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COMPENSATION FOR SELECTIVE SERVICE SYSTEM EMPLOYEES

GOVERNMENT

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



EIGHTY-NINTH CONGRESS

SECOND SESSION

ON

H.R. 14357

A BILL TO INCREASE THE RATES OF COMPENSATION OF EMPLOYEES OF LOCAL BOARDS AND APPEAL BOARDS WITHIN THE SELECTIVE SERVICE SYSTEM

APRIL 18, 1966

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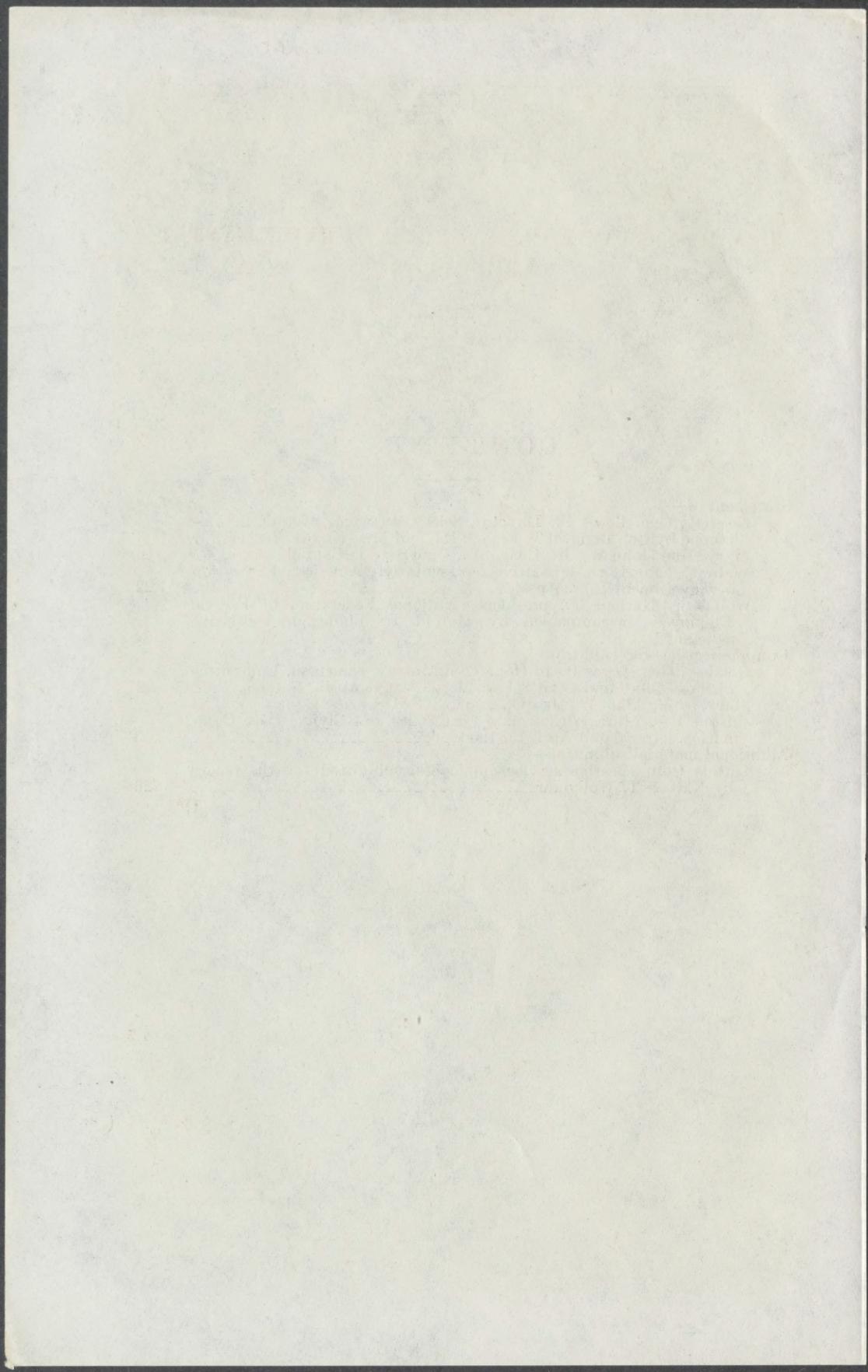
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COMMISSION FOR SELECTIVE SERVICE SYSTEM EMPLOYEES

COMPENSATION FOR SELECTIVE SERVICE SYSTEM EMPLOYEES

MONDAY, APRIL 18, 1966

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CIVIL SERVICE 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, Cannon House Office Building, Hon. Lindley Beckworth (chairman of the subcommittee) presiding.

Mr. BECKWORTH. The subcommittee will come to order.

The Subcommittee on Civil Service is meeting this morning to conduct public hearings on H.R. 14357, to increase the rates of compensation of employees of local boards and appeal boards within the Selective Service System.

(H.R. 14357 is as follows:)

[H.R. 14357, 89th Cong., 2d sess.]

A BILL To increase the rates of compensation of employees of local boards and appeal boards within the Selective Service System

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the rates of compensation of employees of local boards and appeal boards within the Selective Service System, whose compensation is fixed under authority of the first proviso in section 10(b)(4) of the Universal Military Training and Service Act (50 App. U.S.C. 460(b)(4)), shall be increased by 2.9 per centum. Each such rate as so increased shall be rounded to the next higher dollar.

SEC. 2. The first section of this Act shall become effective at the beginning of the first pay period which begins on or after July 1, 1966.

Mr. BECKWORTH. This bill was introduced by the Chair pursuant to unanimous agreement of the full committee at its last regular meeting, on March 31, 1966. The agreement was reached as a basis for the withdrawal of an amendment to H.R. 14122 which had been offered by the gentleman from North Carolina, Mr. Henderson. The amendment dealt with the system of compensating employees of selective service local boards and appeal boards.

Section 10(b)(4) of the Universal Military Training and Service Act provides that employees of the Selective Service System shall have their compensation fixed in accordance with the Classification Act of 1949, as amended, except that "the compensation of employees of local boards and appeal boards may be fixed without regard to the Classification Act."

There was some misunderstanding, or difference of opinion, at the March 31 committee meeting as to whether or to what extent the bill then under consideration, H.R. 14122, would make certain that

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selective service board employees would receive the same pay raises granted by the bill for other Federal employees. My bill, which is presently before this subcommittee, if enacted, would have the effect of granting comparable pay raises to selective service local and appeal board employees regardless of any other provision of law.

The subcommittee is privileged this morning to have a distinguished soldier and outstanding American appear and testify in person on this measure. It is a pleasure to welcome you, General Hershey, and we will be glad to receive your testimony at this time. I would suggest that you introduce the members of your staff who will assist you, and then proceed as you see fit.

I might add that I have known the very distinguished Director of the National Selective Service System for many years, for over two decades—in fact, nearly three. I have always had the very highest regard for his sincerity and ability, and the fine work he undertakes to do at all times.

I wish to include at this point in the record, without objection, a letter written to our distinguished chairman, Hon. Tom Murray, April 15, 1966, by the Director, General Hershey, and also a letter that was written to Hon. Tom Murray, our chairman, April 15, 1966, by the Chairman of the U.S. Civil Service Commission, John W. Macy, Jr.

(The letters referred to are as follows:)

NATIONAL HEADQUARTERS,
SELECTIVE SERVICE SYSTEM,
Washington, D.C., April 15, 1966.

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

DEAR MR. CHAIRMAN: As requested in your letter of April 13, 1966, I am pleased to present my views and recommendations relative to H.R. 14357, a bill "To increase the rates of compensation of employees of local boards and appeal boards within the Selective Service System."

The purpose of H.R. 14357 is to statutorily increase the salaries of selective service board clerks by 2.9 percent, effective the first pay period after July 1, 1966.

I am opposed to enactment of H.R. 14357. The successful operation of the Selective Service System is based upon the fact that it is a community function carried out by the community. It is essential that this local board team of unpaid members and their compensated clerks be fully identified with the community. One of the most important ways in which this identification with the community is attained is the established policy, expressed in legislation, of compensating local board clerks in accordance with community standards rather than standards established for Federal employees generally. This policy has not penalized local board clerks on occasions of general pay raises for Federal employees. Funds have always been provided by Congress on such occasions to adjust local board salaries consistent with these principles. Authorization for these funds have always been provided for in each of the pay adjustment acts or subsequently enacted by the Congress.

Similar authority is contained in the provisions of H.R. 14122 passed by the House of Representatives on April 6, 1966. It is the intention of the Director of Selective Service, should H.R. 14122 become law, that the pay raise awarded to the classified employees be reflected in increases in the salaries of local board and appeal board clerks to the extent that funds are made available and consistent with the customary method of determining the local board and appeal board employees' compensation.

The enactment of H.R. 14357, in my opinion, therefore, is not only unnecessary but, more important, would not be consistent with the statutory authority (50 U.S.C. App. 460(b)(4)) which places upon the Director of Selective Service responsibility for setting the salaries of local board and appeal board clerks.

The Bureau of the Budget has advised that it has no objection to the submission of this report to your committee.

Sincerely yours,

LEWIS B. HERSHEY, *Director*.

U.S. CIVIL SERVICE COMMISSION,
Washington, D.C., April 15, 1966.

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

DEAR MR. CHAIRMAN: This is in response to your request for a report on H.R. 14357, a bill "To increase the rates of compensation of employees of local boards and appeal boards within the Selective Service System."

Enactment of H.R. 14357 would statutorily increase the salaries of selective service board clerks by 2.9 percent, effective the first pay period after July 1, 1966. The Commission strongly opposes this legislation and urges that it not be given favorable consideration.

Positions of selective service clerks have traditionally been excepted from the nationwide statutory pay rates of the Classification Act. Since there is no law specifying how the salaries for employees in these positions must be determined, the Director of Selective Service, within the limits of his appropriations, may fix and adjust their pay by the method he finds best suited to the needs of the organization.

Officials of the Selective Service System place great emphasis on the importance of having the boards fully identified with the community served. They have consistently expressed the view that one of the most important ways in which this identification has been attained is by compensating local board clerks in accordance with community standards rather than the standards established for Federal employees generally.

To increase the salaries of these employees by legislation would be totally inconsistent with the statutory authority (50 App. U.S.C. 460(b)(4)) under which the Director of Selective Service has been given final responsibility for setting the salaries of local and appeal board clerks. Furthermore, this action is unnecessary because adjustments may be made administratively whenever the Director determines appropriate.

For the above reasons, the Commission strongly recommends against enactment of H.R. 14357.

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*.

STATEMENT OF GEN. LEWIS B. HERSHEY, DIRECTOR, SELECTIVE SERVICE SYSTEM, ACCOMPANIED BY COL. BERNARD T. FRANCK III, AND MRS. KAY B. BARKER

General HERSHEY. Mr. Chairman and members of the committee, I have no prepared statement. Our letter is concise in trying to point out that we were opposed to this legislation (a) because we believe it to be unnecessary, and (b) we believe that the passage of it would tend to at least cast some doubt on the present power that the Director has to make the adjustment, which is based again on the fact that we are a highly decentralized system, and not only that, but our local board clerks are a very unusual type of office managers, typists, stenographers, and what have you. And it has been the custom for a quarter of a century for the Selective Service clerks at the local board and the appeal board level to be flexible enough to be moved in any direction that the community went. We have a great many part-time people, which isn't necessarily impossible of classification. But it is true that sometimes in order to have a part-time person you

have to pay at a little different rate. So we figure that we do save some money for the Government in areas where the rate of pay is not so high.

And we do have power to reward unusual capacity, because we are not restricted by the Classification Act. And for that reason, we would prefer to continue it.

It has been the custom of the Director to make appropriate raises whenever other people were raised.

I think in all fairness that I ought to say that in the application of this I suspect there has been some selectivity in that when individuals that were not entitled—that were not producing too well, were not all given it. I think usually, however, most everybody got a raise when raises were authorized.

Of course, there has always been one factor, and always will. We can only raise within the limits of our appropriations, when the money is available.

I think that is all I have to say. I will be glad to answer any questions you have.

Mr. BECKWORTH. How many employees are affected, General Hershey?

General HERSHEY. Approximately 7,500, sir.

Mr. BECKWORTH. There have been pay raises in the past, passed by the Congress for Federal employees. Generally, have you pursued the policy of following those raises by raises of your own?

General HERSHEY. Yes. That has been the continuing policy ever since the beginning, to try to reflect the other pay raises. As I said, I thought in order to be absolutely accurate, I would not be prepared to defend if someone could produce a person that didn't get a raise, but I think I could produce the reason.

Mr. BECKWORTH. Are there other questions?

Mr. ELLSWORTH. I have some questions, Mr. Chairman.

Mr. BROYHILL of North Carolina. I do, too.

Mr. BECKWORTH. Mr. Matsunaga?

Mr. MATSUNAGA. These 7,500 employees, General, that you have under your jurisdiction—were they given a pay raise the last time that we had a general pay raise for Federal employees?

General HERSHEY. Yes, with whatever exceptions—as far as I know, in the States we both might be interested in—I might possibly be wrong in an individual case, but I think they got it.

Mr. MATSUNAGA. When they are hired, are they hired on the basis of comparability to classified employees?

General HERSHEY. Well, in the first place, we do have to get them off the register. And they do have to qualify. But I think with some pride I would say that we would not consider every one competent to be a local board clerk that could qualify for a clerical classification perhaps comparable to what we would get, because they have got to have some rather peculiar qualities of getting along with the communities and the registrants and registrants' parents where they happen to work.

Mr. MATSUNAGA. Generally speaking, how do they compare with classified employees? Are they paid better, or equal, or generally poorer than the comparable positions in the classified service?

General HERSHEY. Well, one of the things that would bother me somewhere is—I would probably not be a good one to ask—I do not believe that the rest of the Government has a comparable person that

has the individual responsibility that a local board clerk has, with the knowledge that he has to have, and the fact that he is pretty nearly an office manager.

Personally, I believe that they are comparable, although in areas where wages are normally low, we will tend to reflect the local situation rather than the national situation. But on the other hand, we probably have some very competent people that are being paid more than we could ever possible hope to pay under a classified system that must apply across the board. Because we have many people who are running rather large boards alone, simply because they choose to do it that way. And, of course, the local board is one of the factors, because the unpaid local board has much to do and much to say to the State director on individuals that they have there, because to a peculiar degree the local board is dependent on how this local board clerk can bring to them the regulations and the policies and everything that goes with that particular case. And, of course, these local boards—the reason I think they are pretty evident is that I am signing 25-year certificates quite frequently now, and a great many 20's, and we have only been alive about 25 years. And we have a large number—I saw about 189 clerks last night in New Jersey. And many of them I had seen many times, because there were a good many with 20 years' service in this group, and a few with 25. But 25 is getting almost to the limit.

So I would not like to try to be statistical. But our clerks are the individuals that have made the image of the Selective Service System, because they are the individuals that have met the registrants, also. And I can't pay too high tribute to them. And I presume that there is something that attracts them. One thing is, I think, the challenge of it, and the fact that they think they are doing something for the Federal Government.

We had about 6 or 7 years that we led in buying bonds, which was almost completely among the local board clerks, because I have only got 1,600 that can buy bonds anywhere else. So therefore when we have 40-some States, and every one of them is participating in bond buying, I think that indicates the type of morale we have. And, of course, I think one of the reasons is, they see registrants who have obligations every day, and therefore they feel their obligation a great deal more than perhaps someone would elsewhere.

Mr. MATSUNAGA. What has been your turnover, and how does it compare with other regular Federal agencies?

General HERSHEY. I am going to make a statement on that, and then we will try to get some statistical information that will justify what I am going to say.

Personally, I think we have had the greatest stability. And I rather challenge any other—of course, we are a smaller group, we tend to know each other personally quite a little more. But I think that we have had a tremendously favorable thing in the turnover. And we do have at times in areas where some new development is coming in or some new agency is coming in that will perhaps have a little better pay rate—sometimes bother us, but the individuals they usually get are the ones we have recently acquired, we don't lose the ones that have been with us a long time. And that is not only true of local board clerks, but local board members. In fact, I think

at times we are criticized a little bit because people think we belong to the last generation instead of this one.

Mr. MATSUNAGA. Have you had any complaints from any of the employees that the pay has been too low?

General HERSHEY. Well, I think there has been some movement—and to me it has always been a reasonably small minority—of individuals who want to be classified. I have found some, I would not say more than 5 or 10 percent. In New Jersey the other night, there was a group debating the question of classification. We talked about it at some length. And I think the majority, quite a large majority, were satisfied with what they are doing. They want a raise in pay, they are looking forward to it. And that is most natural and human. But we do not have—my correspondence on that particular line is much smaller than it is with some things that registrants would like to have.

Mr. MATSUNAGA. Then you are opposed to any move toward placing your employees under the Classification Act?

General HERSHEY. That is right. I told the clerks in New Jersey that until I could be assured (a) that the Government and the Selective Service System and the girls themselves were in favor of it—because most of them are girls—I would have to oppose it. I think that we have flexibility that we would lose by that. I think it is difficult to tell the Chairman of the Civil Service Commission when he is present that I don't care to be under him, but I must, because that is true.

Mr. MATSUNAGA. You are also opposed to the inclusion of your employees in any general pay raise intended for all Federal employees?

General HERSHEY. I think I ought to explain that, sir. In the first place, I expect to make the same pay raise that other people make. I am a little embarrassed to say this. But the thing I am always afraid of is, when we get special legislation that in any way applies to some general authority I have got, the first thing you know some lawyer is pleading that if the Congress had expected me to keep the general authority they would not have gone into it especially.

So I have some worry always when we start legislating something for one time. We have got now power to do it any time. And while I might not lose it on this bill, I won't gain. And there is a chance to lose. And therefore, that is why—that is one of the one or two reasons why I am opposed.

Mr. MATSUNAGA. No further questions.

Mr. BECKWORTH. Mr. Johnson?

Mr. JOHNSON. General Hershey, I want to join with my chairman to say that I am honored to have you here with us this morning. I know of no activity of our Government that has the greater confidence of the people than the Selective Service System. I think the country owes you a debt of gratitude for what you have done in a very trying situation.

I will just ask you some fundamental questions. Let's take the town of 18,000 people in north Pennsylvania that I come from. We did have a lady—a Mrs. Palmer—who worked for us for some 20 years in selective service, and as you say, she loved her job. She finally had to retire, and when she was replaced by another clerk, who fixed the salary of this relatively green person that came in?

General HERSHEY. The director of selective service in Pennsylvania. But I am sure General Gross has to know something about

what the feel is of his local board members too, because he has them to live with, they don't get paid, and therefore, the State director always has to live with his local board, and of course, the local boards have to live with the clerks.

But the State director is the answer.

Mr. JOHNSON. In other words, the local board would notify the State director that there was a vacancy in this office, and that they were about to hire a certain person—and the local board recommends a certain salary?

General HERSHEY. No; the State director hires them.

Mr. JOHNSON. The State director hires them?

General HERSHEY. Yes.

Mr. JOHNSON. But would he confer with the local board as to what the starting salary ought to be?

General HERSHEY. I am sure he would. Because in the first place sometimes the problem has something to do with whether you get somebody that the local board wants, because it is a matter of adjustment. That is one of the flexibilities that I am in favor of maintaining.

Mr. JOHNSON. If you were to employ a new clerk at an office in a town of 18,000 people, what would the average starting salary be?

General HERSHEY. Well, our average for the years ahead of us is about \$4,700. I would think probably seven or eight hundred less than that.

Mr. JOHNSON. You start a person off with about \$4,000?

General HERSHEY. Of course, it might be less. It would give a fair amount at 10 percent—it would be more than 10 percent—I suppose you have got 2,500, too—of course, there is probably a county around that, too.

Mr. JOHNSON. The county has 56,000 people.

General HERSHEY. Then you would probably have 5,000 or 6,000 registrants there. And that would be a factor, because you would tend to pay more. And especially, another thing you get into, if a girl is doing that work by herself because she chooses to, she would probably get more money than if we had to hire two. I would rather check it, but I am guessing \$4,000 or a little less for the starting salary.

Mr. JOHNSON. Now—proportional increases in her salary—would they be recommended to that office by the State director?

General HERSHEY. The State director would handle it. He has got authority to change her salary within the limits of his money.

Mr. JOHNSON. So what you are saying is that throughout the Nation, pretty generally, each board stands on its own two feet, and salaries of employees would vary from board to board, depending on the circumstances?

General HERSHEY. That is right. And of course, the raises will depend, first, on how good they are and how much work they are doing. And we have been through a rather rough time. I don't want to overdo it by using February of 1965 and February this year as the 2 months, but it happens that in those 2 cases we had 10 times as many inducted this February as we did last February, and we only increased our employees somewhere between 10 and 12 percent. And therefore the load that these girls pick up within the limits of what we have got money for is another factor in this salary. And personally, it is so different so many places that I still have the confidence that the people who are up there are—of course, they do have a

limitation in the amount of money I am able to get for them, but within that limitation I tend to trust them.

Mr. JOHNSON. Then your testimony this morning is that you like this ability to have discretion in raising the salaries, and that if this bill passes it will, in effect, put you in a straightjacket, and, maybe by inference at least, take away the power that you have at the present time to do it.

General HERSHEY. That is true, and I am very sensitive to anything that Congress does, even if it does not legislate. I had a situation during World War II where we started to send some conscientious objectors to China on a project over there that the U.S. Army was running. And when they are down about Capetown the Congress put a rider on the then War Department appropriation bill to prohibit these people from going—which didn't affect me at all. But I unloaded them at Capetown and brought them back, because the intent of Congress was to not have them go. And I am just a little selfish, because living today tends to make it easier tomorrow.

Mr. JOHNSON. Thank you very much.

Mr. BECKWORTH. Mr. Henderson?

Mr. HENDERSON. Thank you very much, Mr. Chairman.

General, I too want to join my colleagues in paying great tribute to the results that the Selective Service System has brought about through its rather long history.

I think you would agree with me that the employees from the top to the bottom that have contributed most to the final record have been the local board office managers.

General HERSHEY. That is right.

Mr. HENDERSON. It has been my interest to see that these people, who are most responsible for the great success that our country has had, be treated as Congress thinks Federal employees ought to be treated.

I would like to ask this question. Do you consider that the local board employees are Federal employees?

General HERSHEY. Oh, yes; because of the fact that obviously they are federally paid, federally chosen, and everything else.

I would like to say, though, that the Selective Service System's relation to this personally, I believe, cannot be compared with any other relation of any other Federal agency in the States.

Mr. HENDERSON. It is most unusual, isn't it?

General HERSHEY. It is a most unusual one. I am quite familiar with the Old North State, I have a daughter-in-law that comes from there. And I knew General Metz for a long time, and I have known the people that have come since. But just the same, we are more of a family than any agency I know of. Of course, I know more about this agency. We are closer to the States. They are Federal employees; yes.

Mr. HENDERSON. How about their retirement and health benefits?

General HERSHEY. It is comparable to all classified employees.

Mr. HENDERSON. So for all practical purposes, they are Federal employees for every condition except pay?

General HERSHEY. That is right.

Mr. HENDERSON. I wonder if you could inform the committee what the recent pay in the Old North State of North Carolina is.

General HERSHEY. I would be glad to furnish it. I do not have it with me.

Mr. HENDERSON. I have a letter that I wrote in 1963—and I think that I obtained these figures from your office, sir—which says that on June 30, 1960—the latest date on which we have nationwide statistics—the average salary of the clerk and the local board in North Carolina was \$3,360 per year. At the same time the average rate for West Virginia was \$3,645, for Tennessee it was \$3,380, and for South Carolina it was \$3,585. As I understood your testimony this morning, the average over the Nation today is about \$4,700, as a starting salary.

General HERSHEY. That is for 1967; it is what we budget for 1967. What is the one for 1966?

Colonel FRANCK. \$4,690. It is \$4,491 for 1965, \$4,619 for 1966, and \$4,730 for 1967.

General HERSHEY. So I would not want to say how much has been reflected since 1963. And I would be the last one to say that these are all comparable between States, or of one. But on the other hand, there is sufficient authority, and therefore you could blame me if there was a wide discrepancy that there was no reason for and I didn't do something about it.

Mr. HENDERSON. General, when I came here this morning I was more interested in the pay of these employees, but frankly—as I have heard your testimony—I think you have made the best case that could be made for bringing these employees under the Federal pay system. However, this will be the decision of the distinguished committee here.

I would just like to ask you one or two more questions.

Am I correct that Public Law 88-631, signed by the President on October 8, 1964, required salary increases of the local draft board clerks?

General HERSHEY. I am not too certain. But I would say no. I would say that this was an indication of Congress' intent, and that I would be justified as an administrator to use my power to raise the others comparably. And I think that is what we did. But I could be wrong. But I do not believe that it was required by the law.

Mr. HENDERSON. This brings on another question. Did every clerk in every board over the Nation get that increase, as a result?

General HERSHEY. I would want to say no, because one of the problems we get into, we will have places where both the local board and the State director will feel they are already paying perhaps more, and we will have a few places that I hear about occasionally where the local board has a little different opinion than the State director, which is natural.

Mr. HENDERSON. Mr. Chairman—I would stand corrected by the counsel of the committee—but the evidence I have is a letter of October 19, 1964, in which I wrote a local draft board employee that I was advised by our committee staff that the effect of the language in section 3 of Public Law 88-631, which amended section 503 of the Classification Act, would give each employee comparable wages to that provided in the bill. This was not done.

General HERSHEY. You may be right, Mr. Henderson. I wanted to be a lawyer, but never got to be one.

Mr. HENDERSON. What I would like to know is did you give it to them? First of all, was it the intent of Congress that they get the increase, and secondly, did they get it?

Mr. Chairman, I am inclined to think that the general is right—that what the system did was to say to the State boards, you may do it. I think that we will find, as the general said, some isolated cases where they determined that the employees had not performed and did not get it. Now, was that the intent of Congress, is the question that I raise.

Mr. BECKWORTH. It is my understanding that it is true.

General HERSHEY. I would like to say, Mr. Henderson, in that regard, that the people that do not get it, our agency is so small, and the National Director is easy to see, the door is always open. And I don't say that they would get it by coming to us. But I think most of them know that they can—very few of them come to Washington that don't come up to see us.

Mr. HENDERSON. One further problem that I wanted to be sure that the committee had in mind. Since we have said that these are Federal employees for all intents and purposes except pay, I would like to ask if you, as the Director, have required or do you know of any State that has made a study of the pay schedule of the local board employees, as compared to other Federal employees working in the courthouse complex. I am thinking about ASCS employees and Farmers Home Administration employees. I use these because I come from a rural area. You might take the Small Business Administration, and many other Federal agencies. Their employees are working almost next door to your local draft board office managers. I agree with the statement which you make that your office managers are administering—and have done an excellent job of administering—a complex Federal act. If you compare their salaries with agricultural employees, who were doing repetitive day-by-day jobs, I think that, even with that comparison, you would find that the pay of your local board employees is considerably less. I am almost tempted to ask if there has been a comparison made with postal clerks and mail carriers. I don't know that these are comparable jobs. I am thinking about a comparable job rate, such as the courthouse clerks where most of your local boards are located.

General HERSHEY. I can't tell you from—of course, this is always a problem with us, because some of these people hire our people away from us. But on the other hand, they are generally the individuals who haven't been with us too long.

There are some things—and this may sound corny—but there are reasons why people work places in addition to salary. And I realize that is a little too idealistic. But I just happen to believe—and I am not trying to defend it—there is nobody in the world that knows that he lives by the grace of these local boards any more than I do. These local board clerks, particularly the ones that have created the image of the Selective Service System, there is no question about it, they talk to the registrants, they talk to the mothers, and they talk to the fathers, they are the ones that are on the firing line. And we do have the problem that you bring up when we compared them with the county officials, because we have quite a little space we still get free. And when they are right side of the county officials, you see, that worries us a little too.

So we get caught both ways.

But I would like to tell you about them. There is one in north Jersey, where the competition with business and everything else is rather keen. But whether we have had a dozen students or two

dozen in the last year, I know we are always in it, because we have a problem of procuring clerks.

Mr. HENDERSON. Mr. Chairman, I conclude by saying I commend the general. I say that the time has arrived when we should reward these Federal employees, rather than give them the 25-year certificate. I believe they would be much happier, and they would feel that the Congress and the Director of Selective Service had recognized the tremendous jobs that they have done, if they were to get pay and retirement comparable to other Federal employees—much more so than they would a very beautiful certificate, which every Member of Congress and the Selective Service Director ought to give them, in addition to their pay.

Thank you, sir.

Mr. ELLSWORTH. General Hershey, I want to join my colleagues in saying how nice it is for you to come down and testify this morning.

I know that many of the things that you have said this morning about your fine system are true, because my wife's father serves on a selective service board out in Kansas. He lost two sons in World War II. He was put on the local board and has remained on the board up until now.

I know, also, that every time he has come to Washington to visit us he has gone to your office to say hello. I know of the high esteem in which he holds you.

I know the problems that he has in that community out there in Ellsworth County, with the registrants and their families. I know how much he relies on the local clerks and office managers.

But, of course, we on this committee—whether we are from North Carolina, Arkansas, Kansas, or wherever we are from—are concerned with the national situation with respect to the employees. We are deeply concerned, also, with the registrants and with the general population and their attitude toward the draft.

On that subject, as you know, a number of my colleagues and I hope that Congress will soon conduct a review of the draft, and an inquiry into the draft. The Armed Services Committee is the proper forum, certainly not this committee. Chairman Rivers has said that he will invite you up before his committee soon. Has he invited you yet?

General HERSHEY. No, sir. I think they have had perhaps more important things than me. I don't know.

I think that what the scheduling is—in fact, I am a little concerned about it, because I am engaged somewhat now in a field trip, and I have been wondering when that is going to be. He has told me that I am going to be up there.

Mr. ELLSWORTH. We appreciate, by the way, your interrupting your field trip to come back this morning. I understand you did interrupt it to come back.

General HERSHEY. One is always flattered when they get a chance to be before any committee—and I would think this would be the best one this morning.

Mr. ELLSWORTH. General, one thing, as I have looked into the situation of the employees of the System, I have noticed that there is a wide disparity from State to State as to ratio between the number of employees and the number of people in the population or the number of males between 18 and 25, or the number of registrants. For example, in Arkansas there is 1 employee to every 3,800 registrants,

whereas in Connecticut it is 1 employee to every 6,200 registrants. In Pennsylvania it is 1 employee to every 6,100 registrants, and in Kansas it is 1 employee to every 2,900 registrants.

Now, this is on the basis in your 1965 report. So that, for example—comparing Arkansas and Connecticut—Connecticut with more registrants uses 30 percent fewer people to do its job than Arkansas. Would you care to comment on that?

General HERSHEY. I could comment on that. The one that bothers me a little bit is the comparison between Arkansas and Kansas. In the first place, there is no question that if you have people in condensed areas you can service them with less people. In fact, my Alaskan record would be probably much worse than that. And in fact the cost even of inducting a person in Alaska is much, much greater than in the District of Columbia or Connecticut.

I could understand easily why there would be a difference between Arkansas and Connecticut.

What I heard on Kansas and Arkansas, that should not vary so much, because both of you tend to be more rural, and there is the necessity of having a local board in each county. And many of the counties are not very large. And you have to have the same amount of intelligence in a board which only has 200 or 300 that you would have to have in one of 3,000. It happens that in my hometown out in Indiana, which is a rural area, we have the same clerk that started there in 1940, and she happened to have been a sixth grader when I taught school. And she is still there. But she probably could take another thousand registrants. And yet we have had her at times on only 3 days a week.

You see, that is another thing. Unless I knew how many of the people in Connecticut were full time and how many in Arkansas were part time—that might have some effect.

But I am not surprised that the heavier population area would have more registrants per clerk. In fact, I am president of the Boy Scouts in this area, and up in the mountains out here in the West, I can't possibly have as many boys per professional as I can have in Anacostia.

Mr. ELLSWORTH. Thank you very much.

General, what about the use of computers and automatic data processing techniques in the Selective Service System? Do you have employees trained or facilities to handle that kind of equipment?

General HERSHEY. We happen to have about 150 earmarked officers, and it happens that we have about a dozen or 15 of them that are in that field. And we have had at least three study groups in.

Now, there is nothing that becomes final in my estimation, because I still look for the times. But what they have told me each time was that if he wanted to go into the computer business, we had to get out of the delegated business. We delegate at the present time great authority to the local boards.

Mr. ELLSWORTH. Are you saying to this committee that it is inconsistent to have a Selective Service System with local autonomy and authority and using computer equipment?

General HERSHEY. I don't know as I want to say that, because I am not too much of an expert on it. But we did have a case—the fellow who has the comparable job to mine in Germany was over here last spring, and he was very much interested to getting every registrant reduced to a card so that if you had to call up 500—his calls are much

smaller than ours—but if he did, he could push the buttons, run out the cards, and then send the word out. In fact, they do not have the local board system like we do. And he seemed to think that it would be rather dangerous to delegate this to the boards. Personally, I happen to be completely on the other side. And to try to fix up records so that you could use them in the mass—perhaps you could in some way have the local board make the estimate. But it changes from time to time. And we frankly have never been able to find where we could run a computerized system with the decentralized system that we have. That does not mean that in the future we may not find it out. I am just being current.

Mr. ELLSWORTH. Thank you very much.

One last question. As you say, the local boards do have a lot of authority and autonomy which has been delegated to them. Several times today you have made the point about how important it was for the local employees to get along with registrants and registrants' families. Now, looking at some of the areas in our Nation where we have a very high percentage of Negroes. Do you know what percentage of your employees in some of the Southern States, where we have a high percentage of Negroes in the population, are Negroes?

General HERSHEY. Let me say right in the beginning that it is very, very small, that it is greater than it was, and if everything goes as it seems to be going, we are going to increase. Now, we will not increase as rapidly as I would like to. I want to get quite clear on this. In 1948, the Selective Service System removed any relation to color from its forms. We were the first agency that did it. And I think there are quite a few at the present time that have not done it. But just the same I am not satisfied, and there is nobody in our system from our State directors down that does not know that I am not satisfied, with what we have done. But there is a problem, because one of the things, you have got to find competency that is accepted as competency. You have got to get people to apply. And I think that the Chairman of the Civil Service Commission is better able to tell you how very difficult it is to get individuals on these rosters so that they become eligible to be hired. But I am quite optimistic.

There is one State in the South where one of the biracial boards that is engaged now in trying to do something about this would not agree on anybody else except the State director of selective service to be the chairman of that board. And I would rather say it off the record, although it does not make any difference, it happens to be Mississippi. And I know Governor Johnson very well, and Governor Johnson I think is putting forth a great deal of effort. And your chairman's State has done a great deal. Of course, in his State we have other minorities too. And we have that problem.

I could not agree with you more. And one of the problems we have had is that we have no turnover much in local board clerks or local board members. And you can't put someone in until somebody goes out. And that is one of the reasons that I have taken as some means of figuring that our local board members and our local board clerks felt that they belonged to this selective service family—and maybe they have stayed in sometimes when they didn't get as much. But I would not argue at all with what we got. But we started where everybody started.

I will say this, that we had local board members in 1940 in some of the States in the South. And I personally—and obviously I am prejudiced—I think we have been with the wave of the future rather than the past. And that is a field that anybody can help me in. But on the other hand, you can't replace people until they leave. They have the right to be there. And you have to find somebody that is on the roster, that has signified their intentions of wanting to be.

That is about the story.

Mr. ELLSWORTH. Thank you very much.

Thank you, Mr. Chairman.

Mr. BECKWORTH. Mr. Dulski.

Mr. DULSKI. Thank you very much, Mr. Chairman.

I want to add my accolades to the general for being present here this morning to enlighten us on some of the important factors of our selective service area.

I am going to go to a more sensitive area. Are your employees under the Hatch Act?

General HERSHEY. Yes, sir.

Mr. DULSKI. I am going to develop some legislative history so that I can use it in answering some of my correspondence. Do your boards resent if a Congressman mails in a letter asking for a review of a case?

General HERSHEY. A great majority do not, but I am sure that there are individuals that do. I have got the finest bunch of State directors in the world, but sometimes they resent the fact that I get into it. But on the other hand, I took an oath, and that is all there is to that. But human beings being what they are, of course we undoubtedly have some.

Now, that is not what we are looking for. It is just some of the shortcomings that we have in a thing that is operated by human beings.

Mr. DULSKI. General, I know that many times an applicant, or shall I say, a draftee gets a card, and goes into the draft board. He is accepted. Right away mother and dad come down and say, visit your Congressman. Now, you know as well as I do that we have no authority. The only thing we can ask is a review of the case, and that is the question that I have in mind. Is there any resentment, once the draftee and the applicant is accepted, if we mail you a letter to review the case? Is there a resentment on the local level and on the State level, or on the National level?

General HERSHEY. Well, I think probably that there are times that the National Director—he is one person—it is a little easier to fix responsibility by saying that he is snooping in the case. And I have never worried because people said that the Members of Congress were putting pressure on me, because they never have. They asked for information which they are entitled to. They are the one area where they are representing the people. And if they don't do what they can for them, I don't know what the people have a right to think.

So I have no worry about that.

But on the other hand, I am not going to say that—I don't have very many resignations. Once in a great while when I have taken issue with a local board and taken an appeal, after they made an appeal, I have had on occasion—over the last 5 years I suppose I can count the occasions on my fingers—but the great majority of them—even some that did resign resigned, I think, because they figured that

they just about had to do it maybe with public sentiment worrying them a little, which happens at times.

Mr. DULSKI. Thank you very much.

Mr. BECKWORTH. Mr. Broyhill?

Mr. BROYHILL of North Carolina. Thank you, Mr. Chairman.

General Hershey, this is the first time that I have had an opportunity to meet you.

I have known of you by reputation for many years. I know that you have done an excellent job with the Selective Service System, and you can rightly be proud of the local employees that work in the system, and the job that they have done.

I regret, however, that on this first meeting I find myself in disagreement with you. I am for this bill that Mr. Beckworth has introduced, and I think it is only right. You have heard some of the statements that my colleague from North Carolina has made. I feel that there perhaps are some discrepancies in pay of the employees around the country, and that we, the Congress—who have the responsibility for seeing that Federal workers are adequately compensated—should make sure that all of these Selective Service System employees at least are treated the same as the other Federal employees. As I see it, that is the purpose of Mr. Beckworth's bill.

You have stated that you have the power to make this determination, and of course, we all know that this is true. And if so, I think that rather than resisting this bill, really you should be here today demanding more money for these employees who have done such a good job. That is the only statement that I want to make. I just want to give you the benefit of my thinking on it, sir.

General HERSHEY. In the first place, you can imagine that I am in an awkward position when I seem to deny my people something. But I could easily be wrong. I have had that experience many times. But I happen to believe in the long range, that I am now defending their position because this bill would only give them whatever it is for this year. And I think that it challenges to some extent my power to give them something maybe sometime when they had a 5 or 10 percent raise.

Now, I would agree with you wholly. And not only that, I have the greatest respect for people who disagree with me. But on the other hand, the only thing I can do is to react to the problems as I see them.

Mr. BROYHILL of North Carolina. No other questions, Mr. Chairman.

Mr. HENDERSON. Mr. Chairman, I would like to say how refreshing it is to have a witness even suggest that he might be wrong—especially when he has such a record of being as right as he has been for so long. Let me tell you that we feel more kindly toward you after your testimony this morning. I think your response to the gentleman from North Carolina was a heartwarming experience to me. I want to commend you for your presentation.

Mr. BECKWORTH. Any further questions?

Thank you very much, General.

Our next witness is the Honorable John W. Macy, Jr., Chairman of the U.S. Civil Service Commission.

STATEMENT OF HON. JOHN W. MACY, JR., CHAIRMAN, U.S. CIVIL SERVICE COMMISSION

Mr. MACY. Thank you, Mr. Chairman, and members of the committee. I too want to indicate my pleasure in hearing the testimony that has just been presented to you. It is indeed refreshing and rewarding to hear such an exposition.

I have a brief written statement which I would like to read with your permission, Mr. Chairman.

Mr. BECKWORTH. Proceed, Mr. Macy.

Mr. MACY. Thank you for this opportunity to give you my views of H.R. 14357. Although I do not favor enactment of this bill, I would hasten to emphasize that this should not be interpreted as opposition to a salary increase for the selective service clerks covered by its provisions.

My position is that legislative action increasing salaries for positions outside the statutory schedules is unnecessary and is inconsistent with the authority of agency heads to fix and adjust such rates within the limits of their appropriations.

H.R. 14357 would statutorily raise the salaries for selective service clerks in local and appeal boards by 2.9 percent, effective the first pay period after July 1, 1966. This proposed increase, both as to amount and effective date, is the same as that which the House recently approved in H.R. 14122 for employees under the Classification Act general schedule and other similar statutory schedules.

Positions of the board clerks have traditionally been excepted from the nationwide statutory pay rates of the Classification Act. Since there is no law specifying how the salaries for employees in these positions must be determined, the Director of Selective Service may fix their pay by the method he finds best suited to meet the needs of the organization. Because of the emphasis which Selective Service officials place on the need to preserve the community character of the boards, salaries of the clerks have been related to rates paid in the localities which they serve. To the extent that appropriations are available, the Director may change the pay of these employees at any time without further action by the Congress.

Board clerks in the Selective Service System make up only one of a number of groups of employees who are not paid under statutory salary schedules. For example, enumerators in the Bureau of Census, teaching personnel at the naval colleges, and employees of international organizations under the State Department are all paid at administratively determined rates. Entire agencies such as the Atomic Energy Commission, the Tennessee Valley Authority, the National Security Agency, and the Central Intelligence Agency have also been given authority to fix and adjust the rates of their employees by administrative action. No statutory increase like that in H.R. 14357 is proposed for these other groups and I do not think it should be.

Some of the organizations which use administratively determined pay systems have adopted the practice of relating salaries to rates of the statutory schedules and making adjustments to coincide with those approved by the Congress. When Congress enacts a retroactive increase in statutory schedules, a provision is generally included permitting these agencies to make similar retroactive increases, a type of action for which they do not otherwise have authority. You will recall that this provision was inadvertently omitted from the 1964

pay bill but was enacted shortly thereafter by appropriate amendment in another law. Other than this, however, the agencies concerned have all the authority they need to make adjustments paralleling the adjustments Congress makes in statutory schedules or on whatever other bases are appropriate under their administratively designed pay systems.

Since the Selective Service System already has all the authority needed to make whatever salary adjustments it considers appropriate for the board clerks, and since changes in the rates for other groups under similar pay authorities will be left to the discretion of the agency heads, there is no basis or need for singling out the board clerks for statutory increases which are not being prescribed for the other groups.

Mr. Chairman, that in effect is my support for the Civil Service Commission of the position taken by General Hershey in his earlier testimony.

Mr. DULSKI (presiding). Thank you, Mr. Macy. Your statement is brief and very concise. It is almost self-explanatory. I do not think that there are very many questions I can ask.

When we budget the Selective Service there is an amount— x number of dollars. Suppose the board decides to increase the salaries, would the money be in the budget, or would they have to have a supplemental appropriation?

Mr. MACY. The money would only be available if there were certain absorptions possible within the amount already appropriated. I would assume that the bulk of any such funds would have to be appropriated in a supplemental in order to cover the increase.

Mr. DULSKI. Thank you very much.

Mr. Matsunaga?

Mr. MATSUNAGA. Thank you, Mr. Chairman.

Mr. Macy, on page 2 you state that to the extent appropriations are available, the Director may change the pay of these employees at any time without further action by Congress. Has there been an experience where the salaries have been adjusted downward, rather than upward, because of the lack of appropriations?

Mr. MACY. None that I know of, Mr. Matsunaga. And I am sure that I would have heard of it if that had been the case.

Mr. MATSUNAGA. But it could be?

Mr. MACY. Theoretically it could be. If the appropriation was cut, and there were inadequate funds to cover the salaries of the employees then on the rolls, the only alternative that—well, there would be two possibilities available to the Director. One would be a reduction in the number of jobs to thereby pick up enough money to cover the salaries, or a reduction in salary. I would assume that the more practical would be the former in most instances where that kind of a development occurred.

Mr. MATSUNAGA. You mentioned other agencies involved who find themselves in a similar situation. Would you have any objection to inclusion of all the other agencies under a similar bill?

Mr. MACY. My view would be that Congress by previous action has determined that administrative discretion should govern in setting the salary rates for those particular agencies, and that consequently special legislative authority with relation to this increase is not required. Basically I would have no objection if the Congress felt that there was need to reverse that earlier position. But I know that

in the case of the Atomic Energy Commission, or the Tennessee Valley Authority, there is a long tradition, based on the initial congressional action, relating to their salary system on a locally determined basis.

As General Hershey has testified, it has been the view of the National Director and the Congress that the Selective Service System is primarily community oriented, and that it is more appropriate that the rates of pay be in keeping with the rates in the community than in keeping with any national schedule.

Mr. MATSUNAGA. The blue-collar workers have a wage board system set up wherein such comparability at the local level is somewhat assured. Does the Selective Service, or other agencies mentioned in your testimony, have any such wage boards?

Mr. MACY. I would say in most of the other agencies that I have referred to there is a use made of the wage boards of other agencies under the system in setting rates of pay. As General Hershey testified, in the Selective Service System there is a local determination by the State director, with advice from the local board, in setting the rates. There is not a situation comparable to the wage board that exists in the Defense Department or in other departments and agencies.

Mr. MATSUNAGA. As the Chairman of the Civil Service Commission, are you satisfied that the adjustments being made from time to time, if any, are proper and in accordance with sound practice?

Mr. MACY. I support General Hershey's statement.

Mr. MATSUNAGA. No further questions.

Mr. DULSKI. Mr. Johnson?

Mr. JOHNSON. Mr. Macy, we also want to welcome you here this morning. You are a relatively frequent visitor of ours, although we never see General Hershey. We are awfully glad to see you here this morning.

I was interested, as Congressman Matsunaga was, in the remuneration of the different organizations that now fix salaries administratively, outside of the enumerators of the Bureau of the Census, which are apparently only every 4 years. In the other six that you mentioned, teachers and employees of the international organizations under the State Department, Atomic Energy Commission, TVA, National Security Agency, and the CIA, about how many employees would that encompass? Would you say offhand?

Mr. MACY. Well, on the last two I am not privy to the exact number.

Mr. JOHNSON. That is probably classified.

Mr. MACY. That is classified. As I recall it, the Atomic Energy Commission has on its own direct payroll around 7,000 people. The Tennessee Valley Authority—it fluctuates, depending upon the amount of construction that is going on. But my recollection is that that is in the neighborhood of 15,000.

Mr. JOHNSON. I notice these agencies that you mentioned are agencies which require a relatively high type of skilled person, and I can see where we in the Congress could not very well fit them into a particular salary schedule.

Mr. MACY. As far as the Atomic Energy Commission is concerned, they have traditionally followed very closely the salary adjustments that Congress has authorized for the statutory schedules. And their own pay system is closely related to the Classification Act, but with more flexibility than the Classification Act would provide.

TVA, on the other hand, has built its whole salary system around the valley in which they operate. They have designed a special system of their own, which has been in effect since 1933, 33 years. And they are very proud of that system and its capability in properly compensating the people that are there.

So that those two cases are quite different.

As far as the intelligence agencies are concerned, they have to have a special system because of the highly classified nature of their operation. In other words, I feel that in each of these cases, as in the case of Selective Service, there is a special operating condition related to their mission that calls for an exception from the statutory provision.

Mr. JOHNSON. Do you know of any movement on the part of the six agencies that you mentioned other than the Bureau of the Census enumerators, or is there any pressure, let's say, being brought on you or anybody to take them away from the administrative method of fixing salaries and putting them under a blanket salary authorization by Congress?

Mr. MACY. No. The only one that I am aware of is the interest of some of the selective service employees to have their jobs covered by the Classification Act.

Mr. JOHNSON. What particular group represents the Selective Service clerks? Do they have an organization?

Mr. MACY. I think the two gentlemen who will follow me on the stand representing the AFGC and the NFFE have some clerks among these members whom they will represent.

Mr. JOHNSON. Is it a broad-based movement on the part of these clerks of the Selective Service in asking that we and Congress put them under another blanket provision?

Mr. MACY. I gathered from the comments that General Hershey made that it is his belief that it is a relatively small number that are campaigning for coverage under the Classification Act.

I would say, in answer to your earlier question, that on the contrary these agencies, from the management point of view, clearly desire to keep their discretion. If they react as General Hershey did, they have no desire to come under the Civil Service Commission with its responsibility for administering the Classification Act, because the Commission has the responsibility to set the standards, even though the agency would actually classify the jobs within its own organization, and by that act set the individual salaries.

Mr. JOHNSON. That is all. Thank you, Mr. Macy.

Mr. DULSKI. Mr. Broyhill?

Mr. BROYHILL of North Carolina. Thank you, Mr. Chairman.

Mr. Macy, you state that some organizations which are not covered under civil service do adopt the policies, as I understand it, of determining the pay according to the statutory schedules?

Mr. MACY. That is correct.

Mr. BROYHILL of North Carolina. The Selective Service System is not one of these organizations; is that correct?

Mr. MACY. Again, let me use the Atomic Energy Commission as an illustration. They have set up their salary structure so that it is roughly parallel to the Classification Act. And they act immediately to put into effect in that salary structure any changes in pay that the Congress authorizes for the Classification Act. In the Selective Service System, as General Hershey has stated, this is locally determined. And there is not a national scale or a national structure.

And as he has testified, subsequent to each congressional action on pay he has reviewed the entire pay schedule of Selective Service and has for the most part applied the percentage of increase in the general pay action to the employees in Selective Service. So that I would say that he has followed it, but not in the same form that these others have followed it.

Mr. BROYHILL of North Carolina. You are saying that he is given essentially the same percentage increases in pay, but that the statutory schedules are not set up?

Mr. MACY. That is correct. In other words, he is not bound by a statutory schedule, he has a greater degree of discretion.

Mr. BROYHILL of North Carolina. Some of these employees, who are outside of civil service, you have advocated bringing into the civil service system?

Mr. MACY. Let me make a distinction in response to that. These selective service employees are under civil service in the sense that they are appointed under all the provisions of the Civil Service Act. As the general testified, they are selected from a civil service register that is made available from a competitive examination in the community. So they are civil service employees. The exception is exclusively in the salary area. This is not the same as the group of Agriculture employees that I testified on not so long ago, where I recommended that rather than extend to them certain benefits that accrue to Federal employees, that they be made Federal employees. In this case you have all of the Federal statutes applicable, as was indicated in response to Mr. Henderson's question, with the exception of the salary statute. So they are quite different from the other groups.

Mr. BROYHILL of North Carolina. Thank you for that explanation.

Mr. DULSKI. The next colleague I will call upon is not a member of the subcommittee, but is a very valuable member of the full committee, Mr. Henderson.

Mr. HENDERSON. Thank you, Mr. Chairman.

Chairman Macy, I think it has been fairly well brought out in response to other questions, that these agencies, the Atomic Energy Commission and the Tennessee Valley Authority, in their administrative procedures do provide for a uniform pay schedule for their employees. There is not the authority as is in the State directors of selective service to set the salaries?

Mr. MACY. Well, they have the authority to set the salaries.

Mr. HENDERSON. It is done in the central office here in Washington in the case of Atomic Energy, and I presume the Tennessee Valley Authority in its central office; is it not?

Mr. MACY. Yes, in its central headquarters in Knoxville. And I do not believe that there is an exact parallel to the situation that prevails in selective service, again because of the high degree of delegation to the State and locality in the operation of the system.

Mr. HENDERSON. Mr. Chairman, I realize that the hearing this morning is fairly well pointed to the immediate question of giving these employees the same increases as the pay bill that is now working its way through Congress, having been reported out by our full committee and passed by the House. I would like to really get in focus that I think the concern of myself and many other members is not on this immediate question. I have great confidence that General Hershey and the local board will, within the appropriated funds, do a

good job of providing this increase to the employees. The immediate legislation is not as important, in my opinion, as finally solving the problem of the pay schedules. I wonder if I could ask the Chairman of the Civil Service Commission a question along those lines. Would you think you would be responsive if this subcommittee, on its own motion, wrote a letter to you and General Hershey requesting that you set up a committee or an organization, task force, or whatever, to take a new look—make a new study? About the only thing that Members of Congress have offered, and that I have been interested in, is to go ahead and bring these employees under the Classification Act for pay. Perhaps you could make a good case, as I think the general has done this morning, not to take that action, but perhaps you could explore many other things that could be done, such as a comparable schedule with the Atomic Energy, or a schedule comparable to the Classification Act.

What I would like to see, Mr. Chairman, is that we find some way to explore and really study this problem. One of the simple solutions is for the Congress to go ahead and take that action. I certainly have been one that is long convinced we ought to do this. None of us want to do anything that would hinder or disrupt the fine system that General Hershey has had, and still has, in the country today.

I wonder what your reaction to such a request of the subcommittee or the committee would be?

Mr. MACY. My reaction would be very favorable. I would be pleased to collaborate with General Hershey to make a review and see if there is some middle ground in what exists at the present time and the Classification Act which might provide a more systematic manner of setting the rates of pay, without jeopardizing the independence of the system. I think the independence of the system is very important in responding to the special need of the system.

I believe all of us feel that the most effective test of whether or not an organization is functioning is the results that it has achieved. And it would seem to me that none of us would want to produce any new requirement that would jeopardize the effective results that have been achieved.

Mr. HENDERSON. Going back to the point that we have made here with regard to the Atomic Energy Commission, the Tennessee Valley, and these Federal agencies that do have a different pay system—or do not use the classified schedules for their employees. In those cases you will find that most of their employees are working separate and apart from the community. General Hershey made the point that these employees are working in the community. In theory we have been trying to give pay comparable to the community, but I do not believe we have given proper recognition to the problem that in these communities they are working with other Federal employees. We have to tell them they are Federal employees for everything except pay. It is very difficult for us to say their pay rates should not be some way related to that of other Federal employees.

Mr. Chairman, for the benefit of the record—and I hope maybe some benefit to the committee—I am sure that you know that I have been interested in this problem for 4 or 5 years. Every time we have had a pay act I have tried to get the explanation that we had this morning. Even in the light of that long delay, from my viewpoint, I would be very happy if we could have, under the direction of the subcommittee, a real study. I think that Chairman Macy and the

Commissioners and their staffs would be very helpful to General Hershey and the people in the Selective Service System, in making a detailed study and reporting back to Congress—even by the 1st of January of next year—so we would have time to act. These employees, and perhaps the employee organizations, would be happy to report to the employees that you folks are taking the top-level look at it. I am sort of torn this morning as to whether to press the point to bring them under the Classification Act, or to give you an opportunity to make a study and see what the situation is. To be very frank, Mr. Chairman and Mr. Director, I don't believe you recognize the problem of the local employees as some of the Members of the Congress recognize it.

I thank you very much, Mr. Chairman.

Mr. DULSKI. Thank you, Mr. Henderson. We will take that under advisement when the subcommittee meets.

If there are no further questions, thank you, very much.

The next witness is Mr. Thomas G. Walters, legislative representative of American Federation of Government Employees.

You are welcomed this morning, Mr. Walters.

STATEMENT OF THOMAS G. WALTERS, LEGISLATIVE REPRESENTATIVE, AMERICAN FEDERATION OF GOVERNMENT EMPLOYEES

Mr. WALTERS. Thank you, Mr. Chairman, and members of the committee. First of all I would like to address myself briefly to the subject of the pending bill that is before the committee.

We of the American Federation of Government Employees wholeheartedly subscribe to the intent of this legislation. We also subscribe to the suggestions just made by Congressman Henderson from North Carolina that a long-range study be made of this program. And as a former chairman of a local county draft board, I cannot help but take some exceptions to the approach made by General Hershey and Chairman Macy.

Personally, I feel that we are in the process of breaking down the merit system rather than improving it. Because these employees, for everything other than salaries, come under the Classification Act, and other acts of Congress, as I understand it. And I know from experience that adjoining counties—and of course, this has been some years ago, since I served as chairman of the draft board—but at that time adjoining counties could be paying different salaries with the general population and the general economy of the counties being about the same.

I happened to be chairman of the draft board of Stephens County, Ga. And we had counties adjoining that were similar in all respects, or most all respects. But there was a difference in the pay for the local employees of the draft boards, which caused some dissatisfaction and unrest at that time.

I have never felt that—and our organization feels this way—that the setting of these salaries should be left in the hands of any individuals when we are all striving to improve the merit system. And I am persuaded to believe that these people, more than some other groups that are listed by Chairman Macy, should come under the Classification Act, because every county, so far as I know, no matter how small or how large, will have at least one draft board set up, and

generally in the courthouse. And those employees have lunch, and they work with the people in the other agencies of the Federal Government. And some of the draft boards are located in post office buildings. And I think there is no real, honest justification for these people to be held out, and generally speaking their salaries are lower than those fixed by Congress. I think you will find that to be true. It was true when I was chairman of the draft board.

So I am strongly in favor of this legislation. And the members that we have from the employees of the draft boards are very unhappy, from the information that comes to us through meetings and letters and resolutions, they are very unhappy that some man in Atlanta, for example, will have full say, so they think, as to whether or not they get a salary increase. If they happen so have a liberal State director, why he can intercede perhaps and get them money easier than a man who might be quite conservative and does not feel that they ought to have any additional money.

So I think it is for the best interest of everyone concerned, including the employees, the public, and the Federal Service, and the merit system, that Congress put these people under the Classification Act. And I think that we need very much to take a long look and to set the standards of the pay—and at the time I was connected with them, the standards for the selective service employees were much lower than those for the other classification employees, and I am persuaded from some figures that I heard here this morning that they are still under the average pay.

So with that, Mr. Chairman, it is the position of the American Federation of Government Employees that we hope you will approve this bill immediately, and then for the future that we take a look, a long look, at the reclassification of these employees. And if there is anything we can do with our staff down at the AFGE, we will be most happy to cooperate.

Thank you, very much, Mr. Chairman.

Mr. DULSKI. Mr. Walters, are many members of these draft boards members of your unit?

Mr. WALTERS. A good many members are employees. And they are increasing every year. We have more members today than we had last year, and more members last year and the year before. And I think it is largely because of unrest that is developing among the employees on this pay question.

Mr. DULSKI. Mr. Johnson.

Mr. JOHNSON. I have no questions. Thank you.

Mr. DULSKI. Mr. Broyhill?

Mr. BROYHILL of North Carolina. I would just like to say that I appreciate your statement here, Mr. Walters. I agree with you 100 percent.

Mr. WALTERS. Thank you, sir.

Mr. DULSKI. Mr. Matsunaga?

Mr. MATSUNAGA. Mr. Walters, how many of the 7,500 employees belonging to your organization will be affected by the bill?

Mr. WALTERS. I have no way of knowing, because in most places the members joined in with the lodge of the community. And we do not keep any breakdown of records of lodges that are set up to cover different agencies. So it would be next to impossible to know.

I know that the membership is increasing. I don't know whether we have got 20 percent of them or 30 percent of them. I just don't

know. And I don't know how we could find out without lots of trouble. But I know from our resolutions and our correspondence and meetings throughout the country that the desire is increasing year by year that their salaries be set by the Congress.

Mr. MATSUNAGA. Have you had any indication from any of the employees of the Selective Service System themselves that they are dissatisfied with being omitted from the general pay act?

Mr. WALTERS. Yes. At meetings which they have around over the country—and our executive vice presidents attend many of these meetings—and I have had them to talk to me at meetings—of course, as you perhaps know, I have only been with the AFGE this time since January 1 of this year, but I have attended several meetings throughout the country, in Tennessee and New York and New Jersey and some other States, and at each meeting there has been one or more employees of the selective service that has discussed this problem with me.

Mr. MATSUNAGA. You have heard the testimony of General Hershey and Mr. Macy that the policy is to equate the salaries of the selective service employees with those prevailing locally. Is it your testimony here that generally the salaries of the selective service employees are lower than those prevailing locally?

Mr. WALTERS. First of all, I didn't get quite that impression from their testimony—maybe I was wrong—that they made any concentrated effort to see that their salaries were comparable to folks who worked for the county agricultural committee or for commerce or other agencies situated in that community. But I am of the opinion—and I know it was when I was chairman of the draft board—

Mr. MATSUNAGA. How long ago was that?

Mr. WALTERS. Well, that has been 20 years ago. So that is the reason I am emphasizing that when I was chairman of the draft board. And I doubt seriously if percentagewise it has changed too much. They were lower then than other Federal employees under the Classification Act.

Mr. MATSUNAGA. You do not know what the present situation is?

Mr. WALTERS. Well, from the averages that were given here today of \$4,200 and \$5,100, I would say it is still lower. Because the average for other employees is higher than that figure that I heard kicked around here this morning, at least that is my memory. So I would think that it is still lower than the general average of the Classification Act.

Mr. MATSUNAGA. Thank you, Mr. Walters.

Thank you very much.

Mr. DULSKI. Thank you.

The last witness is Mr. Nathan Wolkomir, president of the National Federation of Federal Employees.

**STATEMENT OF NATHAN T. WOLKOMIR, PRESIDENT, NATIONAL
FEDERATION OF FEDERAL EMPLOYEES, ACCOMPANIED BY
HAROLD E. FINNEGAN, LEGISLATIVE ASSISTANT**

Mr. WOLKOMIR. My name is Nathan T. Wolkomir. I am president of the National Federation of Federal Employees. We have members in virtually all departments and agencies worldwide as well as selective service boards throughout the country.

I wish to express the appreciation of our organization to the chairman and members of this subcommittee for their sympathetic and understanding interest in the vitally important subject of compensation as it affects Federal employees, the Federal Service, and, in a larger sense, the public served by these employees.

Mr. Chairman, the NFFE is in favor of the clerks in local and appeal boards within the Selective Service System receiving more compensation. But I cannot agree that the 2.9 percent proposed by H.R. 14357 is a fair solution.

According to the 1965 annual report of the Selective Service System, there are 4,061 local boards and 95 appeal boards with a total of 4,688 full-time and 1,801 part-time compensated employees. These employees perform the supportive work for the approximately 33,000 uncompensated members, advisors to registrants, and medical advisors to the local and appeal boards. On the average, then, each full-time compensated employee performs supportive work for approximately eight uncompensated employees.

This means, as the general has testified here today, they are office managers, responsible for the multitudinous details required to carry out the mission of Selective Service quickly and above all accurately. Again, referring to the 1965 annual report of the Selective Service System, Director Hershey writes (page 40) of local board clerks:

These persons, as the sole compensated representatives of the Selective Service System at the community level, need maturity, dedication, a sense of public relations as well as the ability to do a good job in the usual sense.

With that I am in complete agreement. But I cannot agree that the approximately \$3,600 to \$3,800 I estimate they receive is a fair wage for such responsibilities, nor do I think the \$100 to \$125 H.R. 14357 proposes to add is sufficient to make their salaries just. This is \$2-plus per week. Less than a bricklayer or plumber makes in a half hour.

Finally, Mr. Chairman, I call your attention to a number of case studies from selective service employees that speak more eloquently than can I of the injustice that is being perpetrated on these loyal and conscientious employees.

I think it is time we recognized these individuals on the same level as other Government employees and put their jobs under the Classification Act and pay them what their duties and responsibilities are worth in relation to other Federal employees in the community. With respect to the allegation that the work of Selective Service requires clerks who are community conscious I ask in what substantive way does the work of the local board clerks differ community-wise from the work of the employees of the Social Security Administration, public, or DOD agencies? I think the work of one requires just as much community spirit as the other and I think they should be paid under the same system. Further, putting these positions under the Classification Act would eliminate the need for special bills, such as H.R. 14357 and the continued extension of patchwork pay systems, arbitrarily determined. Wage board employees have annual surveys, classified employees have a pay schedule. Selective service employees have bosses.

The Selective Service System has been in continuous operation for a long period of years. There is every indication that, the state of

the world being what it is, the System will continue to play a vital role in our national life for decades to come.

For this reason it is all the more imperative to take action which will not only assure a fair and equitable rate of compensation for selective service employees but also will place the administration of their pay and conditions of employment within the purview of the Classification Act. There may have been some reasonable justification for the essentially makeshift, patchwork, and abnormal administrative method when the System was originally and hastily established; certainly there can be no sound justification for its continuance under those conditions now and the years to come. Indeed, remedial action is indicated not only in justice to the employees but very much in the interest of the Government, which has a vital stake in the sustained and efficient performance of the System for the foreseeable future.

We submit, Mr. Chairman, that entrenched and persistent opposition to the action which we are here proposing, action which has the merit of being based on the soundest of principles and is so demonstrably in the national interest, should not be permitted to stand in the way of its approval by the Congress. This action already has been much too long delayed.

Mr. Chairman, on behalf of the National Federation of Federal Employees I again wish to express our thanks and appreciation for the interest shown by the members of this subcommittee on this very important issue, and for your action in scheduling these hearings early in the session. I would like to call your attention to the enclosures which are letters from selective service employees whom I think actually would stand 180 degrees from some of the testimony that you heard earlier today in spite of the happy family consent.

It is our earnest hope that the subcommittee will, as a result, be able to report a bill shortly classifying selective service employees, and that it can receive prompt and favorable action.

(The letters referred to are as follows:)

Mr. NATHAN T. WOLKOMIR,
President, NFFE, Washington, D.C.

DEAR MR. WOLKOMIR: Enclosed for your information is General Hershey's annual report to the U.S. Congress. I would like you to read pages 8, 38, 39, 40, and 42 of this report. In his report, as always, he gives the impression that the majority of work is done by the uncompensated board members. On page 8 he gives the staff total of the local boards. What he does not state is that a board member works on the average of 4 hours per month, or 48 hours per year, while the compensated employee works an average of 40 hours per week plus noncompensated time. The compensated employee thus works an average of 2,080 or more hours per year. To give you an even clearer picture, there are 16,372 uncompensated board members in all, working an average of 48 hours per year, per person, for a total of 785,856 hours. On the other hand there are 4,657 full-time compensated employees averaging 2,080 hours per year, per person, for a total of 9,686,560 hours. There are 1,796 part-time employees, many of whom are WAE employees who are only allowed to work 900 hours per year, per person. General Hershey's statement that over 85 percent of the 48,300 members are uncompensated tends to give Congress the impression that these people work side by side with the compensated employee 40 hours a week. This is simply not true and if a proper investigation were made the facts would bear out my statement.

To illustrate further, there are approximately 118 appeal boards with 4,170 appeal agents handling 9,741 appeal cases for the year 1965. This amounts to approximately 3½ appeal agents per appeal board handling approximately 83 appeal cases per year. Anyone with commonsense would realize that the appeal

agents would not have to work a full 40 hours per week to handle this meager number of appeals.

I am not a statistician but I do have enough sense to figure that General Hershey's report does not bear him out when he states, as does the Civil Service Commission (see enclosed letter) that this work is a community effort by the majority of uncompensated personnel.

CIVIL SERVICE COMMISSION,
BUREAU OF POLICIES AND STANDARDS,
Washington, D.C., March 18, 1966.

DEAR MRS. SCOTT: Your letter of February 17, 1966, to the President about salaries of selective service board clerks has been forwarded to this office for reply.

Since the beginning of the Selective Service System in the early 1940's positions of the clerks in local and appeal boards have been excepted by law from the nationwide statutory schedules of the Classification Act. Since there is no law specifying how the rates for employees in these positions must be determined, the Director of Selective Service, within the limits of his appropriations, may fix and adjust their pay by the method he finds best suited to the needs of the organization.

Much emphasis has been placed on the importance of having each local board team of unpaid members, their unpaid advisers, and the compensated clerks fully identified with the community served. Officials of the Selective Service System have consistently expressed the view that one of the most important ways in which this identification has been attained is by compensating local board clerks in accordance with community standards rather than standards established for Federal employees generally. The Administration has supported the position of the Director of the Selective Service System in opposing legislation to bring the positions of these clerks under the Classification Act.

Sincerely yours,

HAROLD H. LEICH,
Chief, Policy Development Division.

JANUARY 26, 1966.

DEAR NFFE: I am so happy to know that you are interested in the welfare of local board clerks.

Of all Federal employees, we are the only ones that go to work before daylight for the purpose of forwarding young men for induction into the Armed Forces. I usually leave the bus station in tears after witnessing the farewells to loved ones. There is always the possibility that some crank will take a shot at you.

I have been a local board clerk for over 13 years and my take home pay at this time is more than it has ever been—\$126.56 every 2 weeks. I am paying on my home and my car is over 9 years old.

Sure hope you can help us and if it could be made retroactive it would be wonderful. (Even if it meant dipping into the antipoverty funds.)

Mr. NATHAN T. WOLKOMIR,
President, National Federation of Federal Employees,
Washington, D.C.

DEAR SIR: Thank you for your letter "1966, The Selective Service Year," and its enclosed information.

I am enclosing a half year's dues (\$7) and application for membership. I am glad that finally someone is interested in helping local board clerks. I have been with Selective Service for 5½ years, having moved to this town because of my husband's health and work. I was a classified, career employee, GS-4, step 5 (clerk-stenographer). I started here at a salary lower than the beginning salary of a GS-1. After 5½ years I have had only one raise (because of an increase in registrants) that was not to be an act of Congress. My salary now is the same as the third step of a GS-1. And this is the most responsible job I have ever had, because it involves the lives of young men. I am the one and only compensated member in this board. Thus I am delegated with the authority of managing the local board office and all the work.

28 COMPENSATION FOR SELECTIVE SERVICE SYSTEM EMPLOYEES

The thing that makes us feel more discriminated against is the fact that clerical employees in all State headquarters are classified. The workloads imposed upon us now are terrific.

Please let me know if there is anything I can do to help in this drive to get us classified.

JANUARY 25, 1966.

Mr. NATHAN T. WOLKOMIR,
President, National Federation of Federal Employees,
Washington, D.C.

DEAR MR. WOLKOMIR: Thank you for your recent letter, and the interesting information enclosed.

Obviously, I couldn't agree more emphatically with the aims of NFFE, its opinions as expressed in your third paragraph, nor support more heartedly, the goals anent SSS, as you have outlined them.

Consequently, I would indeed be most happy to join. However, the moot question—being—on what? Money? In your letter you indicated the attitude of the officials toward the clerical personnel and their wages—which leaves no allocation of funds for extracurricular investments.

Even though we are required to pass a pedestrian GS-2 test, we remain ungraded, and regardless of excellent ratings—or any individual efforts to do the best possible job, over and beyond the requirements in the Clerk's Manual, we continue ungraded. Unfortunately the excellent rating is nonedible.

It is my opinion that to efficiently fulfill the duties of a local board clerk, it is helpful to be part lawyer, diplomat, guidance counselor, substitute parent, recruiter, and some public relations ability is also useful. These qualities in addition to "the paperwork" are essential.

My plans, since last May, have been to leave the service, as soon as a few personal problems have been resolved. As an SSS clerk, I have no alternative, despite my efforts to supplement my income by selling real estate on Saturday, Sundays, and using my annual leave when I have a prospective buyer.

One of my three children has just received his degree in veterinary medicine from the University of Pennsylvania, my daughter is a senior at the College of William and Mary, and is now applying to medical schools, my younger son is a sophomore at William and Mary, majoring in physics. It is my intention that their education be completed.

No doubt I shall continue in Government service, having passed the "5-year" mark this month. My final decision as to agency and location may rest upon Cathy's acceptance into medical school. When everything is settled, I shall, if I may, complete my application and return it, as I believe membership in the NFFE would be beneficial in any agency of the Government in which I may finally be accepted. My preferences are rather simple: a position offering a challenge and a full schedule of work.

I apologize for consuming so much of your time, and offering so little in support, and I offer my best wishes for a total success for the personnel who elect to remain with SSS.

FEBRUARY 2, 1966.

NATIONAL FEDERATION OF FEDERAL EMPLOYEES,
Washington, D.C.

DEAR SIR: Please send an application for membership for your union.

Until January 1965 my annual salary barely exceeded \$2,000 as a local board clerk with the Selective Service System.

Who can I write to or what can I do concerning S. 705 by Senator Daniel Brewster, of Maryland; H.R. 2195, by Congressman O. C. Fisher, of Texas; and H.R. 6978, by Congressman Clarence Long, of Maryland?

DEAR SIR: I know how wonderful NFFE is, but, sir, some selective service personnel are so poorly paid, that they can't afford the \$14 fee. Yet we must get all work out exact and on schedule. I belonged to NFFE 20 years ago, when I was in civil service before marriage. After being left a widow I went back, was assigned to SSS and regret it fully. Have years of experience, passed recent

current examination for GS-3, but get the salary for beginner GS-1. Have been with SSS 3½ years, no raises, within grade, or otherwise. Why does Hershey permit this? It is a cheapskate agency.

I had my civil service rating before I went to work for selective service. I have never had an in-grade raise the full 6 years I have been there nor a raise in rating. If possible I would like a wallet-size card of GS ratings and wages.

Mr. WOLKOMIR. I thank you very much, Mr. Chairman.

Mr. DULSKI. Thank you very much.

Mr. Matsunaga?

Mr. MATSUNAGA. Thank you, Mr. Chairman.

I think you have made a wonderful case for the employees whom you represent, Mr. Wolkomir.

I have no questions.

Mr. DULSKI. Mr. Johnson?

Mr. JOHNSON. I was just wondering whether any particular employee representing these selective service clerks planned to testify. You have not had a request from any individual, have you?

Mr. DULSKI. No; they have no objection.

Mr. WOLKOMIR. I am sorry, they do have an objection. The unions are representative of them. We had a group from Baltimore that did want to come down, but realizing the shortness of your hearing for 1 day we advocated against their coming and asked them to submit their written statements by way of letters in lieu of their appearance.

Mr. JOHNSON. Just for my own clarification, there are two Government employee unions that have talked here this morning. There is the AFGE, and you are in the NFFE?

Mr. WOLKOMIR. That is right, sir.

Mr. JOHNSON. Do you cover the same employees?

Mr. WOLKOMIR. The AFGE is affiliated with the AFL-CIO, and the National Federation of Federal Employees is an independent union.

Mr. JOHNSON. You represented the independent group?

Mr. WOLKOMIR. Yes.

Mr. JOHNSON. You are with the NFFE. Are you an independent group?

Mr. WOLKOMIR. The oldest independent general union in government. We have been in government for a little over 50 years.

Mr. JOHNSON. For the purpose of bargaining with various Federal agencies, do you do the bargaining, or does the AFGE do it?

Mr. WOLKOMIR. We have no connection whatsoever with the AFL-CIO. We do our own bargaining.

Mr. JOHNSON. Do they bargain also?

Mr. WOLKOMIR. Yes.

Mr. MATSUNAGA. Will the gentleman yield?

Mr. JOHNSON. Yes.

Mr. MATSUNAGA. You are saying that the two organizations represent the same single employee?

Mr. WOLKOMIR. No, sir. We both have members in the same agencies in government, not the same members.

Mr. MATSUNAGA. A member may belong either to your organization or to the AFGE?

Mr. WOLKOMIR. I will stand corrected, sir. Often they belong to both. This is not generally true, but there are members that belong to both organizations.

Mr. MATSUNAGA. I didn't quite understand how many of the selective service employees your organization represents.

Mr. WOLKOMIR. As we stand today, and considering our count, which does not quite come to 8,000, we run approximately 10 percent of the total of the selective service clerks. And it so happens in the last 2 months we have had a concerted drive strictly in this area. Month by month this figure changes and it is growing by leaps and bounds.

Mr. MATSUNAGA. Thank you very much.

Mr. DULSKI. Mr. Broyhill?

Mr. BROYHILL of North Carolina. Thank you, Mr. Chairman.

Mr. Wolkomir, welcome to the committee. I think you have made a very pointed statement here, and it is very valuable to our committee.

Mr. WOLKOMIR. Thank you very much.

Mr. DULSKI. If there are no further questions, the subcommittee stands adjourned, subject to the call of the Chair.

(Whereupon, at 11:45 a.m., the subcommittee adjourned, subject to the call of the Chair.)



