

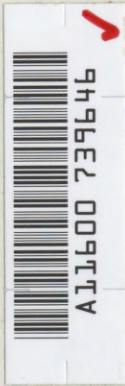
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EXTENDING APPORTIONMENT REQUIREMENT TO TEMPORARY SUMMER EMPLOYMENT

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HEARING BEFORE THE COMMITTEE ON CIVIL SERVICE OF THE COMMITTEE ON OFFICE AND CIVIL SERVICE HOUSE OF REPRESENTATIVES

EIGHTY-NINTH CONGRESS

FIRST SESSION

ON

H.R. 242

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

MAY 19, 1965

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



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EXTENDING APPORTIONMENT REQUIREMENT TO TEMPORARY SUMMER EMPLOYMENT

WEDNESDAY, MAY 19, 1965

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

The subcommittee met, pursuant to call, in room 219, Cannon House Office Building, Hon. Lindley Beckworth (chairman of the subcommittee) presiding.

Mr. BECKWORTH. The subcommittee will come to order.

The subcommittee is meeting this morning to hold public hearings on H.R. 242, a bill which I introduced to extend the apportionment requirement in the Civil Service Act of January 16, 1883, to temporary summer employment, and for other purposes.

(The bill, H.R. 242, follows:)

[H.R. 242, 89th 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. BECKWORTH. The purpose of this legislation 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. Apportionment requirements are now applicable to permanent appointments in the Washington area.

Without entering into a lengthy discussion on the merits of this bill, the Chair deems it appropriate that the record show, at this point, some of the more important parts of the rather extensive legislative history of the legislation.

H.R. 242 is identical to H.R. 5698 of the 87th Congress and H.R. 10 of the 88th Congress. H.R. 5698 was reported favorably by the House Post Office and Civil Service Committee with only one opposing vote, and passed the House of Representatives under suspension of the rules with a 309 to 19 majority on a rollcall vote. It was reported favorably by the Senate Post Office and Civil Service Committee without, insofar as I have been able to find, a single vote against it in that committee.

H.R. 10 likewise was reported favorably by the House Post Office and Civil Service Committee in the 88th Congress with an amendment to which I agreed. There was not a single vote against reporting the bill. H.R. 10 passed the House under suspension of rules on a record vote of 301 to 18. The Civil Service Subcommittee of the Senate Post Office and Civil Service Committee conducted public hearings on the measure, which were printed, but took no further action.

In the present Congress, the Subcommittee on Civil Service has scheduled H.R. 242 for consideration in order that it may be reviewed and reevaluated on the basis of the rather complete and detailed legislative history already compiled and of present conditions relating to methods which are used to create temporary summer positions in and near the Nation's Capital and to make appointments thereto.

In this connection, I would bring to the special attention of the subcommittee members the report of the House Post Office and Civil Service Committee which accompanied H.R. 10 in the 88th Congress. It is House Report 897, and a copy is on each member's desk this morning. That report sets forth very concisely the underlying principles involved in H.R. 242, and in addition, includes highly informative tables on distribution of the temporary summer jobs with which we are concerned among the 50 States and the District of Columbia.

While the tables have not been brought up to date, I believe that the relative standings among the various States and the disproportionate number of summer jobs held by residents of neighboring States and the District of Columbia is a very accurate representation of current trends.

The main objective of this legislation is simply to give young people from all over the country a fair opportunity at least to be considered for the privilege of working for their Government during summer vacation time in or near the Nation's Capital. It is to be emphasized that patronage is not, and should not be, any controlling factor in this objective. I personally would be delighted to see all patronage factors eliminated, not only in summer appointments but in all civil service appointments. It is my further thought that written competitive examinations should be given to just as many students as possible for such summer jobs as are available.

The ability of the Government to recruit, hire, and retain the best people in the public service generally is no better than the thoroughness of the competitive examining procedures used. Certainly, competitive examinations on balance result in bringing forward the best-qualified people. That seems to me to be the very foundation of our competitive merit system first written into the law by the Civil Service Act of 1883.

Chairman John W. Macy, Jr., of the U.S. Civil Service Commission, will present the views of the administration on H.R. 242 this morning. He is accompanied by Mr. Warren B. Irons, Executive Director of the Commission.

We will be pleased to receive your testimony at this time, Mr. Macy.

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

Mr. MACY. Mr. Chairman, thank you very much. I am pleased to be here and pleased to be accompanied by Warren Irons, the Commission's Executive Director. I welcome this opportunity to testify on H.R. 242.

As you have indicated, I have testified on bills of the same general content that were introduced in the previous Congress. Also, I have during the past 2 years spent a good deal of my own time and the time of the Commission staff reviewing and examining the entire program of summer employment and I am pleased to review this with you at this time.

With your permission, I would like to introduce into the record the Commission's report on H.R. 242 dated May 18, yesterday.

Mr. BECKWORTH. Without objection it will be entered, Mr. Chairman.

(The document referred to follows:)

U.S. CIVIL SERVICE COMMISSION,
Washington, D.C., May 18, 1965.

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

DEAR MR. CHAIRMAN: This is in further reply to your request of January 13, 1965, for the views of the Civil Service Commission on H.R. 242, a bill to extend the apportionment requirement in the Civil Service Act of January 16, 1883, to temporary summer employment, and for other purposes.

The Commission strongly opposes enactment of this bill.

While the Commission feels that legislation is not appropriate, it shares the sentiment that opportunities for summer employment should be available on a merit basis. To this end it issued administrative instructions last year and again this year requiring agencies to develop summer employment plans which provide for selection from among those found best qualified and without regard to race, religion, sex, or political or personal favoritism. As a specific requirement concerning personal favoritism, each plan must prohibit employment in the same agency of sons and daughters of employees. Agencies having uniformed services must also apply this restriction to sons and daughters of uniformed personnel of their uniformed services. Enclosure No. 1 is a copy of the administrative instructions issued by the Commission for the summer of 1965.

Under these administrative instructions, residents of any State who desire to do so may apply to agencies in the Washington, D.C., area for temporary summer employment, and if considered best qualified, would receive an offer of employment.

The success which attended the response to our administrative instructions for the summer of 1964 is shown in enclosure No. 2. This is a chart depicting the number of residents from each State who received temporary summer appointments in the Washington, D.C., area during the summer of 1964, and the number from each State who received temporary summer appointments outside the Washington, D.C., area. A review of the chart indicates that each State shared in the employment opportunities that were available.

The Commission therefore feels that its administrative actions will tend strongly to achieve the objectives of the bill while avoiding the administrative burden that would follow enactment of strict legislative requirements.

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

By direction of the Commission:

Sincerely yours,

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

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Temporary summer employment, summer 1964

State	Number of residents appointed, Washington, D.C.	Number of residents appointed outside Washington, D.C.	Total number of residents appointed	Residents appointed per 100,000 population (rounded)
Alabama.....	29	1,131	1,160	35.5
Alaska.....	0	1,370	1,370	605.8
Arizona.....	14	1,497	1,511	116.0
Arkansas.....	16	711	727	40.7
California.....	106	4,767	4,873	31.0
Colorado.....	17	1,939	1,956	111.5
Connecticut.....	33	144	177	7.0
Delaware.....	22	53	75	16.8
Florida.....	57	475	532	10.7
Georgia.....	39	1,244	1,283	32.5
Hawai.....	9	261	270	42.7
Idaho.....	11	1,902	1,913	286.7
Illinois.....	82	845	927	9.2
Indiana.....	32	422	454	9.7
Iowa.....	28	349	377	13.7
Kansas.....	22	504	526	24.1
Kentucky.....	31	646	677	22.3
Louisiana.....	34	748	782	24.0
Maine.....	11	123	134	13.8
Maryland.....	1,822	884	2,706	87.3
Massachusetts.....	100	511	611	11.9
Michigan.....	63	748	811	10.8
Minnesota.....	42	704	746	21.9
Mississippi.....	10	1,161	1,171	53.8
Missouri.....	35	1,087	1,122	26.0
Montana.....	7	2,141	2,148	318.3
Nebraska.....	18	253	271	10.2
Nevada.....	1	284	285	100.0
New Hampshire.....	16	125	141	23.2
New Jersey.....	104	625	729	12.0
New Mexico.....	10	1,859	1,869	196.5
New York.....	251	2,126	2,377	14.2
North Carolina.....	85	667	752	16.5
North Dakota.....	10	328	338	53.4
Ohio.....	99	1,224	1,323	13.6
Oklahoma.....	25	710	735	31.6
Oregon.....	18	2,189	2,207	124.8
Pennsylvania.....	194	1,219	1,413	12.9
Rhode Island.....	42	56	98	11.4
South Carolina.....	32	422	454	19.1
South Dakota.....	10	481	491	22.5
Tennessee.....	26	775	801	22.2
Texas.....	100	2,276	2,376	24.9
Utah.....	27	1,409	1,436	161.2
Vermont.....	14	88	102	26.1
Virginia.....	1,397	1,177	2,574	64.9
Washington.....	46	2,684	2,730	95.7
West Virginia.....	83	372	455	24.5
Wisconsin.....	34	336	370	9.4
Wyoming.....	7	726	733	222.1
District of Columbia.....	1,279	89	1,368	179.1
American Samoa.....	0	2	2	-----
Gnam.....	1	0	1	-----
Panama Canal Zone.....	0	1	1	-----
Puerto Rico.....	0	10	10	-----
Virgin Islands.....	1	2	3	-----
Other.....	16	12	28	-----
Total.....	6,618	48,894	55,512	-----

U.S. CIVIL SERVICE COMMISSION BULLETIN No. 316-5

WASHINGTON, D.C., February 1, 1965.

Subject: 1965 summer employment program.

Inquiries: Merit Systems Section, Code 183, Extension 7483.

Code: Temporary and indefinite employment.

Distribution: FPM.

Heads of Departments and Independent Establishments:

This bulletin outlines the conditions under which temporary appointments may be made to temporary summer positions in agencies subject to the Civil Service Act.

Appointment procedures

Existing appointment authorities will be continued for 1965 with certain modifications.

TEMPORARY LIMITED APPOINTMENTS (700 HOURS) IN THE WASHINGTON AREA

In the Washington metropolitan area, the authority to make temporary limited appointments for not to exceed 700 hours is modified as follows:

700-hour-authority appointments for summer employment between May 1 and September 30, 1965, in the Washington metropolitan area may be made only under a written plan or plans established by each department or agency head. Plans must contain, but need not be limited to, the following elements:

1. All appointees shall, as a minimum, meet the qualification standards prescribed by the Civil Service Commission.

2. Appointments shall be from among those found best qualified and consideration must be given to the qualifications of all applicants.

3. Appointments shall be made without regard to race, religion, sex, or political or personal favoritism.

4. As a specific requirement concerning personal favoritism, each plan must prohibit employment in the same department or agency of sons and daughters of employees. Agencies having uniformed services must also apply this restriction to sons or daughters of uniformed personnel of their uniformed services.

5. All plans must state the conditions under which applications will be received and processed and selections made, including time limits for receipt of applications.

6. All plans must be published and made available to employees and applicants. Employees and applicants must be informed of the limitation on employment of sons and daughters.

OTHER SUMMER EMPLOYMENT, INCLUDING SCHEDULE A

In all summer employment in Washington and throughout the United States, whether under temporary limited appointment or schedule A, agencies shall observe the following requirements as well as other requirements applicable under the authority used:

1. Appointments shall be made without regard to race, religion, sex, or political or personal favoritism.

2. Employment in the same department or agency of sons and daughters of employees is prohibited. Agencies having uniformed services must also apply this restriction to sons and daughters of uniformed personnel of their uniformed services.

3. Employees and applicants must be informed of the limitation on employment of sons and daughters.

Changes in regulations

To carry out the provisions listed above, the Commission has issued the following regulations:

SEC. 338.202 *Restriction on sons and daughters.* An agency (including a military department) may not appoint the son or daughter of a civilian employee of that agency, or the son or daughter of a member of its uniformed service, under a temporary limited appointment made for part-time, seasonal, intermittent, or other temporary employment within the United States between May 1, 1965, and September 30, 1965; except that this prohibition shall not apply to the appointment of persons who are eligible for placement assistance under the Commission's Separated Career Employee (SCE) Program.

SEC. 213.3101(a) * * *

(b) An agency (including a military department) may not appoint the son or daughter of a civilian employee of that agency, or the son or daughter of a member of its uniformed service, to a position listed in Schedule A for part-time, seasonal intermittent, or other temporary employment within the United States between May 1, 1965, and September 30, 1965; except that this prohibition shall not apply to the appointment of persons who are eligible for placement assistance under the Commission's Separated Career Employee (SCE) Program.

The above regulations apply regardless of where the parent is employed or where the son or daughter seeks employment in the United States. They also apply without regard to the age of the children and whether or not they are part of the parent's household.

6 APPORTIONMENT FOR TEMPORARY SUMMER EMPLOYMENT

The term "agency" in the regulations means a department, independent establishment, military department (Army, Navy, Air Force), or Government owned or controlled corporation in the executive, legislative, or judicial branches of the U.S. Government which has positions subject to Civil Service Commission rules and regulations, and that portion of the government of the District of Columbia subject to the Commission's rules and regulations. The term "uniformed service" in the regulations means the uniformed services of the Army, Navy, Air Force, Marine Corps, Coast Guard, Public Health Service, and Coast and Geodetic Survey.

Definition of summer employment

Summer employment means any temporary employment which begins (entrance on duty) during the period from May 1, 1965, through September 30, 1965.

Emergency situations

The summer employment regulations (sec. 338.202 for employment in the competitive service and sec. 213.3101(b) for employment under schedule A) do not apply to appointments made to meet emergency situations that (1) involve an actual and immediate threat to life or property and (2) cannot be dealt with by employment of persons not prohibited by the regulations. As an example, an explosion or major fire at an isolated station or depot may require emergency use of all manpower immediately available.

No-exception policy

The Commission has determined that it will grant no exceptions from the application of the summer employment regulations; unless temporary summer appointments fall within the scope of the above emergency-situation criteria, the regulations apply.

Questions and answers

The following questions and answers provide specific examples of the applicability of the summer employment regulations. They are designed to assist agencies to apply these regulations in appointment actions and to answer inquiries they may receive from various sources:

1. Question: Do the summer employment regulations apply to appointments made from the registers as well as to appointments not made from registers?

Answer: Yes.

2. Question: Do the summer employment regulations apply to special needs appointments?

Answer: Yes; unless such appointments are made to meet emergency situations as explained above.

3. Question: Do the summer employment regulations apply to veterans as well as nonveterans?

Answer: Yes.

4. Question: Must appointing officers submit reasons for passing over preference eligibles on certificates issued for temporary limited appointment when these eligibles are affected by the prohibition in the summer employment regulations?

Answer: No. The application of the summer employment regulations disqualifies affected eligibles for appointment. Such situations should be handled as objections to eligibles. Boards of examiners are authorized to sustain these objections.

5. Question: Do the summer employment regulations prohibit the summer employment of a parent of an employee?

Answer: No.

6. Question: Do the summer employment regulations prohibit the concurrent employment within an agency of a parent and his son or daughter during the May 1 through September 30 period?

Answer: Not necessarily. Since the regulations do not restrict appointment of parents, concurrent employment is permitted if the son or daughter enters on duty before the parent is appointed.

7. Question: How do the summer employment regulations apply when a civilian employee or a member of an agency's uniformed service is on detail to another agency?

Answer: The regulations apply simultaneously to the agency from which he is detailed and to the agency to which he is detailed.

8. Question: Do the summer employment regulations apply to Reserve members of an agency's uniformed service while they are on active duty?

Answer: Yes. While a Reserve member of an agency's uniformed service is on active duty (this excludes annual 2-week training tours of duty) between May 1 and September 30, 1965, his son or daughter may neither be appointed to nor enter on duty for summer employment in the agency.

9. Question: Do the summer employment regulations apply to the sons and daughters of experts, consultants, advisers, and other special Government employees?

Answer: Yes; so long as a parent is on the agency's rolls as an employee, whether or not he is actually performing the duties of his employment, his son or daughter cannot be appointed to or enter on duty for summer employment.

By direction of the Commission:

WARREN B. IRONS, *Executive Director*.

Mr. MACY. Thank you, Mr. Chairman. In the interest of providing further information for the consideration of the committee in its deliberations on this legislation, I would like, if it is agreeable, to offer some additional views and facts.

You will note, Mr. Chairman, that our report strongly oppose enactment of this bill. Our opposition is based on the fact that this legislation would create administrative problems completely out of proportion to the expected benefits and, in addition, it is unnecessary because we are taking care of the situation through administrative action.

Let me say at the outset that the Commission readily appreciates the difficulties experienced by Members of Congress in the past in attempting to counsel high school and college students who want work in Washington during the summer. The Civil Service Commission took vigorous administrative action to solve this problem in the summer of 1964. Encouraged by the success which attended our initial efforts, we are repeating the program for this summer. Let me briefly describe what we did last year.

Early in 1964, we issued instructions outlining the conditions under which temporary appointments were to be made to temporary summer positions in agencies subject to the Civil Service Act. Although a copy of our instructions is included in our report on this bill, I would like to take a few minutes to review some of the significant features contained in them. These instructions provided:

(1) Appointments to temporary summer positions had to be made from among those found to be best qualified; consideration had to be given to the qualifications of all applicants; and appointments had to be made without regard to race, religion, sex, or political or personal favoritism. This meant that appointments had to be made on the basis of merit, subject to veterans' preference, of course. Any resident of any State desiring to do so could apply directly to agencies in the Washington, D.C., area for summer employment. Each agency was required to include in its plan a time limit for the receipt of applications for summer employment.

These instructions assured them that their applications for such employment would be considered and their qualifications evaluated, and that any appointments made would be on the basis of merit from among those considered to be best qualified.

(2) Agencies were prohibited from employing in the same agency the sons and daughters of employees; the same restriction was extended to the sons and daughters of uniformed personnel in agencies having uniformed services. This prohibition has had the effect of placing a block in the way of the exercise of personal favoritism in making temporary appointments.

These same ground rules were reissued for the summer of 1965.

As an indication of our continuing interest in this area, we requested agencies to furnish us a report on their temporary summer employment for the summer of 1964.

I make quite a point of this because I recall in some of our earlier discussions I was not able to be responsive in a quantitative sense to some of the questions you directed to me concerning the nature of summer employment.

The statistical chart enclosed with our report indicates the number of residents of each State who received temporary summer appointments in Washington, D.C., and the number who received such appointments outside Washington, D.C.

In analyzing these statistics by taking a look at the summer employment picture in its totality, we were gratified to find that the administrative action taken has accomplished its purpose. The chart clearly shows that every State shared substantially in the employment opportunities that were available. Obviously some were in excess and some in arrears of what their quota might have been under apportionment, but this is nothing unusual. Pretty much the same situation has existed for many years under operation of the apportionment provision of the Civil Service Act.

In our opinion, there would not have been any significantly different results even if we had been operating under specific legislation. Obviously the convenience of worksite to residence will always be a strong factor in apportionment. The statistics show clearly that the most abundant opportunities for Federal summer jobs occur outside of the Washington, D.C., area and thus students living at some distance from the Capital naturally seek jobs closer to their homes.

In conclusion, Mr. Chairman, all of the evidence indicates we have come a long way toward solving the problems that existed prior to 1964, and it is our sincere belief that our continued monitoring of this program will continue to bring improvement.

I will be happy, of course, to respond to any questions that you or your colleague may have on this subject.

It is one which I say we have given a great deal of attention to in recent years and one in which there is high interest throughout the country.

I will be pleased to discuss it with you in any fashion that you desire.

Mr. BECKWORTH. Do you have any questions, Mr. Matsunaga?

Mr. MATSUNAGA. None right now.

Mr. BECKWORTH. Mr. Chairman, I want to thank you for your very excellent statement and applaud you for the firmness that you have shown in doing something about this problem which we all have understood to exist. I do think you are making some progress and it gratifies me, as one who tried to point up the situation, that progress is being made.

I noted not long ago a brief memorandum from the State Department and I want to read it to you. It says:

Summer intern program: The Department has written to about 250 to 300 colleges and universities throughout the United States, requesting that each school select one junior or senior for our summer intern program. From the names submitted to the Department, we have selected 35 to 40 interns. Persons interested in applying for next year's program should apply to their dean.

Now what do you think about that kind of system? It certainly has a spread when 250 to 300 colleges participate.

Mr. MACY. Right. This is an effort on the part of the State Department to provide a broad geographical spread of applications among the colleges and universities of the country. This is a very popular program. College students today are very much interested in international affairs. The result is that the Department tends to be deluged with applications.

They have endeavored to spread it out by making selections on this basis. Under the proposed legislation it would not be possible for them to do that. They would have to follow an apportionment under a competitive examination.

I believe that that program is illustrative of the problem that we have. These are short-term employments, at best 90 days. There is high interest on the part of youngsters for a variety of motives, some in order to come to the Nation's Capital and learn more about their Government, some because of potential career interest they have in Government service and others just to have a summer job, and consequently there is high interest and it is necessary to make sure that we have a system where those best qualified have an opportunity to serve.

I was particularly intrigued, Mr. Chairman, with this census that we conducted last summer because it showed that there are a total of 55,512 jobs that were filled on a temporary basis during the summer months and that 48,894 of those jobs are outside of the Washington area and 6,618 in the Washington area. I was also pleased to see what a broad distribution this represents across the country. Although there is naturally in Washington employment a heavy concentration of residents from the District, Maryland, and Virginia, there is nevertheless some representation from virtually every State here.

Also, out in the field service, you will find that the appointments tend to follow the general distribution of total appointments for the Federal service so that you have, just to take a State at random, without any specific purpose; take Texas, for example, I note here in the figures that 2,276 summer appointments of residents of the State of Texas outside of Washington, D.C., and 100 in Washington. The State of California, 106 in Washington and 4,767 residents outside of Washington.

This reflects the very heavy concentration of Federal activity in both California and Texas. So that we have here for the first time an indication as to the very decided geographical distribution of these employment opportunities.

Mr. BECKWORTH. I would say we have been aware of the fact all along that there are people employed in other areas of the Nation but it must be borne in mind, Mr. Chairman, that there is only one U.S. Capital and it is here in Washington, D.C., where the real opportunity to sense the workings of the Federal Government does exist. Washington is not the only opportunity to work for the Government, but there is only one U.S. Capital and it is here, as we all know.

Mr. MACY. That is correct.

Mr. BECKWORTH. I want to go into the State Department memorandum a little bit further. This is a clerical program and I think it is rather important. I quote:

In addition, we will appoint a very limited number of persons for clerical positions in Washington. If you are interested in being considered, you must take the civil service clerk-typist or clerk-stenographer examination. Your eligible notice of rating from the Civil Service Commission should be attached to your completed application forms and mailed to the Department of State summer employment office.

What do you think about the civil service examining methods of procuring people compared to the term of merit? Which do you think might come nearly to getting the truly merited person, a competitive examination or merely some other kind of a merit appointment?

Mr. MACY. I think in this instance what the Department is calling for is evidence of the individual's qualifications.

Mr. BECKWORTH. This is a true competitive examination, Mr. Chairman, as I understand it.

Mr. MACY. That is correct. This is a Commission examination.

Mr. BECKWORTH. Then it is a pretty meritorious type of procedure, wouldn't you say?

Mr. MACY. I would, indeed.

Mr. BECKWORTH. Would you know of any procedure any more meritorious than that?

Mr. MACY. No; this is the device we use to measure relative ability and to point up those who are best qualified.

Mr. BECKWORTH. Now of the 6,618 you mentioned, how many do you feel took the type of examination I have described here or the State Department has described?

Mr. MACY. Well, certainly, all of the typists took the examination. That would be 1,768.

Mr. BECKWORTH. How many?

Mr. MACY. All of the typists did.

Mr. BECKWORTH. That would be how many?

Mr. MACY. 1,768 last year. All of the clerks did and that would be 949. All of the stenographers did and that would be 322. All of the student trainees did and that is 266.

I would say that approximately 4,000 of the 6,600 took civil service competitive tests in connection with their selection for summer employment.

Mr. BECKWORTH. I think that is commendable because in that situation, merit no doubt did prevail in the main and I would see nothing wrong in extending that to all of them. What do you think about that?

Mr. MACY. The problem on the rest of them, particularly the college students who come in as interns or come in as aids in a number of summer jobs, the problem is the cost of operating nationwide machinery for this.

Mr. BECKWORTH. Mr. Chairman, that brings up the point that I want to get a little more information about. To what extent do you make an outstanding effort to make it known to the students throughout the country what they must do and by when?

As I have experienced it in the years gone by, so often students that need it imply they did not know about a cutoff date. Now for

a person, we will say, in Montana that didn't know about it, he is at a great disadvantage compared to one who knew about it by virtue of the fact he might be close by here. He doesn't get to read, for example, Mr. Kluttz' column about the availability of jobs—which I surely do like, Mr. Kluttz. The only trouble is, the column does not get to some places where notification is needed.

Mr. MACY. It happens Mr. Kluttz does have a very good and readable newsletter that goes out. I frequently find his newsletter is better accepted than some of our official communications that are distributed.

Mr. BECKWORTH. I think that is a very important aspect of this whole thing, getting this information out.

Mr. MACY. I agree, Mr. Chairman. Really, this is one of our continuing tasks in the entire civil service system—"How do we get the word to the people we want to afford an opportunity to compete?" We are working on this in connection with our recruiting for permanent employment.

Mr. BECKWORTH. I know; I have been reading about the work you have been doing here recently along that line which to me shows that if you mean what you say when you want the best person for a job, and this wonderful merit system we have, you shouldn't be interested in confining the notification—I am not talking about summer employment alone—to just a given region, for example, if you want the best person.

Mr. MACY. Absolutely.

Mr. BECKWORTH. The information should be broadcast so you get that best person.

Mr. MACY. We don't want to overlook any segment or section of the country. We want all of the American citizens to have an opportunity for competition, for entry on merit into the Federal service.

Now on the matter of summer employment, we have tried to improve the communications and publications that we put out on this subject. We put out a pamphlet every year and try to get it into every college. We indicate in that pamphlet the time schedule for submitting applications. We indicate the agencies that are the primary employers of students during the summer.

I am never going to be satisfied, Mr. Chairman, that what we are doing is enough, because there are always too many people in the United States that use that time-honored cliché, somebody "just didn't get the word."

We want more people to get the word and we feel this is one of our basic responsibilities. We are working on this all the time.

We now have, across the country, some 50 civil service representatives located in the major centers of Federal employment. One of the functions, one of several functions of those representatives is to work with the colleges and the universities in that area to make certain that word about the opportunities for Federal employment are circulated as fully as possible among those who might have an interest in Federal employment.

We feel that since the initial days of your high interest in this that we have been able to reach many more people than we have before. As I said earlier, we are never going to be satisfied we are reaching enough, but we are going to keep trying.

Mr. BECKWORTH. Mr. Matsunaga, any questions?

Mr. MATSUNAGA. Thank you, Mr. Chairman.

What is the procedure as applied to applications from the university students for jobs here in the Capital?

Mr. MACY. Well, the procedure, which is laid out in this we hope lucid and understandable sheet, calls for the individual who is interested to file an application with the individual department and agency where they have an interest.

Our feeling has been that the volume of interest, the number of applications, the variety of jobs is such that if we were to try to do it centrally in the Civil Service Commission it would be an extra step, extra handling, and therefore a delay.

So what we urge is that the interested person write to the director of personnel of the specific agency and we list the agencies in the Washington area on the back of the sheet. They file their application. The agency then communicates with them as to what the specific opportunities are in that particular department or agency and what examinations the individual must take in order to be considered, and it then is a matter of direct discussion between the applicant and the agency.

Mr. MATSUNAGA. What distribution is made of this circular?

Mr. MACY. We try to get this circular into all of the counseling and placement offices in the colleges and universities. We distribute this to the high schools. We made quite a point of distributing this to congressional offices because we know of the volume of mail that the Members of Congress receive.

If it has not been distributed in adequate supply to your office or any other Member's office we would be happy to supply additional copies of this, but it is widely circulated and it is in such a form it can be included in a mailing that goes out. We update it each year so that it includes current information about the upcoming summer.

Mr. MATSUNAGA. Does it have a form number to it?

Mr. MACY. Well, it is one of the usual codes down here at the bottom but entitled, "Summer Employment in the Washington, D.C., Metropolitan Area, 1965." In fact, Mr. Chairman, you may wish to incorporate this in the record of this hearing as an indication of the kind of information that is available.

Mr. BECKWORTH. Yes; all pertinent information will be included and incorporated without objection.

(The document referred to follows:)

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WASHINGTON, D. C.

1965

JOB OPPORTUNITIES	Most summer job opportunities result from the need for temporary replacements for vacationing employees and temporary project work. Many of these needs are not known in advance and, therefore, detailed information cannot be furnished. Inquiries concerning employment opportunities should be addressed to the agencies.
KINDS OF JOBS	Agencies may need to employ stenographers, typists, and other clerical help; student assistants to work at the subtechnical or subprofessional level in line with the studies in which the students are engaged; laborers, mechanics, helpers, etc.
SALARIES	Salaries depend upon the nature and requirements of the job being filled and the experience and training of the person being employed.
WHO MAY APPLY	United States citizens may apply who are high school graduates and who will be sixteen years of age at the time of appointment, and all other citizens who have reached their eighteenth birthday.
HOW TO APPLY	Applicants should obtain from Commission offices or post office examination points Standard Form 57, "Application for Federal Employment". Item 1 on the Form 57 should specify "Summer Employment".
REQUIREMENTS AND CONSIDERATION FOR APPOINTMENT	The Civil Service Commission does not maintain a list of job vacancies. Applications should be sent directly to the Federal agency in which employment is desired. After completing the Form 57, it should be addressed as follows: Director of Personnel Name of Agency Washington, D. C. On the reverse of this leaflet is a list of agencies in the Washington area to which these instructions apply. Since some agencies may establish a cut-off date for receipt of applications, applicants should file at the earliest opportunity. If applications are not being accepted in a particular agency, the application may be returned with appropriate explanation. Agencies are required by the Civil Service Commission to apply appropriate experience and training requirements in the filling of summer positions. They are guided by standards and instructions issued by the Commission. For some positions, passing a written test is required. Agencies will schedule appointments for the necessary written tests. Regulations require that appointments be made without regard to race, religion, sex, or political or personal favoritism. The son or daughter of a Federal employee, including those in the uniformed services, may not be appointed in the same department or agency in which the mother or father works, unless the son or daughter is eligible for placement assistance under the Commission's Separated Career Employee Program.

14 APPORTIONMENT FOR TEMPORARY SUMMER EMPLOYMENT

LIST OF AGENCIES IN THE WASHINGTON AREA

Department of Agriculture	Federal Home Loan Bank Board
Department of Commerce	Federal Mediation and Conciliation Service
✓ Department of Defense	Federal Power Commission
Department of the Air Force	Federal Trade Commission
Department of the Army	General Accounting Office
Department of the Navy	General Services Administration
Department of Health, Education, and Welfare	Government Printing Office
Department of the Interior	Housing and Home Finance Agency
Department of Justice	Interstate Commerce Commission
Department of Labor	National Aeronautics and Space Administration
Post Office Department	National Labor Relations Board
Department of State	Office of Emergency Planning
Department of the Treasury	Peace Corps
Agency for International Development	Securities and Exchange Commission
Bureau of the Budget	Small Business Administration
Civil Aeronautics Board	Smithsonian Institution
Civil Service Commission	Tariff Commission
District of Columbia Government	United States Information Agency
Export-Import Bank of Washington	Veterans Administration
Federal Aviation Agency	Office of Economic Opportunity
Federal Communications Commission	
Federal Deposit Insurance Corporation	

Mr. MATSUNAGA. What is the percentage of applications honored in the present number of applications received? Do you have any idea?

Mr. MACY. Here in Washington last year there were 6,618 appointments and that would be the number of individuals of all levels who received summer appointments. These would not be the college student group exclusively. I would say the college group would number about 5,000. This would be my estimate.

As to the number of applications, I just don't have the figure. Would you hazard a guess, Mr. Irons?

Mr. IRONS. It would be at least 10 to 1.

Mr. MACY. I think it is modest. It is probably even higher.

Mr. BECKWORTH. If you will pardon me, could you make a compilation of that without too much trouble, so we have it for the record? I think it is a very pertinent figure.

Mr. IRONS. The agencies, I am sure, have not had that up in their records last year or retained it in their records or retained their applications.

Mr. BECKWORTH. Would you mind asking some of them?

Mr. IRONS. I would be glad to.

Mr. BECKWORTH. I would appreciate it, to see what they say, and if you can get it in the record we would be happy.

Mr. MACY. May we do it for the current year? This may be easier to obtain.

Mr. IRONS. They may also have some information about last year.

Mr. BECKWORTH. If not last year, this year.

Mr. MACY. We will give you a sample anyway.

Mr. IRONS. We had 32 applications in the Civil Service Commission and appointed nobody. I happen to know my own agency.

Mr. MATSUNAGA. This will give some indication as to how much information is getting out because the number of applications would be some indication of how much information applicants are receiving.

Mr. MACY. It would be a good measure.

Mr. MATSUNAGA. Now I have one other question. Have you any idea as to the performance of these summer applicants—that is, upon

being given jobs—and I am asking this question with reference to the short period they will be employed. Is this a service handicap when they serve only a short time or has the performance been creditable?

Mr. MACY. The reports I have heard have been very favorable about the performance of the employees who are hired for the summer. Many of them are what they call in TV "summer replacements." They come in and perform during a vacation period for those who are off the job and make a substantial contribution whether performing typing or clerical work.

Many times the agency would like to be able to hold onto them for permanent employment. Most of them go back to school. Among the college students, some of the performances have been really outstanding.

The chairman mentioned this State Department intern program. Secretary Rusk was telling me after last year's program that some of the analytical papers done by these students were really first rate and could be used as supplementary material of decided value in the various offices of the State Department.

Mr. BECKWORTH. Anything further, Mr. Matsunaga?

Mr. MATSUNAGA. No, thank you.

Mr. BECKWORTH. That is all. Thank you, Mr. Chairman. We appreciate your interest in this and your efforts to upgrade this situation constantly as you undertake to upgrade other divisions of our Federal employment situation. I think you are doing a fine job.

Mr. MACY. Thank you very much, sir. I appreciate it.

(Whereupon, at 10:40 a.m. the hearing was adjourned.)

