 75 or 80 days, they certainly would not only feel that they were qualified, but they would have a high degree of interest.

Mr. WATSON. They probably would be qualified in great measure before they would make the trip?

Mr. MACY. I would assume that they would have some assurance of appointment before they would make the trip.

Mr. WATSON. So actually, judging by your experience with the 50,000 jobs which are now filled under the apportionment theory, as I understand from this statement that you have distributed, have you noticed any deficiency or dissatisfaction, so far as the matter of performance of their duty, of those that have been appointed under the apportionment procedure?

Mr. MACY. No.

Mr. WATSON. It has worked satisfactorily?

Mr. MACY. They wouldn't have been appointed if they had not met the standard and been selected competitively.

Mr. WATSON. So there certainly has been no deterioration of your merit system by these appointees under the full-time apportionment basis?

Mr. MACY. No; but our feeling would be that there might very well be individuals even better qualified who were residents of States that were in excess who are precluded from consideration because of the workings of apportionment. In other words, this is no indictment or derogatory judgment with respect to those from the States in arrears. It is just that in the workings of a competitive system, it ought to be a matter of evaluating the relative merits of individuals without having these arbitrary limitations.

Mr. WATSON. One final question. So far as the examinations that are given by the various departments when they employ these students, you do not know what form of examination is, whether it is written or asked them, who do they know?

Mr. MACY. They follow our form, Mr. Watson, in the examinations they give. In other words, if it is a typist examination, they use very much the same examination instruments that we use in testing typing at the Commission.

Mr. WATSON. Basically though, the application of the apportionment principle would not materially affect the merit system under the civil service in getting competent, qualified employees?

Mr. MACY. Actually, with respect to summer employment, it would be limited to a very small percentage of total summer employment.

Mr. DULSKI. Mr. Broyhill.

Mr. BROYHILL. Mr. Macy, I want to take a slight exception to a statement you made a moment ago when you said "patronage" was a dirty word. We use it up here on Capitol Hill, not we on this side of the aisle, but it is used up here on Capitol Hill and we make no bones about it. I frankly don't see anything wrong with patronage in the proper spots. I see nothing wrong with it up here. I just wish on this side of the aisle we had a little more of it. I think what makes it a dirty word is when it is used in the civil service system, which was meant to be competitive.

Mr. MACY. I was citing it in terms of my own responsibility. I feel it is not appropriate in terms of the civil service or the career system of Government.

Mr. BROYHILL. I was being facetious.

Mr. MACY. That is right. I want to make sure the record is clear.

Mr. BROYHILL. I would like to commend you, Mr. Macy, for the way you explained this White House situation. I think you deserve a medal and, as I understand you, and I don't want to put words in your mouth, I want to make sure I understand what you said, that you agree. I have the copy of Joe Young's column. You agree in large part with what he said that there was a meeting at the White House and they were requiring applications for summer employment to be submitted to the White House, but they were doing that in order to make a prior determination of how they should set up these seminars. Did I understand the gentleman correctly?

Mr. MACY. I think you have added a couple of steps I didn't say. I said that there had been a request from the White House for the number and names of individuals that the departments were appointing in order to arrange for the seminars.

Mr. BROYHILL. But they did ask for the names and the information concerning the application for summer jobs?

Mr. MACY. This was the numbers that the individual agencies were going to hire, so that the size of the program could be determined in advance.

Mr. BROYHILL. They did not ask for the names and where they hailed from?

Mr. MACY. I said the number and the names, so that this information would be available for use in planning the seminars.

Mr. BROYHILL. One more brief question, Mr. Chairman. I have a feeling that there are not going to be too many jobs affected by this legislation if it does become law, not a very large percentage of the total number. It seems to me that the greatest danger or the greatest injury is going to be in administrative difficulties and complications that it will create for the Civil Service Commission. I am wondering if you will be able to tell us or submit to us the best estimate that you can give of the number, actual total number, of jobs that would be affected by this legislation if it becomes law? You have mentioned 5,952 jobs. But not many of those jobs, or a very large percentage, would be affected by this legislation.

Mr. MACY. I would say 1,000.

Mr. BROYHILL. So 1,000 jobs out of roughly 40,000—

Mr. MACY. 4,000. You are taking the entire country.

Mr. BROYHILL. 40,000 summertime jobs is what you said originally.

Mr. MACY. You are putting it in a different context. I am saying 1,000 out of 6,000. I have not studied the total nationwide summer employment picture in sufficient detail to be responsive. I have been assuming that H.R. 10 was applicable to summer jobs at the seat of government because the apportionment provision of the Civil Service Act only applies to full-time jobs at the seat of government.

Mr. BROYHILL. Actually, the reason I wanted to mention the 40,000, and keep emphasizing it is because I think that a lot of the Members of the House are under the impression that a larger percentage of the summertime jobs are at the seat of government. So, I would like to get that point out, that, of the 40,000 jobs roughly, there is only 1,000 of those jobs that come under or would be affected by this legislation. The point was made here a moment ago about the 37-odd people from California that are working here in the Nation's Capital. You stated, earlier in your testimony, that California ranks second in the total number of Federal jobs.

If you had a similar breakdown of summer jobs in the State of California, my guess would be, and I am not suggesting that you make such a tabulation, because I know it would require a lot of detail work, but I would say the number from New York and Virginia and Maryland, the percentage of people going to California and taking summertime jobs, would be much less than the percentage of people from California going to the seat of the National Government.

Mr. MACY. I would agree. In fact, as we say in our report of March 20, we feel, because of the extent of summer opportunities that exist across the country at the present time, that employment between school years is much more attractive near the individual's home in the State where there are these opportunities than coming here. This was the point that was referred to in the earlier comment on our review of the bill. The reference there is with respect to far less interest on the part of citizens. "There appears to be far less interest on the part of citizens in participating in affairs at the seat of government." They are more interested in Federal Government work nearer the area of residence. So I would agree with you completely, that these opportunities are throughout the country and that you would find many more people from California or New Mexico or Colorado who would be interested in employment in those States.

Mr. WATSON. Mr. Chairman.

Mr. DULSKI. Mr. Watson.

Mr. WATSON. Do you know how many agencies did not give you the figures for summer employment?

Mr. MACY. How many did not give us figures?

Mr. WATSON. Yes.

Mr. MACY. Mr. Irons, do you have a response to that?

Mr. IRONS. The only agency that I recall that was unable to give us an estimate was the Department of Justice.

Mr. WATSON. Department of Justice?

Mr. IRONS. That is the only one I recall.

Mr. WATSON. Do you mean, by this statement, that many agencies did not have firm plans, but they just picked a figure out of the air?

Mr. MACY. What we are saying is they gave us the best estimate they could at that particular time and it does not mean that the list is seriously incomplete as far as the number of agencies are concerned.

Mr. WATSON. On the second page, you have down at the bottom—is that District of Columbia?

Mr. MACY. Yes, sir.

Mr. WATSON. You have 525. What accounts for such a large change between winter and summer other than a few vacations that would warrant 525 additional employees for the District of Columbia government?

Mr. MACY. You will notice that the bulk of that is under seasonal. This is work that is involved in the park areas and roadways and other facilities here in the District of Columbia where the summer season is a more effective period of time to do the work, and where you have greater use of these facilities. There are 95 that fall in the replacement category, where the nature of the appointment would be somewhat similar to the one I described for the Federal Government generally.

Mrs. St. GEORGE. Mr. Chairman.

Mr. DULSKI. Mrs. St. George.

Mrs. St. GEORGE. This may not be a question that you can answer, and maybe it is not a fair question to ask you. Why is it necessary, if the White House is merely inquiring about these people, because of the number that will attend the seminars, why is it necessary to have their names and all these particulars? It seems to me all they would need to know is how many people would be coming.

Mr. MACY. I am not in a position to give a detailed response.

Mrs. St. GEORGE. It is an interesting point because it would be quite a lot of paperwork to keep track of these people and, of course, they will then go on a list, and so on, and so forth. I was just wondering if there was any real reason why they had to have all that?

Mr. MACY. As I say, this is related to the seminar program.

Mr. DULSKI. Mr. Macy, pursuing the same question Mr. Watson asked about qualifications, the District of Columbia has a number of positions to which they are entitled, 211, and positions occupied, 10,596, in this chart here.

New York has 4,638 positions to which they are entitled, and occupy 3,865. I notice California, probably because of the distance, the figures are low, 604. Adding the first two figures up would be 10,307—some people in round figures have tried the examination. Would you say that those people in the other States perhaps would not be able to meet in a competitive examination and claim the same marks, if you were going down on a rating basis and would not qualify to fit into this category of 10,596?

Mr. MACY. I am afraid I distributed too many charts. On the 10,596—you mean in the District figure?

Mr. DULSKI. That is what they are occupying right now. They are only entitled to 211. Take the State of California, they are entitled to 4,344 and they occupy 604.

Mr. MACY. Right.

Mr. DULSKI. In your statement, in the second paragraph, you state: "The Commission strongly opposes enactment of these bills." In a question by Mr. Watson, you said that this act would not be fair because of the qualifications, that the Government would not get a fair shake from probably the responsible people. Would you say because of these averages or distance, if they went on a qualifying examination, if all these people took an examination in California, the 4,344,

and the 10,800 people, would you say that these people in this category would receive a better mark than these people in other parts of the country?

Mr. MACY. I couldn't say that categorically. Perhaps I can answer your question by explaining how the actual rating works. I think the easiest example is to use the one that is referred to on page 2 of the report, the clerical examination that was announced and conducted earlier this year. You will note in there that this was an examination nationwide for grade 2 and grade 3 clerks, where it was open to veterans in the States in excess and to nonveterans in the States that were in arrears.

Mr. DULSKI. Was this for summer employment?

Mr. MACY. This is just for regular employment. This is full-time employment but I think it is a current illustration of what happens when we exclude the nonveterans in the States that are already in excess. We received, as I pointed out here, 2,566 applications. Then 1,680 of those that applied took the test. And out of that number 503 passed. So this would indicate that where you apply the apportionment in the States that are in arrears and are at some distance, that you are not getting a very substantial number of eligibles and it may be that these are lower level eligibles than you would get from those who would compete from the immediate vicinity because the jobs are there.

Mr. DULSKI. This relates, Mr. Macy, to full-time employment. Now a person living in a distant State would not take a position for 2 or 3 months. But you mentioned salary for the 3 months, \$1,000. I think the lowest pay would be \$500 a month.

Mr. MACY. I was using the dollar figures that are on this chart. You will notice that the charts show "Estimated Payroll for the Summer," and 5,870,000 and I was just roughly dividing 6,000 into that and it comes out a little less than \$1,000 as the estimated payroll per appointment in the summer employment estimates here.

Mr. DULSKI. My judgment is that a person accepting a position for 90 days is in a different category entirely from a person who wishes to make a career of Government service. So I feel that if these students, especially in the farther States, had an opportunity to file just for 30, 60, or 90 days, they would be more willing to come in, and not for the money particularly, but for the practical experience. So I can't see why the Civil Service Commission makes a comparison on a full-time basis for people in a GS-2 and GS-3, and then go into a category that you are going to be employed for 90 days and having the same applicants try different examinations. That is the thing that is not clear to me, sir.

Mr. MACY. I think our assumption would be that if you had a competitive examination for a temporary position, that you would have even less participation at distances from Washington than you do now for full-time employment.

Mr. DULSKI. That is the assumption you take?

Mr. MACY. Yes.

Mr. DULSKI. I don't share the same views, but I feel that you have had a great deal of experience and I respect your judgment. I assure you of that, but I still feel that if this bill becomes law, there will be a type of apportionment, as far as summer employment is concerned,

because in all our testimony we have compared two categories. We have compared full-time employment and summer employment.

Mr. MACY. That is right because we do not have experience on temporary employment of a summer type, so we are comparing dissimilar situations. I agree with your point on that. But, this is the best experience that we have to provide you with in giving you our view on this legislation.

Mr. DULSKI. Are there any more questions?

Mr. WATSON. Mr. Chairman, it is time to go, but it is interesting to note that these 50,000 permanent or full-time employees, who are presumably on an apportionment basis now, that it just doesn't work that way. We have Virginia, Maryland, and the District of Columbia again with highly disproportionate numbers, so although the law now requires that there be apportionment, it isn't applied or at least the law is not followed. I am sure that you will agree with me that in looking at the large number of employees from Virginia and Maryland and the 10,596 from the District of Columbia, that they are not necessarily selected on the basis of merit. I would not say that they are not meritorious by and large, but they are not selected primarily on the basis of merit but on the basis of locality and availability.

Mr. MACY. I disagree with you. All of these are filled through the workings of the merit system and the fact that there are not more from distant points, is because there are no candidates who qualify. Under the workings of our examination system, all nonveterans from arrears States are those that come up first and are certified first. I do not want the record to show that we are not following the law because we clearly are following the law and it means that there are not candidates who qualify from these areas for appointments and, therefore, in order to fill the jobs, we are going to those candidates who are in the District of Columbia, Virginia, Maryland, or West Virginia, so that I am afraid I did not make myself clear earlier.

That is the way the system functions and that is the way we are sure we follow the law with respect to apportionment. Now my own view is, and the view the Commission has taken, in response to a bill that Mr. Broyhill introduced last year, is that we would recommend eliminating this requirement altogether because we do feel that it is unrealistic in the light of the changed conditions that I described.

Mr. DULSKI. Thank you very much. It was a pleasure to have you here.

I have an additional statement by our colleague, Mr. Broyhill, and without objection it will be inserted at this point in the record.

(Mr. Broyhill's additional statement follows:)

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

Mr. 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 twofold 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.

Mr. DULSKI. The subcommittee stands adjourned.

(Whereupon, at 12 noon, the subcommittee was adjourned.)

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