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RECLASSIFICATION OF CERTAIN POSITIONS IN THE POSTAL FIELD SERVICE

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON POSITION CLASSIFICATION

OF THE

COMMITTEE ON POST OFFICE AND CIVIL SERVICE

HOUSE OF REPRESENTATIVES

NINETIETH CONGRESS

FIRST SESSION

ON

H.R. 7 and Related Bills

BILLS TO RECLASSIFY CERTAIN POSITIONS IN THE POSTAL FIELD SERVICE, AND FOR OTHER PURPOSES

APRIL 27, MAY 2, 9, 10, 11, 16, AND 17, 1967

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RECLASSIFICATION OF CERTAIN POSITIONS IN THE POSTAL FIELD SERVICE

THURSDAY, APRIL 27, 1967

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

The subcommittee convened at 10:05 a.m., in room 346, Cannon Building, Hon. James M. Hanley (chairman) presiding.

Mr. HANLEY. Gentlemen, we are all participating in a little bit of history this morning as this truly great subcommittee of the House of Representatives comes to order for consideration of H.R. 7, "A bill to reclassify certain positions in the postal field service, and for other purposes," and related bills.

Since 118 bills comparable to H.R. 7 have been introduced, I will not list all of them at this time. I will note those introduced by members of the committee. In addition to Mr. Olsen's bill, committee members Mr. Cunningham, Mr. Daniels, myself, Mr. Wilson, Mr. Brasco, Mr. Button, Mr. Ford, Mr. Nix, and Mr. Pool have introduced companion legislation.

At this time, without objection, the bill, H.R. 7, will be entered in the record.

(The bill referred to is as follows:)

90TH CONGRESS
1ST SESSION

H. R. 7

IN THE HOUSE OF REPRESENTATIVES

JANUARY 10, 1967

Mr. OLSEN introduced the following bill; which was referred to the Committee on Post Office and Civil Service

A BILL

To reclassify certain positions in the postal field service, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) section 3512 of title 39, United States Code, is amended by changing the title to read:

"§ 3512. Positions in salary level 2".

(b) Section 3513 of title 39, United States Code, is amended by changing the title to read:

"§ 3513. Positions in salary level 3".

(c) Section 3514 of title 39, United States Code, is amended by changing the title to read:

"§ 3514. Positions in salary level 4".

(d) Section 3515 of title 39, United States Code, is amended by changing the title to read:

"§ 3515. Positions in salary level 5".

(e) Section 3516 of title 39, United States Code, is amended by striking out the paragraph designation and the heading and by redesignating paragraphs (a), (b), (c), (d), and (e) as paragraphs (e), (f), (g), (h), and (i), respectively.

(e) Amend section 3515, paragraph (a) (2) (A) of title 39, United States Code, to read:

"(A) Picks up and delivers bulk quantities of mail at stations, branch offices, and terminal points."

(f) Amend section 3515, paragraph (b) (2) of title 39, United States Code, by striking out paragraph (J) and changing present paragraph (K) to (J); (L) to (K); (M) to (L).

SEC. 2. (a) Section 3542 (a) of title 39, United States Code, is amended to read as follows:

"(a) There is established a basic compensation schedule for positions in the postal field service which shall be known as the Postal Field Service Schedule and for which

the symbol shall be 'PFS'. Except as provided in sections 3543 and 3544 of this title, basic compensation shall be paid to all employees in accordance with such schedule.

"POSTAL FIELD SERVICE SCHEDULE

"PFS	Per annum rates and steps									
	1	2	3	4	5	6	7	8	9	10
1	$4,482	$4,621	$4,760	$4,899	$5,038	$5,177	$5,316	$5,455	$5,594	$5,733
2	4,850	4,999	5,148	5,297	5,446	5,595	5,744	5,893	6,042	6,191
3	5,251	5,417	5,583	5,749	5,915	6,081	6,247	6,413	6,579	6,745
4	5,683	5,859	6,035	6,211	6,387	6,563	6,739	6,915	7,091	7,267
5	6,079	6,270	6,461	6,652	6,843	7,034	7,225	7,416	7,607	7,798
6	6,519	6,722	6,925	7,128	7,331	7,534	7,737	7,940	8,143	8,346
7	6,763	6,981	7,199	7,417	7,635	7,853	8,071	8,289	8,507	8,725
8	7,088	7,323	7,558	7,793	8,028	8,263	8,498	8,733	8,968	9,203
9	7,665	7,920	8,175	8,430	8,685	8,940	9,195	9,450	9,705	9,960
10	8,345	8,628	8,911	9,194	9,477	9,760	10,043	10,326	10,609	10,892
11	9,221	9,536	9,851	10,166	10,481	10,796	11,111	11,426	11,741	12,056
12	10,202	10,549	10,896	11,243	11,590	11,937	12,284	12,631	12,978	13,325
13	11,274	11,663	12,052	12,441	12,830	13,219	13,608	13,997	14,386	14,775
14	12,427	12,859	13,291	13,723	14,155	14,587	15,019	15,451	15,883	16,315
15	13,736	14,210	14,684	15,158	15,632	16,106	16,580	17,054	17,528	18,002
16	15,179	15,707	16,235	16,763	17,291	17,819	18,347	18,875	19,403	19,931
17	16,793	17,380	17,967	18,554	19,141	19,728	20,315	20,902	21,489	22,076
18	18,530	19,146	19,760	20,375	20,990	21,605	22,220	22,835	23,450	24,065
19	20,525	21,210	21,895	22,580	23,265	23,950	24,635	25,320	----------	----------
20	22,760	23,520	24,280	25,040	25,800	----------	----------	----------	----------	----------".

(b) Section 3543 (a) of title 39, United States Code, is amended to read as follows:

"(a) There is established a basic compensation schedule which shall be known as the Rural Carrier Schedule and for which the symbol shall be 'RCS'. Compensation shall be paid to rural carriers in accordance with this schedule.

"RURAL CARRIER SCHEDULE

	Per annum rates and steps									
	1	2	3	4	5	6	7	8	9	10
Carrier in rural delivery service: Fixed compensation per annum	$2,899	$3,030	$3,161	$3,292	$3,423	$3,554	$3,685	$3,816	$3,947	$4,078
Compensation per mile per annum for each mile up to 30 miles of route	96	98	100	102	104	106	108	110	112	114
For each mile of route over 30 miles	25	25	25	25	25	25	25	25	25	25".

CONVERSION AS OF THE FIRST PAY PERIOD BEGINNING ON OR AFTER THE DATE OF ENACTMENT OF THIS ACT

SEC. 3. The basic compensation of each employee subject to the Postal Field Service Schedule or Rural Carrier Schedule, as the case may be, on the effective date of such schedule, shall be determined as follows:

(1) Each employee shall be assigned to the same numerical step he was in prior to the effective date of such schedule, except those presently in steps 11 and 12; employees in steps 11 and 12 shall be assigned to step 10.

(2) Provided further and in addition thereto: In assigning employees to steps, each employee shall be given full credit for all prior service based on his actual years of service; thus an employee who has had one full year of service shall be placed in step 2; an employee who has had two full years of service shall be placed in step 3; an employee with three years of service in step 4; an employee with four years of service in step 5; an employee with five years of service in step 6; an employee with six years of service in step 7; an employee with nine years of service in step 8; an employee with twelve years of service in step 9; and an employee with fifteen years of service in step 10.

(3) Provided further: That in securing future automatic advancement by step increases above step 7, all employees presently on the rolls who are covered by this section shall

5

be granted full credit for each fifty-two weeks of prior service.

SEC. 4. The foregoing provisions of this Act shall become effective on the first day of the first pay period which begins on or after the date of enactment of this Act.

Mr. HANLEY. Chairman John W. Macy, Jr., of the U.S. Civil Service Commission, will present the administration's views on this legislation, and Assistant Postmaster General Richard J. Murphy will present the views of the Post Office Department.

At the outset I would like to clarify a point which apparently has been confused in the minds of some people—that is the distinction between the function of the Position Classification Subcommittee as compared to that of the Compensation Subcommittee.

The objective of this committee is somewhat long range. It is responsible for reviewing the various classification systems to determine whether the standards established by these systems are adequately reflecting the differences in duties and responsibilities between positions allocated to the grades within the systems; whether the classifications of individual positions are maintained on a current basis to reflect the work actually being done and whether these systems meet today's needs of the Federal service, as a basis for pay, recruitment, training, and other areas of personnel management. This activity is deemed necessary because of the fact that almost 20 years have passed since the enactment of the Classification Act of 1949, and 11 years have passed since the enactment of the postal field service classification system. Obviously, this is a sorely needed activity. It will be the aim of this subcommittee, in evaluating the classification systems, to offer recommendations—

(1) To eradicate the inequities in them; and

(2) To reestablish them as a sound basis for the application of pay scales and for other personnel management activities.

The objective of the Compensation Subcommittee is to consider and to meet the immediate needs of the Federal Government and its personnel with respect to salary.

Ever since the establishment of the postal field service classification system in 1955, there have been differences of opinion over the classifications established by that act for certain of the key positions in the service. These differences of opinion have been primarily centered around the classification of the key position of city letter carrier at level 4.

Since 1955, employee organizations generally have favored reclassification of key positions as a basis for pay increases greater than those proposed by the executive branch. The Congress has held the line on reclassification, but has generally favored higher pay rates than proposed by the executive branch. The resulting legislation has put great pressure on the entire postal field service classification structure.

It is my hope that, as a result of the hearings now being undertaken by the position classification subcommittee, it will be possible for the subcommittee to propose changes in the postal field service classification system which will provide the Post Office Department with a sound and equitable classification structure which, when combined with a competitive pay scale, will be of greater assistance to management and will make it possible to enact fair pay legislation on a continuing basis without making a mockery of the classification system.

I believe the cooperation of the executive branch, the employees, and the Congress can and will result in proposals which will accomplish this objective.

Our first witness this morning is a gentleman whom we look upon as an expert in the field of all postal activities, is a colleague whom I have great respect for, and it is my great pleasure to introduce the gentleman from Montana, Mr. Olsen.

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

Mr. OLSEN. Thank you very much, Mr. Chairman. It certainly is a pleasure to appear here before your subcommittee, and more so because so many of our colleagues in the Congress have introduced companion legislation. I greatly appreciate your courtesy and consideration in permitting me to appear before you as the first witness in support of my bill, H.R. 7, to reclassify certain positions in the postal field service.

I believe in this legislation, and I am gratified, Mr. Chairman, that you and three other members of this subcommittee have introduced companion bills to H.R. 7.

H.R. 7, Mr. Chairman, is intended to redress a 12-year-old injustice which was perpetrated against the employees in the four lowest grades of the postal field service by Public Law 68 approved by the 84th Congress. Public Law 68 was an excellent bill for postmasters and supervisors, but it was not a very good one for letter carriers, clerks, and mail handlers.

The Postmaster General at that time was not in sympathy with the economic needs of the rank and file postal employees and fought quite agressively against any and all attempts to alleviate their condition.

Letter carriers and clerks were placed in a specially created level, level 4, as a compromise.

My colleagues who were in the Congress at that time have assured me that they know that clerks and carriers should have been placed one level higher, but that this compromise was the best that could be worked out in the face of the stubborn opposition of the Postmaster General.

The injustice has been intensified in the past 5 years through the curious and changing interpretations of comparability which the Bureau of the Budget and the Civil Service Commission have developed each year since the passage of the Federal Pay Reform Act of 1962. It was the sense of Congress when it approved that legislation that postal employees should be given true economic comparability with workers with roughly similar jobs in private industry and that the budget should be accommodated to meet that purpose.

The Bureau of the Budget has reversed the sense of Congress. It has changed its interpretation of comparability each year to make the pay of postal workers accommodate their own preconceived ideas of what the budgetary allowance for postal pay should be. They have changed the ground rules on comparability every year and each change has been to the detriment of the economic welfare of the employees. This has been a heartless and frustrating procedure. We in Congress should never have countenanced it, but we did.

However, the time has come, Mr. Chairman, when we can no longer afford to let this injustice continue. The postal service is in very serious trouble. As Postmaster General Lawrence O'Brien told the Appropriations Subcommittee on February 27, the Postal Establishment is in a constant race against catastrophe, and it is a race that could well be lost.

We saw the postal service experience a very serious flirtation with disaster last October in Chicago and elsewhere throughout the Middle West. The crisis occurred because there simply were not enough trained, experienced career postal employees available to handle a sudden increase in the volume of mail. The same thing could happen tomorrow or the next day or the day after that, and the results would be the same—chaos, crisis, postal immobility.

And is it any wonder that there is a shortage of competent experienced postal employees? A letter carrier or a postal clerk is paid a beginning wage of $5,331 a year. That is about equivalent of what the United Parcel pays—not its drivers, who are paid much better than postal employees—but that is what United Parcel pays its car washers.

After 5 years of faithful service a letter carrier or a clerk can look forward to being paid $6,211 a year, or 16 cents an hour less than the starting wage of a meter reader in Portland, Oreg.

After 12 years of faithful service a letter carrier can expect an hourly wage of $3.24, or 40 cents an hour less than the going rate for parcel delivery men for private industry. That is after 12 years of service.

After 21 years of service they can reach their top wage of $3.49 an hour, considerably less than rookie policemen are being offered in hundreds of communities throughout the country. As a matter of fact, after 21 years, that is 2 cents an hour less than the pay of United Parcel delivery.

What kind of incentive is this? How can the Postmaster of Washington, D.C. recruit desirable talent when the transit company is offering bus drivers $1,600 a year more than he can offer, while the drivers undergo on-the-job training?

And may I add, Mr. Chairman, that the Civil Service Commission is attacking the problem by running away from it. It is a great disservice to the people of this country and to the Postal Establishment to try to solve the recruitment problem not by making the jobs more attractive, but by lowering the standards of the entrance examinations in a frantic search for warm bodies. The standards must be maintained if the quality of service is to be maintained.

I suggest, Mr. Chairman, that the answer to the problems that beset the postal service is not a multitude of warm bodies; it is the provision of a work force of competent, talented, ambitious, and trainable career employees; and the only way we can achieve this is

by making the career sufficiently attractive to interest people with these characteristics.

Last February the Assistant Postmaster General for Personnel cited figures that proved that even those who are induced to join the postal service are inclined to leave it as soon as they learn the score about the economic opportunities. He admitted that the turnover rate among career substitutes in level 4 was 35 percent a year and that the turnover rate among temporaries is about 107 percent.

The Assistant Postmaster General for Operations has admitted that last year the Department had to hire 180,000 new employees in order to get 80,000 whom they could keep.

Is it any wonder that the postal service totters on the brink of catastrophe, as Postmaster General O'Brien said? You cannot produce a decent postal service with a work force of casual, disinterested transients.

Postal work is skilled work. It requires men with knowledge, experience, brains, judgment, and physical stamina—not a motley conglomeration of warm bodies.

Mr. Chairman, I don't think it is necessary to belabor the point further. I am confident this ground will be more than adequately covered by the leaders of the various postal organizations which will testify before you. But I would like to sum up briefly the reasoning behind this legislation.

First of all, it is an act of simple justice. It will correct an inequity which we have permitted to continue far too long by allowing the employees in the four lowest echelons of the postal establishment to rise one notch on the salary ladder to the level where they should have been placed 12 years ago.

Secondly, it is an act of stark necessity if we are going to preserve what is left of a once proud postal service. It will provide the status and the incentives necessary to attract and retain competent and desirable people in the post office, the kind of people we need if we are going to give the people of the United States the kind of service they need and should have.

The conditions troubling the postal service today cannot be solved by applying a pitiful little patch of a four-and-a-half-percent pay increase. That will solve absolutely nothing. What is needed is a bold and imaginative approach to one of the most serious problems confronting our Government on the domestic level today. I sincerely believe that H.R. 7 supplies such an approach.

I want to say, Mr. Chairman, that I don't want H.R. 7 to create any permanent inequities. For that reason I have introduced some other bills which would deal well with the supervisors and the postmasters and would, on enactment, establish a salary commensurate with their supervisory obligations and responsibilities. I am certain that the subcommittee will give full consideration to these measures relating to supervisors and postmasters.

Mr. HANLEY. Mr. Olsen, how long have you been associated with the House Post Office Civil Service Committee?

Mr. OLSEN. This is my seventh year.

Mr. HANLEY. Well, as such, in view of this longstanding association I can only assess that you are in a position to evaluate a problem that apparently exists within our classification structure insofar as people of the lower levels are concerned.

I believe that you are to be commended for taking the initiative of the introduction of H.R. 7 at a very early stage of the 90th Congress. It is reported to me today that 117 other Members of the House have followed your leadership in this matter, which indicates that better than 25 percent of the total membership of the House of Representatives appear to concur with your views on this matter.

I am delighted that you have mentioned the oversight which you indicate appears in your bill. We recognize the problem that can come as a result of the enactment of this particular specific legislation insofar as its ramifications of telegraphing throughout the entire classification system on up through the various levels. So it is nice to note that you have recognized this.

We recognize this as one of the problems, one of the major problems consistent with our endeavors to associate ourselves with you, hopefully, in a manner that would eradicate the problem.

Mr. OLSEN. Thank you, Mr. Chairman. I think we do have to be careful that supervisors are paid for their responsibilities and that they are paid substantially more than the people whom they are supervising. I sympathize with your subcommittee because it is a difficult problem, but I think the legislation that I have introduced will help you.

Mr. HANLEY. You have produced some very interesting statistics with respect to the comparison of postal wages as opposed to some of the private industries which you have touched on.

With that I defer to Mr. McClure.

Mr. MCCLURE. Thank you, Mr. Chairman.

Mr. Olsen, I would like to commend you for a fine statement. I think that this is the kind of detailed presentation which this or any other committee needs to have for its consideration.

There are a couple of questions I would like to ask with respect to the statistics that you have produced. These are primarily aimed at a comparison between the pay in level 4 with pay levels in private industry. Do you have such statistical comparisons with other positions in Government of comparable responsibility?

Mr. OLSEN. I think this is one of our quarrels—that there isn't anybody in Government that has a comparable job to letter carriers and clerks. It was an arbitrary decision that was made 12 years ago, and the level 4 was tied to the classified GS–5. Now GS–5 is the beginning of career for people who won't stay in GS–5. They will travel on to GS–7, 8, and 9. The postal people stay in level 4, and it takes them 21 years to go through all the steps.

I think that we have to look, inasmuch as we can look, to private industry and see some comparable jobs, and, of course, the one that I have looked through the most is United Parcel. I worked out some arithmetic this morning. The average in level 4 is step 11. That is the average postal worker. Now at that position he gets $6,387 annually, which is $3.10 an hour. United Parcel starts at $3.33 per hour and after 90 days they get $3.51 an hour.

Now if we pass H.R. 7, and move the postal field service from level 4 to level 5, step 7 after 9 years, that is level 5—it would be level 5 after 10 years—after 9 years the pay would be $7,225, or $3.51 an hour. That is 7 years, or 1 cent less after 7 years than the United Parcel pays after 90 days.

Now that is shocking, but we are that far behind, you see. Even if we pass H.R. 7, which I hope we do, we are still after 7 years going to be 1 penny behind United Parcel pay after 90 days.

Mr. McCLURE. Does H.R. 7 or any of the companion measures which you alluded to, which are not before us at the moment, make any change in the rate at which postal employees would travel through the steps?

Mr. OLSEN. No.

Mr. McCLURE. There is some criticism of that particular procedure that is followed now in existing level 4?

Mr. OLSEN. Oh, yes; there is.

Mr. McCLURE. Would the criticism that is presently attached to the advancement through the steps attend even though this legislation is passed?

Mr. OLSEN. Well, advancement through the steps would remain the same. It is just the rate of pay that would be changed, and I must say that the Post Office Department is aware of this problem of giving people an opportunity for advancement, and I think they are working at it as best they can to create positions for the career people to look forward to. But as hard as they try, these positions are few in number.

Mr. McCLURE. Well, I think that you put your finger on one of these problems a moment ago when you mentioned that level 4 with its comparability to GS–5, and that the people in GS–5 move up rather rapidly into other steps of that structure, creates an inequity which will continue in the postal service even after the passage of H.R. 7, if it is passed, and that this is another area that we would have to be concerned with.

Mr. OLSEN. I think you should be, and I think you will find Mr. Murphy and his Department are very much concerned with it and they are trying hard to create supervisory positions to which people can look.

Mr. McCLURE. There is another thing that concerns me about this proposed legislation. That is the fact that, as was mentioned by the chairman, we are really dealing with two problems at the same time with an interrelationship which our subcommittee alone cannot handle, and that is the problem of comparability of wages in the Federal service and those outside. When we are dealing with classification we are dealing with only one ramification of the compensation problem. So I think that all of us need to keep that in mind.

Certainly I wish to commend the gentleman from Montana. His presentation has been very helpful. Thank you, Mr. Chairman.

Mr. HANLEY. Thank you, Mr. McClure.

Mr. Olsen, do you have a cost estimate on H.R. 7?

Mr. OLSEN. No, I haven't. But I am sure the administration will have one, and I am sure that our staff can advise us on that feature.

But I want to say again that I don't think that the pay of the postal field service should be restricted by the Bureau of the Budget. I think that the Congress should determine what is comparability and that is what we should pay. We shouldn't use the postal field service as a method of balancing the budget. These people are entitled to be paid comparable to private industry; and indeed if we want to do the best service for our country and thus have the kind of postal service that we should have for this country, then we have got to pay these people

in order to retain the most competent, and attract the most competent, to that service.

Mr. HANLEY. Mr. Olsen, we greatly appreciate your appearance this morning and your comprehensive report. Thank you.

Mr. OLSEN. Thank you.

Mr. HANLEY. Mr. Roudebush had hoped to be with us, but instead has submitted material for the record. So without objection, it will be contained in the record.

Mr. Van Deerlin of California has also submitted a statement. Without objection this material will appear in the record.

(The statements of Mr. Van Deerlin and Mr. Roudebush follow:)

PREPARED STATEMENT OF HON. LIONEL VAN DEERLIN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Chairman, members of the subcommittee, I am honored to have this opportunity to submit a statement in support of H.R. 7, a bill that would at last put our Nation's devoted letter carriers on the road to salary comparability with their fellow workers in private industry. I have introduced H.R. 5108, which is identical to H.R. 7.

I would like to tell you a little about the deplorable competitive situation faced by the letter carriers in my own city of San Diego.

Shockingly enough, in San Diego, a mailman in his third year earns less than the ladies, with similar experience, who tend the city's parking meters. I have nothing against the meter maids, who perform a valuable public service, but I do feel that our mail carriers should be paid at least as well.

Other comparisons are equally distressing. For example, a first-year mail carrier in San Diego receives only about two-thirds the compensation awarded a router for the privately owned United Parcel Service. The letter carrier starts at $2.56 an hour, while the relatively fortunate router earns $3.83.

Similarly, the starting wages of the mailman do not look very good when matched against the $3.54 average hourly earnings enjoyed by factory workers in the San Diego area.

It is obvious that under these circumstances the Post Office Department cannot be really competitive in attracting career-minded people.

It is also significant, I think, that in San Diego more than 60 percent of the 550 letter carriers contacted in a recent survey find it necessary to have an extra source of income.

Twenty percent of the respondents hold second jobs, 23 percent have working wives, and between 15 and 20 percent are receiving military pensions.

Only 6 percent of San Diego's carriers have reached the final step 12 within postal field service salary level 4. One of the main reasons for this attrition at the top is the current requirement that a letter carrier toil 21 years before he is promoted to step 12. I personally cannot accept the implication that it takes more than two decades to achieve maximum proficiency in this calling.

I believe that many of these injustices would be corrected by H.R. 7 and its companion measures. These bills would attack the comparability problem in two ways—by raising the level 4 carriers to level 5 and by eliminating the first two steps up the level 5 ladder. I urge the subcommittee to take prompt and favorable action on this long overdue legislation.

PREPARED STATEMENT OF HON. RICHARD L. ROUDEBUSH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF INDIANA

Mr. Chairman, I want to thank you for giving me this opportunity to present a statement to this fine committee.

Although the issue before you is of the utmost importance my remarks will be brief. The bill is H.R. 7, and I wholeheartedly support this measure, which will reclassify the salary ratings and will give an increase in wages to thousands of our loyal and faithful postal workers.

This is the first of many steps that Congress can take to improve working conditions for these employees. This measure will raise the morale of the workers and will give them a modest increase and help them cope with the rising cost of living that plagues our Nation today.

I have long opposed big, needless spending programs but I also recognize that there are some areas that for the good of the country we have to spend money—and, Mr. Chairman, this is one of the areas.

Our postal employees need this legislation and I am asking this fine committee to allow the bill to get to the floor of the House for a vote.

Thank you again, Mr. Chairman, for allowing me this time to support this measure.

Mr. HANLEY. At this point the next witness will be the Honorable John W. Macy, 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 very much, Mr. Chairman.

I have a statement I would like to present to the subcommittee. With your permission I will proceed.

Mr. HANLEY. Please do.

Mr. MACY. Thank you for inviting me to appear before you today to express the Commission's views on H.R. 7, a bill to reclassify certain positions in the postal field service and for other purposes.

Let me lead off by saying that the Commission is vigorously opposed to enactment of H.R. 7 and similar bills which would change the classification of the postal field service positions. I do not oppose the bills because I am in principle against reclassification. If changes in the classification of the positions should be made to bring about more equitable pay relationships, to bring about greater efficiency in the Government, and to better distinguish between jobs of different levels, that is one thing. I have not, however, heard or read a convincing argument that reclassification is needed for these reasons.

A wholesale advancement of positions in the populous levels of the postal field service appears to be primarily a pay-increase measure. I might add, Mr. Chairman, this is the sixth consecutive year I have appeared before this subcommittee on behalf of the administration for a pay increase. Consideration of a pay increase is certainly a legitimate subject, but if a pay increase is needed it should be proposed as such, and not as a reclassification measure.

We base our objection to the reclassification feature of H.R. 7 on three grounds:

First, it would invalidate the existing linkage upon which the salaries for postal field service positions are based; second, it would upset the internal alinement within the postal field service, and third, it would make for inequitable pay relationships between postal field service jobs on the one hand and Classification Act jobs on the other.

RAISING POSTAL FIELD SERVICE GRADES WOULD DESTORY LINKAGE

The Federal Salary Reform Act established the principle of internal alinement and the principle of comparability with private enterprise salaries to serve as bases for fixing Federal statutory salary rates. The law provides that pay levels for the several statutory pay systems shall be interrelated.

To carry out the policy set forth originally in the Federal Salary Reform Act, and which now appears in title 5 of the United States Code, surveys of private industry salaries are conducted on an annual

basis by the Bureau of Labor Statistics. The jobs covered by the survey are jobs which are found in both the Federal Government and private industry. The kinds of positions which are found in both sectors are those that are found under the Government's general schedule; most positions under the several special statutory schedules are not kinds that can be surveyed.

By means of the BLS survey a comparison of pay can be made to see if an increase in Federal rates is needed and justified. The salary rates of the general schedule are compared directly with a payline developed from the survey. The salaries of the postal field service schedules, the Foreign Service schedules, and the Veterans Administration's Department of Medicine and Surgery schedules are then, in turn, compared by linking the grades of these schedules with those of the general schedule.

For purposes of keeping the postal field service schedule current, PFS–4 was linked with GS–5, PFS–11 was linked with GS–11, and PFS–20 was linked with GS–17. Linkage is based principally upon job evaluation comparisons—that is, the first step in linkage is an evaluation of the duties, responsibilities, and qualification requirements at the key work levels being considered for linkage purposes.

When the linkage of the postal schedule and the general schedule was established, a study of the duties and responsibilities of the clerk and carrier positions in PFS–4 led to the conclusion that they were most nearly equivalent to GS–4. Because the limited opportunities for promotion in the postal service deserved consideration as an additional pay factor, however, the PFS–4 level was linked with GS–5.

The Civil Service Commission has just made a current review of the linkage of PFS–4 with the general schedule.

To review the linkage, the duties of city carriers, distribution clerks, and window clerks were studied by on-the-spot audits to see what grades their positions would be assigned to if they were subject to the general schedule's classification system. This was done to find out whether changes might have taken place over the years which would require a conclusion different from that reached at the time of the Federal Salary Reform Act.

Each of four civil service regional offices audited jobs in the post office of a large metropolitan city and in the post office of a small city. Altogether, the positions of 22 carriers, 21 distribution clerks, and 22 window clerks were reviewed. Our people, experienced in auditing positions in other departments, observed the work, talked with individual employees, and discussed the work with supervisors. They then compared the work with that done by general schedule employees.

Many positions of individual employees were found to fall in GS–4 but some fell in GS–3. The site audits showed that the duties performed by individuals under the same key position were not always uniform.

Taking examples used of the three key positions, carrier, distribution clerk, and window clerk, we found that there were many with GS–4 level duties. None would have been placed in GS–5. This confirms, generally, the evaluation basis upon which the existing linkage is based.

On the basis of these results, while one would not in terms of duties and responsibilities equate PFS–4 with its present range of positions, to a level lower than GS–4, one certainly might raise a question as to whether all the positions now covered by PFS–4 should remain in

that level. The findings suggest the possibility that some of the present key positions should be rewritten and some new positions described at PFS–3 to accommodate the types of work now in PFS–4 which were found to be equivalent to the lower general schedule grades.

As I have previously said, while the positions in PFS–4 were considered to equate to GS–4 on the basis of duties when the linkage was established, the actual linking was made at GS–5 in recognition of the limited opportunities for progression to higher levels available to postal employees. We believe this consideration is still sound, and as a result of the review, we believe we can confirm the existing linkage. But we could certainly not favor linking PFS–4 with any grade higher than GS–5.

Because the present linkage is based upon a study of the clerk and carrier positions, moving these positions to a higher level will invalidate it. One could only conclude that, if these positions are moved to PFS–5, as proposed by the legislation, salary schedules in the future would have to be linked so as to equate PFS–5 rather than PFS–4 to GS–5. But to change the classification of the positions and then to change the numbered level—although not the job level—at which linkage is effected would be a meaningless exercise.

From almost any angle one may look at it, Mr. Chairman, the present linkage is reasonable and may even be generous so far as the postal field service jobs are concerned. As we have indicated, purely on the basis of duties and responsibilities, the jobs would be linked to GS–4. If this had been done, salaries would be some $600 less.

The payline rates based on private industry average salaries are used as the fourth rate of the rate range in constructing the general schedule. This is because the fourth rate most closely approximates the average salary actually paid to employees at the various grades of the general schedule, and the private-enterprise survey findings are average rates paid for the jobs in industry.

The salaries for the postal field service schedule have in turn been fixed so that, at the levels where they are linked, the fourth rates are equivalent to the general schedule fourth rates. This provides a very substantial advantage to the postal field service employees because at PFS–4, for example, the average salary actually paid falls at the seventh rate. If the payline rate which is based on industry averages were to be tied to the average rate actually paid in PFS–4, PFS–4 salaries would be some $528 less than they are now.

RAISING SOME PFS GRADES AND NOT OTHERS WOULD DISTORT PFS JOB ALINEMENT

Not only would raising certain postal grades invalidate the schedule linkage, but it would also distort internal job alinement in the postal field service. The present structure was established only after an analytical study of the jobs. The various levels were set up to recognize differences in difficulty and responsibility. The key positions appear in title 39, United States Code, and, based upon the key positions, the Post Office Department has assigned standard positions to appropriate levels, and individual positions have been classified accordingly.

Mr. Murphy will explain in some detail the effect of changing the levels. Let me just say that if you increase PFS–4 positions to PFS–5 you put together in PFS–5 positions that rightly should be recognized as being at different levels.

Let me illustrate: The truckdriver would be at the same level as the tractor-trailer operator and the journeyman automotive mechanic.

The city letter carrier would be at the same level as the postmaster of a small third-class post office.

The general mechanic, a job which does not require journeyman skills, would be at the same level as the maintenance electrician.

If you carry the process further up the line, moving positions at higher levels up to the next level, you simply move the location of the overlap. If you carry the process all the way to the top, you wind up with the structure you had before but with different labels.

GRADE RELATIONSHIP OF SIMILAR PFS AND GS POSITIONS

A third objection to the proposed elevation of certain PFS grades is its effect upon the relationship between the pay for like positions, some of which are subject to the postal field service schedule and some of which are subject to the general schedule.

The Commission's staff has checked 28 standard position descriptions for postal field service jobs in levels 1 through 4 which have direct counterparts under the general schedule, positions like card punch operator, clerk-typist, and office machine operator.

Based upon these descriptions, the staff concluded that, with one exception—where the pay was approximately the same under both schedules—the postal field service salaries are currently $600 to $1,000 per annum more than the general schedule salaries for jobs of like duties.

Reclassification of these positions would add another $400 to the already existing advantage enjoyed by the postal field service employees in these jobs. Combined with the modification in the rate ranges, H.R. 7 would add close to $1,000. The present relationship is not actually equitable for the GS group—and the postal upgrading proposed would only worsen it. In other words, the advantage already lies with postal workers; it should not be extended.

Mr. Chairman, in my judgment, your subcommittee could perform a great service by studying the full range of issues concerning the classification of postal field service positions. There are many aspects of the job structure that deserve consideration, and their consideration now, when the President has appointed a Commission on Postal Organization may be very timely.

The fact that such a very large proportion of postal employees are in one level, PFS–4, is a serious problem. The present key position descriptions in the Postal Pay Act tend to freeze the job structure.

Mr. Chairman, here are some questions that might profitably be considered in the interest of employees and Government alike:

Is the statutory key position approach to classification the best possible approach under current conditions?

Should it not be possible for the Department to recognize more differences in duties and put jobs in different levels—higher and lower than the one level where most employees are found now?

Are all carrier positions so nearly the same that they belong in one grade? Is it proper to put in one class the carrier on the business route, the carrier on the residential route, the carrier who walks and the carrier who rides?

Have conditions changed since the present system was established in 1955 so as to invalidate the earlier decisions?

What about the job of distribution clerk? Is the same amount of training needed for all employees in this class or could it appropriately be broken up, especially in large post offices?

Is there not a need, a serious need, for a better promotion ladder?

Isn't it possible that the skills of some employees are not being fully utilized? Isn't it possible that there is work now done by clerks and carriers which could be done by employees who need not learn the skills that clerks and carriers now have?

Are there additional changes in job structure which should accompany the introduction of electronic and automatic mail-handling equipment, which is so essential to the modernization of the postal system?

In other Federal departments and agencies we have found it desirable to use one system of classification and pay for trades and crafts jobs and another for clerical and administrative jobs.

The field service of the Post Office Department, in addition to having jobs which are concerned directly with the processing of the mail, has jobs which are like those in other departments.

In the postal field service, as in the Department of Defense, the Department of the Interior, or the General Services Administration, there are motor-vehicle operators and clerk-typists, there are garagemen and card-punch operators, there are automotive mechanics and accounting clerks.

Should all these jobs be subject to the postal classification system, or should they be subject to the same systems that work well in other departments?

Should a tabulating-machine operator be classified under the general classification system in practically all parts of the Government, but under another in the postal field service?

Should the automotive mechanic be classified in the wage board category in other departments, but paid under the same system as clerks and carriers in the post offices?

A study of these subjects in some depth may suggest improvements which will be beneficial to both the employee and the Government.

A broader inquiry into postal field service job classification would be especially timely because of the accelerating workload of the Department and the need for a wider range of skills as efforts are made to apply modern technology to postal operations. The results would be most valuable in connection with the study which is to be made by the President's Commission on Postal Organization.

OTHER PROVISIONS OF H.R. 7

Turning briefly to the other provisions of H.R. 7, section 2 would authorize new postal field service and rural carrier schedules. Each of these is reduced to a maximum of 10 rates. In the postal field service schedule, the range for each level, which currently has 12 rates, is modified by elimination of the first two rates. Level PFS–7, which now has 11 rates, would be reduced to 10 rates by elimination of the first. We see no justification for this proposal.

The increased rates for levels 1 through 7 would no longer be related to those of the general schedule. The rate range adjustment, combined with the reclassification feature of the bill, would increase the average salary of clerks and carriers now in the PFS–4 level by more than 13 percent.

Because no increase is provided for PFS–8 and above, any general pay increase would be in addition to those provided by H.R. 7. This would result in obviously unreasonable total increases in pay.

Turning to the technical side of this proposal, we believe that the shortened salary ranges for PFS–1 through PFS–7 would be less desirable than the present ranges. The 10-rate range would afford a shorter period of salary advancement for the employee who must spend most or all of his career at one work level. I would predict that this would ultimately lead to pressure from the ever-growing number of employees at the top of the new shorter range for the addition of more rates above the new top.

H.R. 7, and similar bills, would provide for assignment of employees at within-grade rates on the basis of their total service with the Department. In our opinion, this change would not be in the best interest of good pay administration.

Let me give you an example: If two foremen were in level PFS–7 and each had a total of 10 years' service, each would be placed in the 8th rate even though one of them may just have been promoted to PFS–7 from PFS–4 while the other may have served for perhaps 5 years in the higher level. This would eliminate a pay distinction which I believe is desirable in recognition of the second employee's longer service at the higher grade. I think the proposed adjustment runs counter to the statutory policy of maintaining pay distinctions in keeping with work and performance distinctions.

While the intent of the provision is not entirely clear to me, paragraph (3) of section 3 of H.R. 7 appears to contemplate within-grade increases above step 7 on an annual basis in the future. If this is the intent, we believe it is objectionable, because it would accelerate within-grade advancement in the postal field service when advancement is already more rapid than that provided for employees under the general schedule and because it would lead to earlier exhaustion of the opportunity for further within-grade increases.

As Congressman Olsen predicted, my next paragraph is on the cost of H.R. 7.

The Post Office Department estimates that the reclassification provisions of the bill would cost $328 million. The other features would cost $345 million. The total cost would be $673 million annually, or approximately three times the cost of the proposed pay increase for postal employees in fiscal year 1968 in the President's message of April 5, or, let me add, nearly as much as the annual revenue under the proposed postal rate adjustment.

OTHER RECLASSIFICATION BILLS

While I have spoken about H.R. 7, my objections to that bill apply for the most part to other postal reclassification bills. If I heard you correctly, Mr. Chairman, I understand there are now 117 such bills as of 10 o'clock this morning. There will unquestionably be many more before the end of the day. They would invalidate existing linkage, make for inequitable pay relationships with employees under the general schedule, disrupt pay alinement, and bring about substantial pay increases while purporting to be merely reclassification measures.

To come back to the point I made earlier, the need for a postal reclassification study in depth.

The subcommittee is wise to plan a complete study of possible reclassifications in the postal field service positions. Could there not be a study in considerable depth covering the questions I raised earlier? Is not this the proper time for such a study when the President's Commission is studying the organization and structure of the postal service? Information and views specifically relating to position structure could contribute to the development of new patterns for postal organization.

I would hope that the Postmaster General will invite subcommittee members to observe the work, firsthand, in large and small post offices, so that you may have the opportunity to weigh the merits of possible changes.

What is needed, in my judgment, is not a superficial moving of positions from one level to the other to gain an unwarranted salary advantage, but rather a study which may contribute to more efficient postal operations, more satisfactory utilization of available manpower, better promotional opportunities for employees, and a greater capacity to deal with greatly increased workload that has been, and will be, experienced in this growing economy.

Mr. Chairman, thank you for asking me to come this morning. I want to indicate, as I have to you personally, the desire on the part of the Civil Service Commission to cooperate with you and the members of this subcommittee in all aspects of your work, on position classification.

We believe that the mission that you are undertaking is an important one as a part of the total range of compensation and personnel issues that face this Government. We hope that we can contribute to the fruitful work that we know you are undertaking.

I shall be pleased to answer any questions you and your colleagues may have about my testimony.

Mr. HANLEY. Mr. Macy, on behalf of the committee I want to express our deep appreciation for your very splendid report here this morning.

I can't say that we were exactly dismayed by your opposition. We can't say that it was unanticipated.

I do want to express our gratitude again for your very firm and positive indication of support with respect to the activities of this committee and its endeavor to erase many of the inequities and inadequacies that have so long been endured by the Federal family in general.

I was especially delighted with the observations you made on page 9 and for several pages thereafter in your statement, and I believe that this is really the basis for our problem. You have outlined it very well there. True we are considering H.R. 7, but we do recognize the many ramifications that its enactment could have. Thus I observe your statement on page 9 to be a very objective one, and in general what you have observed here is truly the intent of this committee. We recognize the linkage factor which you touched on, and certainly anything that this committee might do for one particular category is going to telegraph on through the entire system and could produce perhaps more drastic shortcomings than we presently have.

We further recognize the vastness, as I have stated before, of the category of people involved here when we talk about letter carriers and clerks. We feel that their particular responsibilities are somewhat

unique and really without parallel in the private sector of our economy, and in an attempt to research and find really accurate comparisons it has been found to be very difficult to do, and was expressed here yesterday in some of the testimony. For instance, one of the leading reasons for the turnover in the postal system was the inability of new people to learn the scheme; and I thought that this factor alone pointed out the fact that we really had to have a special quality of person if he was going to be a career employee of the Post Office Department, was going to be an efficient and dedicated one; and traditionally we have relied upon the dedication of this complement of people, about 190,000 carriers, and a similar number of clerks who are on a day-to-day basis in direct confrontation with the public. In effect it can be said that they are really the true liaison between the Federal Government and the general public.

So we are somewhat discouraged with the possibility of any lessening in the requirements of the postal personnel, and we don't want to see this happen. This has been pointed out in testimony provided the Compensation Committee in the past 2 days. We don't really have a problem in some sectors of the country where the population is somewhat light, but we do have a great problem in metropolitan areas of the country.

There is great concern with the postal field service and its problems, and this, of course, is indicated very emphatically by the number of bills that have been introduced on this subject; and as we mentioned, up to this morning there were approximately 118, which indicates that the problems in our system appear to resolve around the postal field service as opposed to the classification aspect in general, or at least the Members of Congress are not hearing from those concerned specifically with the classification system as opposed to PFS.

So it is incumbent upon this committee to delve in, determine what can be done to assist the problem that obviously confronts this vast category of people.

Mr. Chairman, as the President's adviser on personnel practices, do you know of any studies made by the executive branch since 1955 of postal field service classification in any of the areas you suggest need attention that have resulted in recommendations to the Congress for legislation to improve the postal field service classification system?

Mr. MACY. No; there have been none to my knowledge. The studies that have been conducted are those that have been related primarily to the reforms that took place at the time of the Salary Reform Act of 1962 which did not change the structure of the Postal Classification Act but provided after study for the linkages that I have indicated.

At that time there was a review in terms of job evaluation of the jobs in the Post Office in order to arrive at what would be an equitable linkage.

I feel that there is need at this time to look at the details of the Postal Classification Act. I think that that act by the Congress was a very important first step and that the system prior to that time was one that was very difficult to administer and was full of inequities with respect to the employees. But we have gained experience over these years, we know more about the jobs in the postal service.

The very limited audit that the Commission conducted recently brought forcibly to my mind the fact that there are significant duty, responsibility, and qualification requirement differences among jobs that are at the same pay level and carry the same job title. And I am

more than ever concerned about a system which has such an overwhelming proportion of its employment in one grade level. I think that to a significant extent this is a reflection of the traditional craft organization of the Post Office.

It would seem to me that there are significant differences in the work which might very well be adaptable to a series of levels of jobs which would permit some advancement out of a particular level as the individual is qualified on merit to advance to higher levels. And as I pointed out here, there is the basic question as to whether we should mix the various types of jobs in the same system.

You recall that in our hearing 2 days ago, and I believe this came up again yesterday, some question as to whether national rates for all postal jobs are in fact desirable when you have so marked a difference in rates from one part of the country to the other in the private sector.

I noticed earlier that Congressman Olsen cited the United Parcel Service as an example. The United Parcel Service functions primarily in the very large cities, and so the rates are reflective of the large city pay scales.

It would seem to me that one of the studies that is called for is a very penetrating one to see whether or not prevailing rates on a locality basis would be more appropriate for some of the postal jobs.

We studied this, Mr. Chairman, in 1955 in connection with the proposal from the Post Office Department that led to the Postal Classification Act, and the conclusion was that it was very difficult to arrive at boundary lines that could be defended where you make the difference between rates because of the existence of 34,000 post offices, and even if you were to take a regional concept, it would be difficult to deal with the operations that were along the border where you drew the distinctions.

The prevailing rate principle is used for the compensation of more than 600,000 Federal employees who are in the wage board category. About 80 percent of those are in the Defense Department. But there you have clearly identified labor market situations which are much more comparable to private enterprise, and therefore that system is more readily adaptable.

So I have given you a longer answer than I think you expected, but it prompted this line of thinking which I hope is constructive in responding to your question.

Mr. HANLEY. In view of the time element we will invoke the 10-minute rule; and with that we will hear from the gentleman from Michigan, Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

I am interested in your comment regarding regional considerations. Mr. Murphy testified yesterday that in his opinion, not only with regard to his own Post Office Department but with regard to the entire Federal service, this was the direction we would have to take if we were ever going to meet head on the real problems of recruiting and competing with other segments of the eonomy for employees.

Mr. MACY. As I indicated Tuesday, there is in the statute at the present time a means for meeting the conditions where rates are sufficiently higher than the existing schedule.

Mr. FORD. But you do recognize the possibility that even though there are problems with handling the borders between regions which you mentioned, that we may be in a situation where the problems that

we would face by taking that step are not nearly so deadly in their long-term threat to the Federal service as the possibility of doing nothing.

I am shocked that the most recent study that you can cite at the Federal level on the concept of regional pay scales is 1955.

Mr. MACY. No; I am afraid I didn't make myself clear. I said——

Mr. FORD. Is there a more recent study?

Mr. MACY. I said with respect to the postal service that that was the time at which it was considered. It has been brought up for discussion within the executive branch a number of times since then.

Mr. FORD. Do you have any study that you could cite to us, or any gathering of information that you can cite to us, as the starting point to study the whole question?

Mr. MACY. I am sure in my files I have a number of staff papers that have dealt with this from time to time. In fact, this has been a matter that has come up for consideration every time there has been a general study of the compensation situation.

Mr. FORD. With that in mind, recognizing that we are at least thinking about differentials of one kind, why is it so difficult for administration witnesses to accept the possibility that we ought to treat a letter carrier differently from other Federal employees in some respects? What is so holy about the idea that all Federal employees have to be at the same level, when in fact what this results in is the rather ludicrous situation of saying no one should ever advance because they might get ahead of someone else?

Now I keep using these parallels with other segments of organized labor. The approach is always different in industry. They say if we can move the carpenters ahead we won't complain because the carpenter makes more than the man working on the assembly line because when we move him ahead we have a chance of coming along with him. No one ever argues today, in the private sector, that you ought to hold one segment of the private sector back because it would be unfair to give them more money than someone else. This just isn't acceptable.

Now in your statement, in two places, you suggest that one of the problems with the basic concept of H.R. 7 and companion bills is that it begins to discriminate in favor of a particular class of Federal employees. I am not so sure that this isn't the bill's most desirable feature.

Mr. MACY. I am just against discrimination. The Federal policy enunciated by the Congress in the 1962 act is that there shall be equal pay for equal work, and the executive branch is endeavoring to administer that concept. And I would say to you in my statement is——

Mr. FORD. I think members of this committee have all been a little bit surprised by the job categories which have been picked by the postal service as comparable jobs in determining what equal pay for equal work is.

Mr. MACY. Well, as I indicated in my statement, within the past few weeks we have done a job evaluation study of the actual duties, responsibilities and qualification requirements of the principal positions in the postal service and compared them with duties, responsibilities and requirements of similar jobs elsewhere in the Federal service, and we have indicated that they roughly equate with the jobs at GS–4.

Mr. FORD. But as you mentioned, we are talking here, in this

legislation, about a segment of the Federal personnel that is immobile.

Mr. MACY. And I am saying that one of the things we need to do is to provide a new system so that there will be more upward mobility.

Mr. FORD. Right. But don't we have to recognize that people in the general classified service, who enter at a particular level, always have the opportunity for movement that is going to take them to a place where, as they acquire more skill and become more valuable to the Government service, they will be rewarded by promotions, and so forth?

Mr. MACY. That is true of some jobs, but there are about 1,500 different occupations under the Classification Act, and there are many of those that have a ceiling at GS–4 or GS–5, very much the same way as the clerks and carriers do.

Mr. FORD. We recognize that problem. But here in Washington it seems that the wheel that squeaks gets the grease, and apparently the wheel that is squeaking——

Mr. MACY. I feel grease all around me.

Mr. FORD. Maybe we will have to get to some of the others. As we discussed the other day, our immediate concern here is with postal employees. But the next question is whether other segments of Federal service are going to suffer if we don't anticipate a more competitive approach in recruiting and keeping people. It may be that the traditional idea of equality in the Federal service is going to have to give way because of the realistic problem with which we are faced right now.

Mr. MACY. Well, I think the flexibility we have in the pay system does provide a rational basis for making necessary salary adjustments to meet critical recruiting conditions as they arise in a given occupation or in a given location.

Mr. FORD. Well, Mr. Macy, my exposure to this is very limited in comparison to what you have available to you, but I have made a check of the post offices in my area. I find that in the Detroit area a register with 50 names on it doesn't mean a thing. Every post office in my district has vacancies which cannot be filled because people can't be found to fill them.

Mr. MACY. Well, I would be interested in having that information because I have recently checked and find there are very few post offices in the entire country where we are not able to provide adequate replacements to fill vacancies. Now I would like very much to have those post offices identified.

Mr. FORD. One post office was authorized to hire 12 people without requiring a civil service examination and after 2 months they had been able to hire four, two of whom were women.

As a matter of fact, we are hiring so many women in the postal service that we have a new problem developing in the facilities area. One of the most frequently heard complaints currently—and I just ran across this yesterday—is that we are putting so many women in the postal service that the lavatory facilities which were built with the traditionally male work force in mind are not adequate for modern needs.

Mr. MACY. Well, this is one of the reasons the Postmaster General is seeking modernization of postal facilities. They are badly out of date, and I think it is very commendable that the post office is giving women an opportunity to compete for positions in the postal service.

Mr. FORD. Well, I think it is commendable, too. But the plain facts of life are that women still are at the low end of the ladder in terms of being able to get the best pay.

Mr. MACY. Not in the Federal service. They receive the same pay for the same work that a man does.

Mr. FORD. In our entire society—and we can't blind ourselves to it—we can pass all the civil rights acts we want and say sex makes no difference in employment—it still does.

There was a very interesting editorial a couple of days ago about the hidden unemployment problems that we are facing. It pointed out the fact that there is an unemployment figure that is never mentioned. It includes the people who go directly from the kitchen to employment. The housewife in a period like we are in now can find employment because of the shortage of people to take the jobs. She never gets to any of the agencies that we normally use to measure an employable person. Now, as the economy begins to improve a little in some areas of the country, the housewife is starting to go back to the kitchen. But there is something ominous in the fact that any segment of traditionally male——

Mr. MACY. I don't see anything ominous in more women having jobs.

Mr. FORD. I see something ominous in the fact that a particular type of employment is shifting from a traditionally male job to a job being taken over by ever-increasing numbers of married women who are taking these jobs only in an effort to supplement their husband's income.

Mr. MACY. About a third of the work force are women.

Mr. FORD. Wait, let me finish. When you realize that almost anywhere that you see this happening, it is because the men are taking some other job in preference to it.

Mr. MACY. What's wrong with that?

Mr. FORD. If women could handle mail better than men and do it faster that would make some sense. The fact is, however, the job of delivering the mail is becoming a low prestige job, and the facts of life in this country are that when a job becomes a low prestige job, it is then opened to women. This is not a situation which we would like to see, but these are the facts.

Mr. MACY. I hope you will discuss this with your colleague from Michigan, Congresswoman Griffiths.

Mr. FORD. I will very carefully edit my statement before she sees it.

Mr. HANLEY. The time of the gentleman has expired. The gentleman from Nebraska, Mr. Cunningham.

Mr. CUNNINGHAM. Thank you, Mr. Chairman.

Mr. Macy, you know of my high regard for you, but I must make some very critical statements in response to your statement here today. You have almost entirely opposed this legislation, of which I am coauthor—my bill is H.R. 425. You have several references in your statement, and I will just mention a few. You say that you have made a review of this. "In my judgment, your subcommittee could perform a great service by studying the full range of issues," et cetera.

When have you studied this last?

Mr. MACY. We have studied——

Mr. CUNNINGHAM. When has the Civil Service Commission given their personal attention to this problem that we have before us today?

Is it just recently because so many of us are interested in this particular legislation?

Mr. MACY. Yes.

Mr. CUNNINGHAM. You haven't given it any attention since back in 1955; is that it?

Mr. MACY. The administrative responsibility for the Postal Classification Act is assigned to the Postmaster General except insofar as appeals by employees with respect to the allocation of their jobs.

The interest of the Congress in the classification of these jobs prompted discussion by the Commission with the Post Office Department and launched the inquiry and audit that I have described; my conversations with the chairman of the subcommittee and the knowledge of the interest of the membership in this particular topic.

No, I am frank to say this has not been high on the agenda of the Commission's activity. I am sure that when Mr. Murphy testifies he will indicate to you what has gone on in the post office. When the act was passed in 1955 the Congress made quite a point of not including a responsibility for the Civil Service Commission in the administration of this act.

Mr. CUNNINGHAM. In this committee we have informally discussed this matter for some time. This is our first formal hearing on it. But it is only because now that we have this legislation before us that you have finally gotten your people busy and made some limited study of it?

Mr. MACY. Well, I would interpret it differently. I would say that in view of congressional interest—and we endeavor to respond to congressional interest on every point—we have concentrated on this particular issue.

As I testified earlier, this is the sixth consecutive year in which I have represented the view of the President and the Civil Service Commission with respect to compensation and have recommended an increase in compensation. The testimony in each year had as its basis a thorough study of the facts that were available.

Mr. CUNNINGHAM. Of course, we hear a lot about what the President recommends, but you and I know that the President is a busy man, and you and the various agencies and the Bureau of the Budget are the ones that make these decisions and forward them to the President and he naturally accepts them, because he must depend upon you.

Mr. MACY. Let me assure you, Mr. Cunningham, that the President is personally and extensively involved in the consideration of all legislation that relates to Federal employees. He calls upon his advisers, but he has a high degree of interest in the employees and their problems and the policies that relate to them.

Mr. CUNNINGHAM. I know that he is interested, but he just doesn't have time to go into these things in detail, and so if the agency people say they are opposed to this, then naturally he will be opposed to it. If they say that the employees should have a 4.5 increase in salary he is going to accept that. He has to do that. He is too busy, he trusts you to make recommendations. But it all comes out as saying this is the President's position. Well, of course, it is, but that doesn't mean that he has the time to go into all these details.

I want you to know that this committee has considered this for a long time. We are convinced that when you enter the postal service, say you go into grade 3 or 4 where most of them are, you are frozen, you have no chance of getting out; and these people, a good many of

them, have to moonlight to make a living. And it seems ridiculous when we are spending money all over the world these people aren't paid a decent wage, and so we feel that these men should be upgraded, and that is the purpose of this legislation.

Mr. MACY. Well, as I indicated——

Mr. CUNNINGHAM. And you say——

Mr. MACY. Excuse me.

Mr. CUNNINGHAM. Well, I am sorry to interrupt because you and I are longtime friends, but my time is limited and I have some other points.

You said oftentimes in your statement that we should make a study. I want you to know we have made a study informally through our staff and through consultation with the various employee groups. I think we know what we are talking about. And so just because we haven't had formal hearings doesn't mean that we have not made a study.

Now let me ask you this. A man goes into the postal field service, whether 1, 2, 3, 4, whatever it is, and he is frozen. There are a few that might be picked for a higher position, but by and large they are frozen in that grade. Yet in the classified service it is entirely different. I once worked for the U.S. Treasury Department and I know something about it. When I was with the Treasury Department every year I was required to write a paper stating what my duties were. I might be a GS–12 and I write a fancy paper and it says I do this and that and I think I should be grade 13 or 14, and oftentimes because of the paper that the individual employee himself writes and prepares he gets advanced to a higher level.

Now this isn't true in the Post Office Department. They are frozen. My question is why the difference?

Mr. MACY. Two answers: One, I would hope that we could overcome the situation where all of these jobs are in the same level. It would seem to me there are a number of different levels that are feasible. Second, as I indicated in my testimony, one of the reasons for linkage at GS–5 rather than GS–4 was in recognition of the fact that in the great majority of cases the individuals that work at that level remain in that level for the bulk of their career. This is the reason for giving that point of added weight.

Mr. CUNNINGHAM. Well, I simply say that the vast majority of people in the postal field service that are hired in level 3 or 4, that is where they are going to be the rest of their lives, the vast majority of them. Do you disagree with that?

Mr. MACY. No; I am saying that that is the reason why there is a more favorable linkage, and I would also say that in the classified service there is a great variation of practice.

We will have to audit the Treasury to make sure that there isn't any undue escalation as a result of the process you described, but——

Mr. CUNNINGHAM. Well, it is not Treasury alone. I just happen to have personal experience in that agency. It is throughout the Government. You know that.

Mr. MACY. But there are many jobs under the Classification Act where because of the duties and responsibilities involved and the qualifications required there does tend to be the same kind of ceiling that exists in the postal service. I would grant you that the ceiling is tighter, that there are fewer opportunities to move above that level

in the postal service than in most of the occupations under the Classification Act.

It would be my suggestion that we work together to see if the system can be changed, so that there are greater opportunities rather than put them all into the same grade.

Mr. CUNNINGHAM. But you said you haven't studied this from 1955 until now. So far as I know, the Civil Service Commission has given no attention to this, only doing it now because——

Mr. MACY. There was no dissatisfaction with this up to the introduction of these bills.

Mr. CUNNINGHAM. I didn't understand that.

Mr. MACY. I say there was no dissatisfaction with this up until the time of the introduction of these bills.

Mr. CUNNINGHAM. Well, I don't know how close you are to the postal workers, but I would have to disagree with that statement.

All these years have gone by and no attention has been given to a review of these levels to see if they are adequate or should be changed, and now there is a crash program put on by you, your Commission——

Mr. MACY. There is no crash program. I was just trying to have facts so I could respond to the desire of the subcommittee with respect to this legislation. That is the only reason for the facts.

Mr. HANLEY. The time of the gentleman has expired.

Mr. CUNNINGHAM. Thank you very much.

Mr. MACY. Thank you.

Mr. HANLEY. The gentleman from Idaho, Mr. McClure.

Mr. MCCLURE. Thank you, Mr. Chairman. I find in reading your statement and listening to your remarks, you have anticipated most of the questions which I would ask. But in anticipating many of these questions you have simply posed the question in response, and I would hope that you would have some specific recommendations to us as to how we can accomplish the things which this committee recognizes as being problems and which you in your statement recognize as being problems.

The lack of flexibility, the lack of opportunity for advancement, I think, is a serious problem and one we have heard discussed at great length. The only answer we have had so far is that, yes, there is a problem and we ought to find a solution. I would hope you would help us find a solution.

Mr. MACY. My view is this bill is not a solution, but will further complicate it.

Mr. MCCLURE. If I would concede that point for the sake of argument, this doesn't answer our problem. I think we need to find the solution, and I am sure that we would welcome your help in trying to find the answer to that.

You have indicated that you at one time looked—I believe you said in 1955—at the difficulty of establishing regional differentials in the postal service; is that correct?

Mr. MACY. Well, my comment was that in 1955, at the time the postal classification bill was developed, a part of the study was to determine whether or not it was feasible to establish local prevailing rates for the post office. It was decided at that time it was not. I didn't mean to imply that this hasn't been a continuing area of study and interest, because it has.

Mr. MCCLURE. Is it your conclusion now that it is impractical to attempt to make such a distinction?

Mr. MACY. I think it would be quite impractical to secure legislation to do it, but I am perfectly willing to develop a plan which I would feel was feasible.

Mr. MCCLURE. How would you do it if it is not done by legislation?

Mr. MACY. It cannot be done except by legislation. It would call for establishing locality rates or regional rates. But as I pointed out in the hearings on Tuesday, I think we have to recognize that there would be probably as many communities where the rates would be lower than they are at the present time as there would be places where they would be higher. Certainly we could not propose a system which would just provide the higher rates while preserving a nationwide base that would be built on the average.

Mr. MCCLURE. Were you associated with the Commission in 1955 at the time this——

Mr. MACY. I was Executive Director of the Civil Service Commission at that time. The bulk of the work that went into the preparation of the postal classification bill was done within the Post Office Department. But the Commission did provide some technical advice and participated in offering testimony at that time.

Mr. MCCLURE. Are you aware of the statements that have been made that there was a representation made to the postal workers at that time with respect to level 4 and level 5?

Mr. MACY. No; I am not.

Mr. MCCLURE. You would have no comment on that?

Mr. MACY. No; I have not seen the argument of that time with respect to it. I do recall that there was a great deal of discussion on some of the points that I have raised; namely, whether there were more levels of different work than are represented by the single rate for the clerk and carrier.

Mr. MCCLURE. I believe that is all.

Mr. CUNNINGHAM. Would the gentleman yield?

Mr. MCCLURE. Yes; I would yield.

Mr. CUNNINGHAM. I have one further thing, and I have suggested this in hearings to Mr. Macy some years ago. He may not recall it. There are many dedicated people in the Civil Service Commission, of which the Chairman is one of the greatest. Yet I think that you are operating in the horse and buggy days, and I think you ought to undertake a major examination of your procedures.

What I have in mind is what I mentioned to you maybe 4 or 5 years ago. As we have it today, most, if not all, Federal agencies have their own personnel office, their own little empire. So if somebody wants to get in the Federal service in the middle or higher grades he has to traipse around to every personnel office among the various agencies. It would seem to me that you may not want this responsibility, but I think we ought to give it to you, so that when somebody wants a job they go to the Civil Service Commission, they take their examination, they get their rating, and then it is the Commission that will place them, instead of having Treasury Department say they need an extra stenographer and you don't have any means whatever of checking whether they need this girl or this man or not. You don't check into that. You simply supply a register. And I should think that if you want to be modern, progressive, you would take over all of the hiring practices of all of the Federal employees and get rid of these little empires among the various agencies which exist today, and I think there is nobody that can dispute the fact that it does exist.

Mr. MACY. One step that we have taken along the lines of your suggestion is the creation of some 66 interagency boards in the major centers of the country. We have one in your State, we have at least one in each State. And this is a point to which anyone interested in Federal Government employment can come and receive information and take the necessary application or test.

The involvement of the Commission, however, in the actual determination of the need for jobs and the appointment of individuals would involve the Commission in such a widespread, massive operation that it would slow things down rather than speed them up.

Mr. CUNNINGHAM. Well, I don't think it would because you would be doing away then with all of these little empires among all of these Federal agencies.

Mr. MACY. But it would involve the Commission in a great variety of individual actions. You see, at the present time with Federal employment at the level that it is, there are 600,000 or 700,000 appointments made each year, and individual judgment with respect to each of those appointments at one central point would really slow down the process of hiring.

We feel that we do have an overview of the agency practices. We conduct a regular inspection program of agency operations to assure that the law is being followed and that there is elimination of waste and inefficiency.

I regret that you feel that we are in the horse-and-buggy age. I have been told by some of the agencies that our rocket is flying too fast, that it is hard to keep up with it, but I guess there are all kinds of views.

Mr. HANLEY. Will the gentleman yield?

Mr. CUNNINGHAM. Yes.

Mr. HANLEY. Mr. Macy, the agencies which you have referred to, is it not true that these were set up at the urging of the Manpower Utilization Committee or the subcommittee of this committee?

Mr. MACY. The Manpower Committee has been very helpful in its suggestions. Certainly, I would give them credit for a very substantial assist in encouraging this particular operation. The subcommittees of this committee have always been helpful, as has the chairman and the staff, in pointing up areas in which the Commission can do better.

Mr. HANLEY. Thank you.

Mr. CUNNINGHAM. I would just like to say in conclusion that Mr. Henderson has done a terrific job in this field, but that is not the point. He is trying to do the work that I feel the Civil Service Commission should do, and that is to see that every job is warranted and needed. That is what he is doing. That is what the Commission should do, in my opinion.

Mr. HANLEY. The time of the gentleman has concluded.

Again, Mr. Macy, we want to express our appreciation for your appearance before this committee this morning. It is very obvious that H.R. 7 and companion bills have served an excellent purpose in having focused attention on this problem that has obviously been so long endured.

We shall look forward to your reappearance before the committee next week on the occasion of our consideration of the downgrading problem.

Thank you.

78-956—67——3

Mr. MACY. Thank you, Mr. Chairman.

Mr. FORD. May I ask Mr. Macy one question before he goes.

Mr. Macy, we have undertaken a series of studies that are being mandated by the Congress to attempt to anticipate—in the designing of training programs to attack problems of poverty, underemployment, and unemployment—a meeting of a person and a position when they are both ready for each other; and to have that person prepared in the way he will have to be prepared then, not as we see it now.

Do you have any process in the Civil Service where, as a continuing sort of thing, you are looking ahead to try to project, for example, what the qualifications for being a letter carrier will be 10 years from now; or what those of a postal clerk might be 5 or 10 years from now as distinguished from the requirements of that job at the present time; and what the difference might be between the job of postal clerk in the Chicago or Detroit post office where we are experimenting with all sorts of new equipment, and being a postal clerk in Sault Ste. Marie where chances of super duper equipment being needed are not quite as imminent? What kind of process goes on to anticipate the needs and kinds of people that we are going to be talking about in the future?

Mr. MACY. The Commission is continually working with the employing agencies to determine what their projections are for needed manpower to meet their operations. There has been a strong encouragement to build that into the long-range planning on all of the programs.

Mr. FORD. Yes, but when the Post Office Department tells you that they think by 1970 they are going to need x people, are they talking about x people in the mold of the average postal employee and his duties today, or are there considerations being given to the fact that we may be asking for a different sort of person as a recruit in 1970 than we are looking for now?

Mr. MACY. The refinement has not been as great as you have described, but clearly the intent is to not only get massive numbers, but to try to identify the specific skills and the level of skills that are needed.

Now as far as the Employment Service is concerned, every Commission board of examiners works closely with the Employment Service in an effort to indicate what the Government's manpower demand is in that particular community; beyond that, working with the Employment Service people and the training and educating sources, so that the curriculum in education can build up a supply of qualified people to meet the anticipated manpower demand of the future.

Mr. FORD. Thank you very much.

Mr. HANLEY. Again, Mr. Macy, our appreciation to you for your appearance this morning. We will look forward to seeing you next week.

Mr. MACY. Thank you, Mr. Chairman.

Mr. HANLEY. Thank you.

Our next witness this morning will be the Assistant Postmaster General, Richard Murphy, in charge of personnel matters.

Mr. Murphy will not have the opportunity to complete his testimony this morning. We are going to request that he commence it. We will have to adjourn at 12 o'clock, and we will have to ask that he return to re-present his case on Tuesday of next week.

STATEMENT OF HON. RICHARD J. MURPHY, ASSISTANT POSTMASTER GENERAL, BUREAU OF PERSONNEL, POST OFFICE DEPARTMENT

Mr. MURPHY. I will be very happy to do that, Mr. Chairman. I thank you, Mr. Chairman, for at least starting here today.

It is a pleasure to appear here and present on behalf of Postmaster General O'Brien our views on H.R. 7, introduced by Congressman Olsen.

Bills such as H.R. 7 have a most important and healthy purpose far beyond their immediate content. By indirectly questioning the design of a set of laws Congress enacted 12 years ago, this kind of bill challenges principles and conclusions reached many years ago and makes us all stop and reevaluate them in the light of today's realities. This is good. This is congressional oversight in action, and we are pleased at this opportunity to work with the committee to determine what changes may be necessary and justified.

Congress enacted the postal job classification law, and Congress can change the law. We, too, believe the time has come for a hard look at the law and for changes in some aspects of it. Properly, Congress should periodically review the rationale behind all pay systems—particularly when billions of dollars are involved and when an adjustment of 1-percent involves a large amount of money. A 1-percent increase, Mr. Chairman, for all civilian Federal employees whose pay is set by statute costs $160 million. When the military is included, the cost for each 1-percent increase rises to $316 million.

This is not to say, however, that the pay system Congress designed for the postal service has not been working well. The postal job evaluation system established by Congress in 1955 has worked, in my judgment, extremely well. I know of no other organization that can administer such a large-scale operation with just a handful of technical job analysts. As I see it, some of the great values of the current system are that it—

(1) Permits strong congressional control over the entire job ranking process;

(2) Has prevented grade escalation;

(3) Is administered with a minimum of paperwork;

(4) Produces maximum objectivity in the job ranking process; and

(5) Provides for unquestioned uniformity in all installations throughout the country.

On the other hand, we know of many defects in the current system. There is a need for periodic in-depth, unhurried examinations of the entire postal pay system.

The President, in his 1965 message to Congress on pay, urged enactment of legislation to establish a permanent mechanism for impartially reviewing at 4-year intervals the structure and relationships of all Government salary systems. Unfortunately, the Congress did not provide such a mechanism. Again on April 5 of this year, the President said in his pay message to Congress:

> Salary reform for the Government of an increasingly complex and everchanging society is never complete. The entire structure and interrelationships of all Federal pay systems, civilian and military, should be continually reviewed and improved. The adequacy of the basic pay system itself must be periodically reexamined.

Clearly, sir, a study of the postal pay system now almost 12 years old is needed, as Mr. Cunningham has said. The need for such a study was expressed by Congressman Nix during hearings he held earlier this year on promotional opportunities and policies in the postal service in his hometown of Philadelphia.

There is a need to review the postal system in which most of our jobs are concentrated in level 3, mail handler, or level 4, clerks and carriers. Perhaps, instead of broad levels in which each level encompasses a wide range of work, a stratification of work should be designed so that more competent employees can progress into more difficult and responsible assignments. A job classification system with many levels can be designed, but I must add this caveat—the design must reach upward through all levels to assure that we maintain "pay distinctions in keeping with work distinctions." The traditional craft attitude has been that all persons in a craft should be paid the same and that craft seniority is all important.

We strongly urge that this committee review the job structure to determine the validity of more grade variations with a craft. For example, instead of all distribution clerks being assigned to the single salary level of PFS–4, perhaps 2, 3, or more levels of distinction can be discerned.

The need to provide more promotional opportunities is one aspect of the postal job classification system that ought to be studied. I suggest that this committee, in conjunction with the Special Commission on Federal Pay which the President has proposed to look into this problem, study the following enumerated items.

(1) Rural carrier-city carrier pay relationship: It was not our intention to raise this question again this year, but since H.R. 7 has opened the entire issue of employee classification, we cannot, in good conscience, fail to take cognizance of the most recent report of the General Accounting Office on the classification of rural carriers. In years past when the country was largely rural and horses, not cars, were used, paying rural carriers on the basis of miles of routes served provided a fair means for setting their pay. With the advent of the automobile and the urbanization and suburbanization of the country, setting pay for rural carriers on the basis of miles served rather than hours worked does not make for pay equity.

In 1962 the administration proposed a remedy which Congress did not adopt. This year the GAO in a special report to Congress documented the great pay inequity that has resulted from the failure to adopt our recommendation of 1962. In our opinion, sir, the whole rural carrier pay system should be revised to establish a fairer relationship with city carrier pay.

And I want to say, Mr. Chairman, that I recognize fully, and I think the committee should recognize that rural carriers serve over 6 days a week, and, therefore, due consideration must be given in their pay system to the 6-day character of their job. But even after that is done, the GAO report points out there are many inequities within the rural carriers themselves, to say nothing of the inequities between city carriers and rural carriers.

(2) Fourth-class office pay: Postmasters in charge of fourth-class offices are the lowest paid employees in the postal services. They must be paid at least the national minimum wage, but their top pay is much below the hiring rate for clerks and carriers. A pay adjust-

ment for these postmasters is long overdue. Although in recent years the administration has proposed and Congress has approved raises for these postmasters, in terms of pay they still are not recognized as outranking clerks or carriers. We propose setting the top pay for fourth-class postmasters at PFS–5 and paying a pro rata of PFS–5 to postmasters in small fourth-class offices, based on hours of work required.

(3) Clerks PFS–2: This rating is assigned to clerks in third-class post offices. Although they perform all work expected of a PFS–4 window clerk, their special rate of PFS–2 was assigned because they work in rural or semirural areas where prevailing wages and living costs usually are relatively low. While the principle of adjusting pay on the basis of an "area" differential may be sound, it does not make sense in terms of job evaluation. Perhaps this is the kind of situation where area pay differences would be more appropriate than setting uniform nationwide salaries strictly on the basis of grade.

(4) Schemes distribution: This is very important, Mr. Chairman. I think you hit this point yesterday, Mr. Chairman, when you remarked that one of the reasons for leaving was difference of scheme, and this speaks to that work. At present, all schemes work is performed by clerks in PFS–4. But some schemes are relatively simple while others require the memorizing of as many as 8,000 items, a very difficult job. We need to make distinctions among various levels of schemes work. Higher level clerk jobs, based on schemes difficulties are clearly in order, in my mind.

(5) Salary level distinctions for mail handlers, such as more group leaders (PFS–4), of which we have created quite a number in the last several years.

(6) Additional PFS–5 and PFS–6 clerical jobs.

(7) Ranking considerations and weighting factors incident to automation and mechanization.

(8) Higher level carrier jobs, such as carrier technician, based on unusually difficult assignments.

Congressman Cunningham wanted to know what we had done in the postal service about job classification in the last several years. I want to say to him that for the past 4 years we have had undertaken studies to try to create more level 5 jobs for carriers and clerks. We created 8,700 new jobs for many carriers, yet the NALC at their last conference went on record as being opposed to level 5 jobs for clerks. We have also created a number of level 5 carriers. We have also created a number of level 5 jobs for clerks in the postal service, and I will detail those, sir, when I do return here next week.

(9) Postmaster ranking, especially those at the top end of the scale. New key positions are needed to recognize responsibilities of top postmasters.

(10) Supervisory and leading man rankings and differentials.

(11) Adequacy or correctness of the number of salary levels in the PFS system.

The above 11 areas for study, Mr. Hanley, are not listed in any priority order. However, some items could be developed as short-range projects and others as long-range projects. Short-range projects would be those which could be developed and implemented within the present context of the postal field service pay laws. For example, items 4, 5, 6, 7, 8, 9, and 10 could be considered as short-range projects:

In this connection, my technical staff will be available to work with your staff on the design of needed job changes, new factors, new key positions, and so forth.

Mr. HANLEY. It is with regret that, as you know, the rule of the House requires that the hearing adjourn. I am deeply appreciative for your courtesy on this matter. I regret the fact that we ran late. Initially, Mr. Olsen was not scheduled to appear. Thus, you have been the victim of this lack of accommodation. We will look forward to your reappearance Tuesday morning.

Mr. MURPHY. At the request of the counsel, I would like permission to enter into the record the official report of the Post Office Department on this bill.

Mr. HANLEY. Without objection, so ordered. Also, the reports received from the Bureau of the Budget and the Civil Service Commission, will be included.

(The reports follow:)

THE POSTMASTER GENERAL,
Washington, D.C. April 26, 1967.

Hon. THADDEUS J. DULSKI.
Chairman, Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to the request for reports on the bills H.R. 7 and H.R. 3383 which, together with other similar bills, propose certain adjustments to be made in the ranking of positions in the postal field service.

We have reviewed each of these bills and are opposed to the enactment of either of them. The enactment of this legislation would disrupt the entire salary system in the postal field service, and the cost would be exorbitant.

H.R. 7 would raise all employees in levels 1 through 4 one level; revise the postal field service salary schedule in such a way as to eliminate steps 1 and 2 in levels 1 through 6, and step 1 of level 7; and give step increases based on the total years of creditable service without regard to length of service in the level itself. This is a very expensive piece of legislation. The cost is analyzed as follows:

Item	Compensation	Benefits	Total
Raise all levels 1–4 1 level	$305,352,685	$22,862,433	$328,215,118
Eliminate steps 1 and 2, levels 1–6, and step 1, level 7	156,655,230	11,749,146	168,404,376
Step increases according to total years of service	164,007,618	12,339,596	176,347,214
Total cost	626,015,533	46,951,175	672,966,708

The Department supplied the House Appropriations Committee with information on average years of service in levels 16 through 20 for inclusion in the record of the hearings for fiscal year 1966. The information, appearing on page 147, shows that the average years of service for PFS–16 through 20 range from 21 years for PFS–16 to 27 years for PFS–19. This estimate was based on the assumption that from 75 to 100 percent of the employees in the middle levels—PFS–8 through 15—had served more than 15 years. Under the provisions of this bill, this amount of service would put these employees at the top of their levels. For the lower levels—PFS–3 through 7—the assumption was made that from 90 to 100 percent of the employees in step 8 and above had served more than 15 years. This would put these employees in the top step of their levels. If these assumptions are accurate, as we believe them to be, some employees would receive increases of more than $5,000 per annum under the provisions of this bill.

Much time and effort have been expended in recent years in setting up the postal field service salary system. We have assigned levels according to the degree of responsibility and the complexity of duties. This bill, in addition to its tremendous cost, would be completely at variance with the principles of the system.

Grades or levels are designed to reflect the degree of difficulty and responsibility of the work performed. The only justification for changing a grade is a

finding that the degree of difficulty and responsibility of a position has increased significantly. During the course of annual reviews of the correction of the rankings assigned to positions in the postal field service, we have not found any evidence which would warrant the wholesale upgrading of all positions in levels PFS–1 through PFS–4. We have found many specific job assignments, however, which warranted higher levels and we have made appropriate adjustments.

H.R. 3383 would raise all employees in levels 3 throught 19 one level; revise the present postal field service salary schedule; reclassify certain key positions; provide 1-year step increases through all steps; pay higher level pay beginning the first day of detail; and credit revenue units with postage and fee values for mail received from Government agencies if such factors are used in evaluating a position for salary purposes.

The identifiable costs of this proposed legislation are analyzed as follows:

Item	Compensation	Benefits	Total
Raise levels 3–19 1 level and convert to new salary scale	$601, 679, 637	$45, 125, 973	$646, 805, 610
Reclassification of PFS position levels	273, 129, 585	20, 484, 719	293, 614, 304
Step increases every 52 weeks above step 7	139, 210, 500	10, 440, 788	149, 651, 000
Total	1, 014, 019, 722	76, 051, 480	1, 090, 071, 202

Computing the cost of the provisions of sections 2 and 3 would require a complete and detailed analysis of all post offices. These sections would give credit for postage and fee values on mail received without postage from Government agencies where revenue units are factors in evaluating a position for salary purposes. Not only would the salary increases provided for by these sections be very high, but also administrative costs would be prohibitive.

This legislation would create inequities which would seriously affect the morale of many postal field service supervisory employees.

The Bureau of the Budget has advised there would be no objection to the submission of the report to the committee as enactment of H.R. 7 would not be in accord with the administration's program.

Sincerely yours,

LAWRENCE F. O'BRIEN.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., April 25, 1967.

Hon. THADDEUS J. DULSKI,
Chairman, Committee on Post Office and Civil Service,
House of Representatives,
Washington, D.C.

DEAR Mr. CHAIRMAN: Reference is made to your request for the views of the Bureau of the Budget on H.R. 7, a bill, "To reclassify certain positions in the postal field service, and for other purposes."

H.R. 7 would reclassify upward to the next higher salary level all postal field service positions currently allocated to PFS–1 through PFS–4, thus combining in a single salary level—PFS–5—all positions of two different work levels—PFS–4 and PFS–5; would eliminate the first two within-level rates of PFS–1 through PFS–6 and the first rate of PFS–7 and would advance all employees currently in those PFS levels by a corresponding number of within-level rates; and would redetermine within-level rates according to total service instead of service in the level.

In reports on this bill, adverse to enactment, being submitted to your committee by the Postmaster General and the Chairman of the Civil Service Commission, they point out the undesirable effects the bill would have on position alignment and salary structure, on the linkage between the postal field service schedule and the general schedule, in providing substantial, unwarranted salary increases to present employees through the plan of conversion to the new PFS schedule, and in substantially raising the payroll costs of the postal field service.

The Federal Salary Reform Act of 1962 established the sound statutory pay principles that equal pay shall be provided for equal work, and that Federal pay shall be comparable with private enterprise pay for the same work levels; the act

also directed that salary levels for the several Federal statutory salary systems shall be interrelated and shall be set and adjusted in accordance with these principles. H.R. 7 proposes action which would be contrary to those statutory principles.

By message of April 5, 1967, the President recommended the creation of a Special Joint Salary Commission representing the executive, legislative, and judicial branches to examine all Federal statutory pay systems. This examination would involve an evaluation of the manner in which the principles established by the Salary Reform Act have been implemented. In the opinion of the Bureau, a thorough examination of this kind is a far better method of determing the need for changes in Federal salary structures or their interrelationships.

Accordingly, for the reasons stated, the Bureau of the Budget strongly recommends against favorable consideration of H.R. 7, as enactment would not be in accord with the program of the President.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

U.S. CIVIL SERVICE COMMISSION,
Washington, D.C., April 25, 1967.

Hon. THADDEUS J. DULSKI,
Chairman, Committee on Post Office and Civil Service,
House of Representatives.

DEAR MR. CHAIRMAN: This is in further response to your request for the Commission's views on H.R. 7, a bill "To reclassify certain positions in the postal field service and for other purposes."

H.R. 7 would make a number of changes in the provisions of law governing the pay of postal field service employees. These changes are briefly as follows:

(1) Section 1 would move all the jobs currently in levels PFS–1 through PFS–4 up one level so that letter carriers, for example, who are now in PFS–4 would be advanced to PFS–5.

(2) Section 2 would authorize a new postal field service schedule and a new rural carrier schedule. Each of these schedules is reduced to a maximum of 10 rates. In the postal field service schedule the rate range for each level which currently has 12 rates is modified by elimination of the first two rates. The remaining rates are renumbered one through 10. Level PFS–7 which currently has 11 rates is reduced to 10 rates by elimination of the first rate and the remaining rates are renumbered one through 10.

(3) Section 3 would provide for conversion of employees to the new schedule and in addition would provide for the adjustment of the within-grade rate of each employee on the basis of total service instead of on the basis of service in his current level.

(4) Section 3 also provides that in the future employees' step increases shall be granted on the basis of 52 weeks of service all the way to the top of the rate range. At present, advancement beyond the seventh rate of the rate range requires 3-year service at each rate.

The Commission objects to each of the above listed provisions of the bill and vigorously opposes its enactment.

Section 1 of the bill which advances the level of the jobs now in PFS–1 through PFS–4 would disrupt the system of salary linkage which was instituted to carry out the principles now set forth in section 5301 of title 5, United States Code, and originally established by the Federal Salary Reform Act of 1962. Section 5301 provides that it is the policy of Congress that Federal pay-fixing shall be based on the principle of equal pay for substantially equal work and on the principle that Federal pay rates shall be consistent with private enterprise pay rates for the same levels of work. Section 5301 also provides that pay levels for the several Federal statutory pay systems shall be interrelated and set and adjusted in accordance with these principles.

To comply with this policy, in each pay act beginning with the 1962 act, the postal field service schedule has been linked with the general schedule at three points. One of these is the PFS–4 level where most of the clerks and carriers are employed. A study of the duties of these jobs led to the conclusion that they were comparable in level of difficulty and responsibility to positions in GS–4. Because of the limited opportunities for promotion, however, the PFS–4 level was linked with GS–5. A change of the important clerk and carrier jobs to a higher level would disrupt the existing linkage and thus invalidate the salary comparisons

which are used to maintain comparability both among statutory schedules and with private enterprise salaries.

Section 2 of the bill is objectionable because it would provide for increased salaries at PFS–1 through PFS–7 which are in no way related to the general schedule and are not based upon comparability with private enterprise salaries. The shortened rate ranges, moreover, are less desirable than the longer ones which the bill would replace. The 10-rate ranges would afford a shorter period of salary advancement for the employee who must spend most or all of his career at one work level.

Section 3 of the bill is objectionable because it does not provide equitable salary treatment for different employees at the same work level. In addition to providing for the initial adjustment of the salaries of employees to the new schedules, section 3 provides that employees, "shall be given full credit for all prior service based on his actual years of service." Application of this rule means that an employee's within-grade rate would be dependent on his total service in the postal field service rather than on his service in the level he has most recently attained. If two foremen were in level PFS–7 and each had a total of 10 years' service, each would be in the 10th rate, even though one of them may have just been promoted to PFS–7 from PFS–4 while the other has served for perhaps 5 years in the higher level. This approach would be totally inconsistent with the approach to within-grade advancement which is prescribed by law for employees under the general schedule and would, in the Commission's opinion, inadequately maintain pay distinctions in keeping with work and performance distinctions as required by existing statutory policy.

Section 3 of the bill would also provide within-grade increases on an annual basis up to the maximum of the rate range for each level (i. e., under the bill to the 10th rate). Under existing law 3 years' service is required for advancement above the seventh rate. The Commission finds this within-grade advancement feature of the bill objectionable because it is altogether too rapid. While increases should come rapidly in the first years in a grade or level, when performance should improve most; they should come less rapidly in later years when the aim is to motivate continued good performance. Even the existing law provides for more rapid within-grade increases for postal field service employees than for general schedule employees. Employees under the general schedule received the first three increases on an annual basis, the next three increases every 2 years, and then the next three increases every 3 years. The provision for annual increases to the top of the range would exhaust the available range for salary advancement at a relatively early point in the employee's career. This is particularly significant in the postal field service where a large number of employees, because of the character of the work, remain in one level for all or much of their careers.

While the bill is intended as a reclassification measure, it nevertheless would provide a very substantial pay increase for clerks, carriers, and many other postal workers. The various features of the bill combine to raise the salaries of these employees more than one might at first think. An employee at the seventh rate of PFS–4 currently has a salary of $6,387. Section 1 of the bill would move his job to PFS–5 which has a current seventh rate of $6,843. Section 2 of the bill would then provide a new rate range for PFS–5 with a seventh rate of $7,225. This adds up to an increase of 13 percent. At present, having attained the seventh rate, the employee has to wait until he has 3 years' creditable service before he is eligible for his next within-grade increase, but section 3 of the bill would reduce the requirement to 1 year and, if he already had 1 year's service at the seventh rate, he would move up immediately to the new eighth rate, $7,416.

The Commission presumes that this measure is not intended to take the place of a general pay increase for postal employees. Employees at PFS–5 and above would receive no advantage from the reclassification of positions. Employees at the maximum rate of the rate range in levels PFS–1 through 7 (of whom there were over 26,000 in June 1966) and employees in levels PFS–8 and above would receive no advantage from the schedule revision. Some employees at the higher levels would receive increases as a result of the new rules for within-grade pay adjustment in section 3. There would, nevertheless, be many who would not benefit from the bill and many who would receive much less than others. Because of this it seems clear that the bill would not take the place of a general pay increase. Instead, the employees for whom this bill provided a big increase would get another increase under any general pay legislation which might be enacted.

The Commission, as stated above, is vigorously opposed to enactment of this bill.

The Bureau of the Budget advises that there is no objection to the submission of this report as enactment of H.R. 7 would not be in accord with the President's program.

By direction of the Commission:

Sincerely yours,

JOHN W. MACY, JR.,
Chairman.

Mr. HANLEY. We stand adjourned until Tuesday morning.

(Whereupon, at 12 noon, the subcommittee adjourned, to reconvene on Tuesday, May 2, 1967.)

RECLASSIFICATION OF CERTAIN POSITIONS IN THE POSTAL FIELD SERVICE

TUESDAY, MAY 2, 1967

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

The subcommittee convened, pursuant to recess, at 10:05 a.m., in room 346, Cannon Building, Hon. James M. Hanley (chairman of the subcommittee) presiding.

Mr. HANLEY. Because of the fact that there are four other subcommittees scheduled this morning, we are short of members. However, without objection, we will proceed with the testimony by Richard Murphy, Assistant Postmaster General, Bureau of Personnel.

STATEMENT OF HON. RICHARD J. MURPHY, ASSISTANT POSTMASTER GENERAL, BUREAU OF PERSONNEL, ACCOMPANIED BY HERBERT BLOCK, DIRECTOR OF COMPENSATION; ADAM WENSCHEL, ASSOCIATE GENERAL COUNSEL; AND ANNE FLORY, ASSISTANT DIRECTOR OF COMPENSATION—RESUMED

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

I have with me again this morning, as I did last Thursday, Dr. Herbert Block, Director of Compensation for the Post Office Department; Mr. Adam Wenschel, who is Associate General Counsel for the Post Office Department; and Mrs. Anne Flory, Assistant Director of Compensation Division.

Mr. HANLEY. We are delighted to have your associates with us this morning.

Mr. MURPHY. Thank you, Mr. Chairman.

Mr. Chairman, would it be your desire that I start at the beginning or that I start at the page where I left off last week?

Mr. HANLEY. I think perhaps you might pick up where you left off.

Mr. MURPHY. I think that was at the top of page 7, Mr. Chairman.

While I welcome H.R. 7 for the challenge and opportunity it affords to consider anew the postal job classification system, I suspect that the real intention of this bill is not to reclassify letter carriers and others at the lower end of the pay schedule to a higher level because all have had a great increase in duties and responsibilities or skill requirements, but rather to provide employees in all those levels a higher salary due to keen concern over the pay of these employees.

H.R. 7, Mr. Chairman, does not relate only to letter carriers—it would also increase the levels of every single employee in levels PFS–1 through PFS–4. This includes janitors, typists, stenographers, guards, garagemen, et cetera.

We positively must keep clear in our minds the two separate issues involved in H.R. 7. One issue is pay; the other issue is the reclassification issue.

To set the record straight, and as I testified last Wednesday before Congressman Udall's Committee on Compensation, we are strongly in favor of a clearly recongizable pay raise, but one which maintains equitable pay relationships among various levels of skill and responsibility and one which provides incentives for undertaking more difficult and responsible tasks.

I plan, therefore, to cover in my statement issues of crucial importance in any pay system but of particular value to the postal-Federal pay structure.

As a preliminary to your deliberations, these thoughts, I believe, should be helpful.

First, the postal pay system needs to be viewed as a totality. Our intense concern for clerks and carriers and their well-deserved pay needs should not detract us from recognizing the integrated nature of the entire postal pay system. Any adjustment for clerks and carriers must be followed by corresponding adjustments for higher level clerks, technicians, supervisors, and postmasters.

Secondly, the values inherent in a sound job classification system can be destroyed if attempts are made to subordinate the job evaluation process to the pay issue.

When adjustments to a pay system are being considered, the impact of such adjustments must be viewed from two relationships—how does this proposed change fit into the alinement of jobs inside the organization, and how does this proposed change fit into the alinement outside of the organization.

INTERNAL ALINEMENT

Craft organizations, as brother craft unionists, are reluctant to have variations in jobs and pay rates identified for different members of their craft. For this reason, the clerks' organization has until recent years opposed any pay distinctions among their members, and for this reason, the carriers' organization, NALC, has opposed the carrier technician program which has resulted in the granting of a PFS–5 rating for some 8,500 letter carriers.

As a matter of fact, there probably would be even more than this number of level 5 letter carriers had it not been that the NALC went on record against the whole idea about a year ago.

Initially, they favored the whole idea, but in the convention about a year ago they came out opposed to it, I think incorrectly, because this is part of our effort that we have been making in response to the question Congressman Cunningham asked Mr. Macy the other day.

We have tried to provide increased promotional opportunities for people that were essentially in dead end jobs.

The clerks' and carriers' unions have been most actively pursuing limited reclassification bills—bills which extend only up to and including personnel in their crafts. For example, H.R. 7 stops reclassifying at PFS–5; H.R. 4487 stops at PFS–6. Significantly, the rank-and-file organizations which are industrial unions have no favorite bill.

I think you will see according to this chart here, Mr. Chairman, that each of the bills—some of them happen to be preferred by one organization over the other—would reclassify the various positions that we

have listed here, the first 21 positions that we have listed, key positions, in different ways.

So that as you can see, H.R. 3383 just leaves PFS-1 and PFS–2 where they are. It does not move them forward at all.

H.R. 7 would reclassify all the level 4's up through level 5, but would cut off there. It would not change the 5's to 6's or the 6's to 7's.

H.R. 4897 would change the people through the first six levels up a grade, but then it would cut off at PFS–7.

So these are the differences that you see here.

Industrial unions see the need for internal alinement. Pay adjustments which result in relatively higher raises at the lower end of the scale cannot continue without unbalancing pay relationships based on legitimate differences in duties and responsibilities.

A most recent illustration of this was last summer's strike by the airplane machinists. The skilled machinists balked at continuing to accept settlements which gave all employees the same raise in flat dollar amounts. They argued that while this meant a pay increase for everyone, it eroded the pay differential for the higher skilled machinists.

Under H.R. 7, Mr. Chairman, we would be faced with a very similar situation. Jobs requiring less skill would be merged into the same pay level as jobs requiring considerably more skill and responsibility. H.R. 7, simply put, merges all PFS–4's into PFS–5's.

This merger wipes out any recognition of the greater skill demanded of an auto mechanic, with its requirement of years of apprenticeship, as compared to that of a letter carrier, who becomes quite competent after a relatively brief, short period of training. It wipes out the skill differential between the driver of a 2½-ton truck and the driver of a tractor-trailer. It wipes out any differential we have recognized between window clerk, PFS–4 and window service technician, PFS–5, any difference between bulk mail clerk, PFS–4 and bulk mail technician, PFS–5, any difference between letter carrier, PFS–4 and carrier technician, PFS–5.

The result of merging two recognizable skill levels into one level is obvious. Employees would exercise their seniority to bid off any really difficult or responsible jobs and would seek the easiest possible assignments.

For example, why should any one want to be a carrier technician with its extra demands of serving five different delivery routes, for assisting supervisors in coaching and training new carriers, and for assisting supervisors in improving delivery services, when he could get the same pay and level by sticking to a single delivery route?

Congress in 1955 enacted into law a structure setting up 20 salary levels in the postal field service. This structure assigned jobs calling for the least skill and responsibility to level PFS–1 and jobs calling for the greatest skill and responsibility to level PFS–20. Janitors are ranked in PFS–1, and regional directors are ranked in PFS–20. The postmaster in New York City, who manages an installation of over 40,000 employees, is in PFS–19.

In this structure of 20 levels, Congress declared that the job of mail handler should be PFS–3; letter carrier, PFS–4; window clerk, PFS–4; distribution clerk, PFS–4; distribution clerk (R.P.O. or H.P.O.), PFS–5; auto mechanic, PFS–5, et cetera.

The progression from 4 to 5, 5 to 6, 6 to 7, et cetera, was characterized by the assignment of more difficult and more responsible work.

Within this structure, provision is made for the Postmater General to establish additional positions and to rank such positions in conformity with the benchmarks provided by the Congress.

In addition, the structure permits raising the ranking originally assigned to a job if there is sufficient change in its duties.

Exercising this authority, the Postmaster General has established hundreds of new level jobs for mail handlers, clerks, and carriers. Since 1961 these are a sample of some of the higher level jobs we have provided as of March 1967:

MAIL HANDLER

Group leader, mail handler, PFS–4. There are now 858 mail handler group leaders that we have provided, Mr. Chairman, in an effort to try to improve promotional opportunities for this neglected category of employees.

Mail processing machine operator, PFS–4. There are now 45 such positions in existence.

CARRIER

For the letter carriers, as I pointed out, we have tried to create the carrier technician program based on a difference of responsibility involved, level 5. There are 8,443 positions as of March of 1967 in that category, and probably many more could be created.

CLERK

Distribution clerk, machine, PFS–5. There are now 2,035 of these positions, and obviously these positions will increase rapidly, Mr. Chairman, as we get more mechanization introduced in the Post Office. Distribution and dispatch expediter, PFS–5. There are now 1,588 such positions.

Window services technician, PFS–5. There are now 186 such positions.

As a matter of fact, Mr. Chairman, I just took a look at the number of positions that are now in level 5 of our rank-and-file employees, and I find that there are 287 different job titles in level 5, amounting to 43,900-and-some level 5 positions currently in existence, which is quite a few more I think than the average person normally thinks of in the postal field service.

So we have been making efforts then to provide increased promotional opportunities wherever this was possible based on increased difficulty and responsibility of the job.

In each of the above situations higher level jobs were created in recognition of greater responsibilities—not simply "more" work of the same character. Changes in the mail volume or the mail mix have not changed the essential character of the work of our carriers and our clerks.

In fact, as for clerks, with introduction of ZIP codes plus managerial designs which simplified scheme sorting, only by a very liberal construction of the law has it been possible to determine that a considerable amount of the clerical work still fits the definition of distribution clerk, PFS–4, key position No. 12.

Sorting mail by names of cities, or geographic areas, or alphabetically or numerically does not require the application of a mailing scheme.

On the other hand, many clerks are sorting mail which requires complex scheme knowledge that really should rate more than level 4, in my estimation.

Clearly, the number of level 5 jobs could be based on the level of scheme difficulty, and even jobs in excess of that.

As for letter carriers, their basic function is substantially the same today as it was in 1955 when Congress declared that their work should be ranked below that of auto mechanic, but above that of mail handler.

And in saying that, Mr. Chairman, I wish to emphasize again the job of letter carrier is a demanding job. I fully recognize and give full weight to that. My only point would be that there are many other jobs in the postal service which also are quite demanding and that if you change one without changing the relationship with other jobs, you are being unfair to certain categories of employees.

That is the simple point I am trying to make.

In fact, the job of a letter carrier is essentially as demanding and responsible today as it was many, many years before 1955. It is likely that some letter carrier jobs are more difficult than others, and should be given appropriate grade recognition. I happen to think so.

However, unless Congress changes the current job structure from top to bottom, and in the absence of any genuine change in duties and responsibilities, there is no rational basis for raising the grade of all letter carriers from PFS–4 to PFS–5. There is justification for raising the pay of letter carriers, and if that is the real issue, then let us stick with that issue.

Level distinctions permit us to recognize differences in skills and responsibilities. It is the incentive employees need to learn more and do more. This is true in relation to jobs of the same kind, for example, carrier, PFS–4, and carrier technician, PFS–5, or window clerk, PFS–4, and window services technician, PFS–5.

And it is especially important in relation to supervisory and nonsupervisory jobs.

If all PFS–4's are merged with PFS–5's, then the difference between levels 4 and 6 and between levels 4 and 7 is reduced by nearly 8 percent.

Following the best industry standards, the differential between a worker and his foreman ought to run at about 25 percent. Currently, the difference between a PFS–4 letter carrier and his foreman PFS–7 runs about 23 percent.

Already it is under what we would consider to be best by industry standards.

This differential is most crucial and should not be reduced if we expect to attract into supervisory levels employees with the greatest managerial potentials.

In the past, because PFS–4 was accorded more base pay as well as more scheduled steps, the differential was reduced. Even under the current structure, far too many employees decline opportunities to become supervisors because they find that the pay differential is inadequate.

If many of our better employees are unwilling to become supervisors now because of inadequate pay differential, imagine the chaos of inadequate supervision if the differential is reduced to 15 percent.

Finally, in merging all level 4's into level 5, let us not lose sight of a most important concern—that those earnest, willing, and indus-

trious employees, who through their own hard work and oftentimes at outside training and expense of both time and money, learned trades and acquired needed postal skills. Those employees are now in salary level 5, but the merger of 4's with 5 would in essence make a mockery of their industriousness.

If H.R. 7 passes, why should an employee take on the extra burden of night school to learn to become an auto mechanic, or an accounting clerk, or a personnel clerk? Why be a carrier technician with all of it extra demands? Why be a tractor-trailer operator with all of its extra demands of skill and responsibility?

EXTERNAL ALINEMENT

The Federal Salary Reform Act of 1962 was hailed as a landmark piece of civil service legislation because it laid the basis for resolving two major pay problems: (1) A system for determining fair compensation comparability, and (2) a system for reducing pay competition and irrationality among the various Federal pay systems.

At last week's session the Compensation Subcommittee considered the question of pay and pay comparability. It is the second item of pay interrelationship that I plan to cover today.

It is a common practice, Mr. Hanley, in industry for companies to be concerned with how their pay relates one to another. Their concern in this matter is to assure that their pay is fair in terms of the labor market as well as to assure that they have a high enough rate to attract and to retain competent, quality personnel. Congress must also set pay with these features in mind.

Postal pay should be in line with other Federal agencies—especially for jobs of like nature. Pay should also be in line with industrial pay for work requiring the same skill. The technique for this is known as job linkage. It has been used since 1962 and committee members, I am sure, are acquainted with it. This linkage, once again, is as follows: PFS–4 equals GS–5, PFS–11 equals GS–11, and PFS–20 equals GS–17.

We have all been concerned with the accuracy and adequacy of linkage, especially at the PFS–4 level. In April of 1964 the Civil Service Commission and Bureau of the Budget appointed a special panel to review the Federal comparability process for equity and fairness to both employees and taxpayers. This panel consisted of the following experts in salary administration: Mr. H. D. Meader, General Electric Corp.; Mr. J. Rosow, Standard Oil of New Jersey; Mr. H. Pope, Public Administration Service; and Mr. R. Wing, Eastman Kodak.

These experts, who are among the top experts in the job-classification field, reviewed the entire comparability process and gave particular attention to the system under which the postal field service plan was provided a payline by linkage with the Classification Act.

The panel found that the considerations leading to the decision by the administration and the Congress to rank PFS–4 with GS–5 were as enumerated below.

(1) The production tempo of work and the factory-type operation in modern post offices.

(2) The fact that over the past 20 years the pay of postal jobs moved above that for GS–4 and became equal to the pay of GS–5.

I have a chart here, Mr. Chairman, which demonstrates that point.

(See chart referred to, p. 49.)

You notice back from 1930 to 1945 PFS level 4 entry rate was $1,700. GS–5 entry pay was $2,000.

Then it began to move up. Actually in about July of 1948 or 1949 we began to come much closer in PFS–4 to GS–5.

To come down I think until 1960, when the two became exactly even at 1960. They have continued in this relationship since that time.

But for many, many years PFS–4 was linked under GS–5.

(3) Static careers, with 80 percent of the work force in PFS–4 or below.

(4) Unique character of postal occupations.

As a result of the deliberations of this committee, the panel found that the linkage of PFS–4 with GS–5 was questionable. They then had this to say:

> The practical effect has been to rationalize and preserve historic pay relationships within and between the Classification Act salary schedule and the other systems. It is unlikely that any administrative officials could have used linkage to correct deeply imbedded historical pay practices within each of the other Federal statutory salary systems. These systems are now, in effect, tied to the comparability payline. The problem is to keep the knot tight, otherwise any upward slippage would corrupt comparability to inflate pay levels within dependent systems.
>
> In conclusion, the linkage concept constructed a series of bridges to interrelate three salary systems to the basic foundation of the Classification Act salary schedule. The bridges were built by internal alignment using job evaluation. Wherever the systems could not be connected or linked, the job evaluation principle was adjusted to accommodate other considerations. These adjustments, which require some elevation of the bridging points, made it possible for the postal field service to link with the Classification Act comparability payline. In the final analysis, the results represent a genuine achievement in harmonization of four independent and competitive salary systems in the long-range interest of consistency of Federal pay in the future.

I firmly believed at the time, Mr. Hanley, and continue to believe now, that the GS–5—PFS–4 linkage was right and fully justified, but it is obvious that an eminent panel of professional job classifiers felt that the linkage was too high, if anything.

When the linkage of PFS–4 to GS–5 was established, it was accompanied by considerable protest, very frankly, from administrators of the Classification Act system. Level GS–5 is not an entry level for persons without some previously acquired specialized training and experience. It is a level in which are found experienced and specialized clerical personnel. It is also the professional entry level for college graduates.

Attached to my statement are some illustrations of the kinds of jobs which are to be found in GS–5 as well as the legal definition of a GS–5.

(See material referred to, p. 50.)

Movement of all positions in PFS–4 to PFS–5, then, would have a doubly adverse effect: It would result in extreme misalinement with employees in Classification Act positions now ranked in GS–4, GS–5, and GS–6, and it would perversely affect pay schedules set via the comparability process.

I believe it is well at this point, sir, to set the record straight on a point I have time and again heard described as one of the great defects in the job classification and pay comparability process. That is the allegation that the linkage arrangement is defective because we are

linking jobs held by men with positions preponderantly held by females. And as a result, the price or value for the job is deflated because women are typically paid less than men.

There is no real validity to this for the reasons I have enumerated below.

(1) It is totally contrary to the basic American principle of equal pay for equal work without regard to sex.

(2) It ignores the fact that about 15 percent of our postal jobs are filled by women.

(3) Since most women are in clerical jobs, in effect, it proposed a pay distinction between clerks and carriers.

(4) The fact that most lower grade jobs under the Classification Act (GS) are filled by women is an irrelevancy.

(5) Actually, pay has not been deflated by including jobs filled by women.

(6) It ignores the fact that many women in the labor force are the sole support of their households.

I would like to elaborate a little bit on each of these points.

(1) Equal pay for equal work. Under all Federal pay systems, positions are classified without regard to the sex, race, or religion of the person who will be appointed to do the job. As is well known, the proportion of women in the labor market is constantly increasing. Jobs formerly held by men only are now filled by women.

Today women make up over one-third of the labor force. Recent Federal laws against discrimination in employment have included positive declarations to the effect that women are not to be given any pay disadvantage solely because of sex.

(2) Women in postal jobs. At last count, women worked in over 107,000 postal jobs. Among the jobs undertaken by women are: mail handlers, 1,764 are now women; letter carriers, 3,462 are now women; window clerks, 2,887 are now women; distribution clerks, 51,188 are now women; seasonal assistants, 2,702 are now women; and postmasters, 11,658 are now women. We also have women carrier technicians, foremen, and professional personnel, totaling 107,000 as of last month.

(3) Clerks and carriers have historically been in the same pay rate. The great increase in female employment is in the clerical ranks. The complaint that we ought to measure male jobs against male jobs comes most largely from the carrier craft.

If we were to accept the carriers' premise, could we conclude that carriers should be paid more than clerks because proportionatley there are more male letter carriers than male clerks? Job classification should be based on job requirements, not the sex of the holder. Should we pay the 3,500 female letter carriers less than male letter carriers?

(4) Positions in the lower levels of the Classification Act are mostly filled by women—but the question is does it matter?

We are told that PFS–4, predominantly men, should not be linked for pay-setting purposes to GS–5, predominantly women. If PFS–4 were equated with GS–6, as H.R. 7 would substantially do, would not the situation vis-a-vis PFS–4 still be the same?

The chart which we have put in here, Mr. Chairman, demonstrates that, as in the case of GS–5, the majority of people in GS–6, almost two-thirds of them, are women. So merely changing linkage from GS–5 to GS–6 isn't going to take care of the argument that we are supposedly linking male-type jobs with female-type jobs.

So if that is the rationale for the upgrading, it falls of its own weight.

(The chart referred to is as follows:)

	1964		
	Men	Women	Percent of women in level
GS–1	1,478	2,131	59.0
GS–2	10,853	15,863	59.5
GS–3	38,458	91,593	70.4
GS–4	44,551	123,152	73.4
GS–5	42,698	89,847	67.8
GS–6	20,589	36,710	64.1

(5) Pay findings by BLS did not give a result distorted in favor of jobs filled by females. And this is a very important point to understand.

Attached to my statement is a tabulation of job types and levels GS–1 through GS–7 with the percentage of women in those jobs indicated.

(See tabulation referred to, p. 52.)

I think you will find the sex characteristics of occupations included in the BLS survey for GS–1 through GS–7.

The data here show that the influence of women's rates is significant only in GS–1 through GS–3.

However, it is very interesting to note that the pay rate for draftsman tracer, GS–3, a predominantly male occupation, at $4,411 is below the average for GS–3, $4,645. The computed GS–4 comparability rate of $5,710 is composed of three predominantly male rates and two predominantly female rates. The average for the grade is a simple arithmetic mean of the five rates, and is only slightly above the proposed fourth step of PFS–3, $5,661.

So the point to get from this chart, sir, is the fact that of the jobs used in the BLS survey, after you leave GS–3, practically all of the figures that are obtained are obtained on the basis of male jobs, not female jobs, filled overwhelmingly by male personnel.

(6) About 45 percent of the women in today's work force are single, widowed, divorced, or separated; thus, just as much in need of deriving their principal income from their job as are most men.

The linkage of GS–5 to PFS–4 should not be discarded in our judgment. It is a liberal linkage, as any salary or job analyst will attest. If pay is the real issue, then let's face that problem squarely. If Congress proceeds this year to reclassify PFS–4 to PFS–5 as a device for increasing pay, you can be certain that you have only started the merry-go-round of pay shuffling. Pressure will most certainly develop from persons in all other statutory pay systems—Veterans' Administration, Foreign Service, and Classification Act—for statutory reclassifications.

In all fairness, adjustments of a similar nature should be made for the military service.

Why not move all GS–1 through GS–5 up one level?

And I very frankly, Mr. Chairman, have too much respect for John Griner as a union leader of the AFGE to think that he is going to stand by and see all the postal workers in the lower ranks upgraded by one grade and not want the same thing accorded to his people.

As Chairman Macy pointed out the other day, there are many of Mr. Griner's members who are in the same jobs as are found in the postal field service who in many cases are earning $600 to $1,000 less while filling the exact same job because they are ranked under the GS system, where our people are ranked under the postal field service system.

So I can assure, Mr. Griner, being the good union leader he is and having the very large membership he does in AFGE, would certainly be back before this committee in order to try to get an upgrading of his people should we follow the course of action set forth in H.R. 7.

Why not make all corporals sergeants? This year it will be PFS–4's to PFS–5. In a few years, the old pressures will build up again for boosting all PFS–5's to 6, et cetera. Where would it all end? It would end only, I submit, sir, when we have agreed on principles on which to set pay and job classification. Without principles to follow, we are indeed lost in pay setting.

COST IMPLICATIONS

Pay increases, no matter what the reason, are costly. This is especially true in the postal service because of its very magnitude, and because about 85 percent of the total postal budget is for employment purposes. For fiscal 1968 about $5¼ billion will be expended for personnel services. Consequently, a 1 percent increase in pay will cost about $52 million a year to the postal service alone.

H.R. 7 in total costs is as follows. It would cost a total of $328 million to raise all levels 1 to 4 up one level. Then if we are to eliminate steps 1 and 2 of levels 1 through 6 and step 1 of level 7, as is proposed in H.R. 7, this costs an additional $168 million.

And then if we also increase the step increases according to total years of service, that will cost an additional $176 million.

So the grand total of the cost to the postal service alone of H.R. 7 would be $672,966,708.

In addition to the approximately $673 million direct cost of H.R. 7, it is estimated that its enactment would increase the unfunded liability of the civil service retirement fund by about $1.6 billion.

Moreover, it could realistically be expected that insistent pressures would arise for corresponding pay adjustments for general schedule employees as well as for the military. Thus, the entire proposed postal rate increase would be wiped out and the postal system would be worse off financially than before.

Other bills proposed are even more extravagant. For example, H.R. 3383, which would raise levels 3 through 19—incidentally, leaving levels 1 and 2 exactly as they are, not increasing them at all—but raising levels 3 to 19 one level and converting to a new salary scale, would cost $646 million-plus.

Reclassification of PFS position levels, which is called for throughout the bill, would cost an additional $296 million-plus.

And, finally, step increases made annually above step 7 would cost an additional $149 million-plus.

This is a grand total of $1,090 million.

I know that this is a committee concerned about position classification, and you may wonder why I introduced the cost issue. I introduced the cost factor here to indicate clearly that we cannot deal with the vital matters of reclassification without full awareness of the total implications involved.

We recognize clearly that clerks and carriers are once again in need of a pay increase, and this administration has supported pay raises each year it has been in office. As a matter of fact, this is the sixth consecutive year I have had the pleasure of appearing before a congressional committee to speak on behalf of a pay raise for postal and other Federal workers.

Our differences have not been over the necessity for a raise, but over the amount or the exact form of the raise.

Therefore, in order to set the record straight, we are strongly in favor of a pay raise—but not via the indirect route of reclassification. The President's proposal of a 4.5 percent pay increase is eminently fair, timely, and in no way would cause pay distortions.

I hope, sir, my conclusion is self-evident—that we strongly support higher level jobs and promotional opportunities for clerks and for carriers, as well as other employees, when based on actual distinctions in work performed, and we have been trying to make these adjustments over the past several years as I have indicated, but we are strongly opposed to the concept of reclassification which is contained in H.R. 7.

Further, we oppose any reclassification proposals that do not deal with the total problems of internal and external job and pay alinement.

I am pleased, sir, to have had this opportunity to present our views on this subject. I am sure you may have some questions on items which I may not have covered or covered only too briefly, and I would be pleased to attempt to answer them, sir, if I possibly can.

(The material referred to by Mr. Murphy is as follows:)

Salary chronology, 1945–66—Postal field service and Classification Act

Effective date of Pay Act	PFS-4		GS-5	
	Entry rate	Increase	Entry rate	Increase
1930–June 1945	$1,700		$2,000	
July 1945	[1] 1,700		2,320	$320
January 1946	2,100	$400	2,645	325
July 1948	2,550	450	2,975	330
October 1949	2,870	320	3,100	125
January 1951	3,270	400	3,410	310
March 1955	3,660	390	3,670	260
January 1958	4,035	375	4,040	370
July 1960	4,345	310	4,345	305
October 1962	[2] 4,565	220	4,565	220
January 1964	4,690	125	4,690	125
July 1964	5,000	310	5,000	310
October 1965	5,181	181	5,181	181
July 1966	5,331	150	5,331	150

[1] Employees in entry step moved to step 5; schedule not changed.
[2] Employees in entry step converted to step 2 of new schedule (added $160).

REPRESENTATIVE POSITIONS THAT WOULD BE IN LEVEL 5 OF THE PFS SCHEDULE UNDER H.R. 7

POSITIONS NOW IN LEVEL 4

K.P. 10, Motor Vehicle Operator
S.P. 5–52, Junior Mechanic, Automotive
K.P. 11, City or Special Carrier or Special Delivery Messenger
K.P. 12, Distribution Clerk
S.P. 2–354, Mail Processing Machine Operator
S.P. 1–33, Group Leader, Mail Handlers
K.P. 13, Window Clerk
S.P. 2–1, Distribution and Window Clerk
S.P. 2–44, Bulk Mail Clerk
S.P. 1–6, Clerk-Stenographer
S.P. 1–29, Time and Attendance Clerk
S.P. 5–10, Clerk, Vehicle Dispatching
S.P. 2–6, Employee Accounts Clerk
S.P. 2–2, Personnel Clerk
S.P. 6–2, General Mechanic
S.P. 6–11, Assistant Engineman
S.P. 7–31, Group Leader, Serving Machine Operators

POSITIONS NOW IN LEVEL 5

S.P. 5–22, Tractor-Trailer Operator
K.P. 14, Automotive Mechanic
S.P. 2–261, Carrier Technician
K.P. 16, Distribution Clerk, R.P.O. or H.P.O.
S.P. 2–362, Parcel Post Distributor (Machine)
S.P. 2–382, Distribution and Dispatch Expediter
S.P. 2–388, Window Services Technician
S.P. 2–389, Finance Station or Branch Superintendent
S.P. 2–387, Bulk Mail Technician
S.P. 1–18, Nurse
S.P. 2–229, Trip Accounts Clerk
K.P. 15, Transfer Clerk
K.P. 17, Claims Clerk, Paying Office
K.P. 18, Postmaster
S.P. 6–63, Maintenance Mechanic, Mail Processing Equipment
S.P. 6–10, Maintenance Electrician
S.P. 7–29, Maintenance Mechanic General (Mail Equipment Installation)

REPRESENTATIVE POSITIONS THAT WOULD BE IN LEVEL 6 OF THE PFS SCHEDULE UNDER H.R. 4897

POSITIONS NOW IN LEVEL 5

K.P. 14, Automotive Mechanic
K.P. 15, Transfer Clerk
K.P. 16, Distribution Clerk, R.P.O. or H.P.O.
K.P. 17, Claims Clerk, Paying Office
K.P. 18, Postmaster
S.P. 2–3, Information Clerk
S.P. 5–22, Tractor-Trailer Operator
S.P. 6–24, Lieutenant of Guard
S.P. 6–10, Maintenance Electrician
S.P. 2–217, Transfer Clerk, AMF
S.P. 2–370, Transit Mail Expediter
S.P. 2–181, General Office Clerk, Foreign Mail
S.P. 2–326, Personnel Assistant
S.P. 2–186, Assistant to the Postmaster

POSITIONS NOW IN LEVEL 6

S.P. 5–55, Body and Fender Repairman
S.P. 2–232, Clerk-in-Charge, Transfer Office
S.P. 2–231, Clerk-in-Charge, R.P.O. or H.P.O.
S.P. 2–159, International Claims Clerk, Paying Office
K.P. 20, Postmaster
S.P. 2–426, Customer Relations Representative
S.P. 5–21, Schedules Examiner, Vehicle Runs
S.P. 6–26, Captain of Guard
S.P. 6–12, Elevator Mechanic
S.P. 2–386, Special Transfer Clerk, Air Mail
S.P. 2–371, Highway Dispatch and Routing Technician
K.P. 19, Claims Clerk, Common and Contract Carriers
S.P. 2–293, Personnel Actions and Records Supervisor
S.P. 2–381, Assistant to the Postmaster

BASIS FOR GRADING POSITIONS

The General Schedule, the symbol for which is "GS," is the basic pay schedule for positions to which this chapter applies. The General Schedule is divided into 18 grades of difficulty and responsibility of work, as follows:

(1) Grade GS–1 includes those classes of positions the duties of which are to perform, under immediate supervision, with little or no latitude for the exercise of independent judgment—

(A) the simplest routine work in office, business, or fiscal operations; or

(B) elementary work of a subordinate technical character in a professional, scientific, or technical field.

(2) Grade GS–2 includes those classes of positions the duties of which are—

(A) to perform, under immediate supervision, with limited latitude for the exercise of independent judgment, routine work in office, business, or fiscal operations, or comparable subordinate technical work of limited scope in a professional, scientific, or technical field, requiring some training or experience; or

(B) to perform other work of equal importance, difficulty, and responsibility, and requiring comparable qualifications.

(3) Grade GS–3 includes those classes of positions the duties of which are—

(A) to perform, under immediate or general supervision, somewhat difficult and responsible work in office, business, or fiscal operations, or comparable subordinate technical work of limited scope in a professional, scientific, or technical field, requiring in either case—

(i) some training or experience;

(ii) working knowledge of a special subject matter; or

(iii) to some extent the exercise of independent judgment in accordance with well-established policies, procedures, and techniques; or

(B) to perform other work of equal importance, difficulty, and responsibility, and requiring comparable qualifications.

(4) Grade GS–4 includes those classes of positions the duties of which are—

(A) to perform, under immediate or general supervision, moderately difficult and responsible work in office, business, or fiscal operations, or comparable subordinate technical work in a professional, scientific, or technical field, requiring in either case—

(i) a moderate amount of training and minor supervisory or other experience;

(ii) good working knowledge of a special subject matter or a limited field of office, laboratory, engineering, scientific, or other procedure and practice; and

(iii) the exercise of independent judgment in accordance with well-established policies, procedures, and techniques; or

(B) to perform other work of equal importance, difficulty, and responsibility, and requiring comparable qualifications.

(5) Grade GS–5 includes those classes of positions the duties of which are—

(A) to perform, under general supervision, difficult and responsible work in office, business, or fiscal administration, or comparable subordinate technical work in a professional, scientific, or technical field, requiring in either case—

(i) considerable training and supervisory or other experience

(ii) broad working knowledge of a special subject matter or of office, laboratory, engineering, scientific, or other procedure and practice; and

(iii) the exercise of independent judgment in a limited field;

(B) to perform, under immediate supervision, and with little opportunity for the exercise of independent judgment, simple and elementary work requiring professional, scientific, or technical training; or

(C) to perform other work of equal importance, difficulty, and responsibility, and requiring comparable qualifications.

(6) Grade GS–6 includes those classes of positions the duties of which are—

(A) to perform, under general supervision, difficult and responsible work in office, business, or fiscal administration, or comparable subordinate technical work in a professional, scientific, or technical field, requiring in either case—

(i) considerable training and supervisory or other experience;

(ii) broad working knowledge of a special and complex subject matter, procedure, or practice, or of the principles of the profession, art, or science involved; and

(iii) to a considerable extent the exercise of independent judgment; or

(B) to perform other work of equal importance, difficulty, and responsibility, and requiring comparable qualifications.

(7) Grade GS–7 includes those classes of positions the duties of which are—

(A) to perform, under general supervision, work of considerable difficulty and responsibility along special technical or supervisory lines in office, business, or fiscal administration, or comparable subordinate technical work in a professional, scientific, or technical field, requiring in either case—

(i) considerable specialized or supervisory training and experience;

(ii) comprehensive working knowledge of a special and complex subject matter, procedure, or practice, or of the principles of the profession, art, or science involved; and

(iii) to a considerable extent the exercise of independent judgment;

(B) under immediate or general supervision, to perform somewhat difficult work requiring—

(i) professional, scientific, or technical training, and

(ii) to a limited extent, the exercise of independent technical judgment;

or

(C) to perform other work of equal importance, difficulty, and responsibility, and requiring comparable qualifications.

Sex characteristics of occupations included in BLS survey (GS–1 through GS–7)

Grade	Job title	Percent, women
GS–1	File clerk I	90 or more.
	Office boy or girl	40 to 44.
GS–2	File clerk II	90 or more.
	Keypunch operator	Do.
	Switchboard operator	Do.
	Tabulating machine operator I	45 to 49.
	Typist I	90 or more.
GS–3	Engineering technician I	10 to 14.
	Draftsman, tracer	20 to 24.
	Accounting clerk I	85 to 89.
	File clerk III	90 or more.
	Keypunch operator	Do.
	Stenographer, general	Do.
	Switchboard operator II	Do.
	Tabulating machine operator II	30 to 34.
	Typist II	90 or more.
GS–4	Engineering technician II	5 to 9.
	Draftsman I	Less than 5.
	Accounting clerk II	55 to 59.
	Stenographer, senior	90 or more.
	Tabulating machine operator III	15 to 19.
GS–5	Accountant I	10 to 14.
	Auditor I	Less than 5.
	Job analyst I	20 to 24.
	Chemist I	10 to 14.
	Engineer I	Less than 5.
	Engineering technician III	Do.
	Draftsman II	Do.
	Buyer I	15 to 19.
GS–7	Accountant II	Less than 5.
	Auditor II	Do.
	Attorney I	Do.
	Job analyst II	Do.
	Chemist III	5 to 9.
	Engineer II	Less than 5.
	Engineering technician IV	Do.
	Draftsman III	Do.
	Buyer II	Do.

Partial listing of postal jobs filled by women, as of March 1967

	Total	Female
Special delivery messenger	3,561	81
Mail handler	38,235	1,764
Distribution clerk	197,499	51,188
Distribution clerk, machine	2,035	752
Special distribution clerk	675	24
Distribution and dispatch expediter	1,588	11
Window clerk	14,442	2,887
Window services technician	186	13
Seasonal assistant	9,494	2,702
Postmaster	24,327	6,305
Letter carrier	184,785	3,462
Carrier technician	8,443	13
Personnel assistant	407	88
Personnel clerk	550	138
Civil service examiners in charge	409	44
General office clerk	101	50
Office clerk, custodial	93	32
Clerk-stenographer	1,703	1,448
Secretary	314	278
Clerk-typist	165	136
Administrative assistant	115	39
Alpha card punch operator	140	139
Card punch supervisor	32	29
Telephone operator	181	159
Accounting clerk	1,891	346
Time and attendance clerk	1,291	105
Nurse	128	121
Assistant to the postmaster	1,191	241
Assistant postmaster	4,462	162
Carrier station or branch superintendent	2,515	40
Foreman, mails	7,837	66
Finance station or branch superintendent	612	46
Inspection service clerk	115	63
Inspection service senior clerk	123	59
General clerk	3,395	493
Distribution and window clerk	31,183	8,156
Post office clerk	17,498	15,065
Classification and inquiry clerk	780	120
Operator, sewing machine shops	32	26
Operator, sewing machine repair	75	66
Machine operator	106	45
Laborer, custodial	5,404	63
Cleaner	458	398
Janitor	3,881	237
Elevator operator	723	32

Postal cost implications

	Percent increase	Average increase (per employee)	Total cost (in millions)
H.R. 8261	4.5	$294	$236
H.R. 7	13.4	847	672
H.R. 3383	21.7	1,371	1,090

NOTE.—Proposed postal rate increase $700,000,000.

The postal job ranking system

Key	Position	PFS grades			
		Current law	H.R. 7	H.R. 4897	H.R. 3383
1	Janitor	1	2	2	1
2	Elevator operator	2	3	3	2
3	Order filler	2	3	3	
4	Clerk (3d class)	2	3	3	3
5	Guard	3	4	4	4
6	File clerk	3	4	4	
7	Typist	3	4	4	4
8	Mail handler	3	4	4	4
9	Garageman	3	4	4	4
10	Motor vehicle operator	4	5	5	5
11	Letter carrier	4	5	5	5
12	Distribution clerk	4	5	5	5
13	Window clerk	4	5	5	5
14	Automobile mechanic	5	5	6	6
15	Transfer clerk	5	5	6	6
16	Distribution clerk (RPO)	5	5	6	6
17	Claims clerk (paying)	5	5	6	6
18	Postmaster (3d class)	5	5	6	6
19	Claims clerk (carrier)	6	6	6	
20	Postmaster (3d class)	6	6	6	7
21	Foreman	7	7	7	8
49	Regional director	20	20	20	20

Typical Federal positions in grades GS–1 through GS–6 as represented by position descriptions and CSC classification standards

Grade	ICC	FCC	GSA	GAO	CSC standards
GS–1	Clerk		Office machine operator; teletype operator.		Messenger.
GS–2	Mail clerk; messenger; motor vehicle operator.	File clerk	Teletype operator; clerk	Mail clerk	Messenger; guard.
GS–3	Supply clerk; storekeeping clerk	Mail supervisor; cash clerk; office machine operator.	Supply clerk		Mail clerk; guard
GS–4	Mail clerk; supply clerk		Communications clerk; clerk		Teller; guard; freight rate assistant; mail clerk; policeman; fire fighter.
GS–5	Telecommunications aid; mail supervisor; supply clerk; voucher examiner.	Mail supervisor	Communications clerk; supply clerk.	Voucher examiner	Freight rate assistant; teller; mail clerk; policeman; fire fighter; detention guard.
GS–6	Accounts maintenance clerk	Administrative clerk; correspondence clerk.	Payroll clerk		Freight rate assistant; teller; detective; fire chief.

Mr. HANLEY. Thank you very much, Mr. Murphy.

Additionally, I want to again remark upon the distinction of this subcommittee as opposed to that of the Compensation Subcommittee, and in so doing want to dispel any notion that the design of this subcommittee was intended to improve upon the current pay problem.

I emphasize the fact that this is a "long-distance" subcommittee designed to eradicate many of the inequities that exist from our observation in the Classification Act and the PFS system.

So, as you have suggested in this statement that the Federal Salary Reform Act of 1962 was held as a landmark piece of civil service legislation, hopefully the accomplishments of this subcommittee insofar as classification could eventually so be described.

Mr. MURPHY. I think they could very well, Mr. Chairman.

Mr. HANLEY. We all agree that there are many inequities, both in the classification and the PFS system. And we fully recognize—and you have very positively pointed out—the many ramifications that would ensue as a result of the enactment of H.R. 7.

You have contributed greatly with respect to our ability to deliberate on this very important piece of legislation.

A question. With respect to levels up to PSF–4, what is the rate of turnover in these levels as opposed to PFS–4 let's say. Can you make that comparison?

Mr. MURPHY. The rate of turnover for PFS for the entire postal service—I have that—is currently in career jobs 8.9 percent. In career substitute jobs it is 32-plus percent. And in temporary jobs it was last year 89.9 percent, almost 90 percent.

So, as you can see, it goes up markedly when you are talking about temporary employees, and that primarily has been the nature of our separation and turnover problem during this past year.

The turnover among career employees combined, both career regular and career substitute, is around I believe 12 percent. I have that chart here. But, anyway, it is 8.2 for career regulars and 32.6 I think it is for career substitutes, which gives us a combined turnover in the career ranks of 12.4 percent.

Mr. HANLEY. With respect to your statement regarding the distinguished panel of experts which reviewed the comparability process and found the linkage of PFS–4 and GS–5 questionable, they are quoted in your testimony as follows:

> It is unlikely that any administrative officials could have used linkage to correct deeply imbedded historical pay practices within each of the other Federal statutory salary systems.

Did that panel make any suggestions regarding possible legislative or other action which might be taken to solve the problem?

Mr. MURPHY. No sir. I think in essence their conclusion was that they validated the linkage which this Congress and the administration had proposed and had made in 1962, but they did it, sir, on the basis of the factors which I outlined, namely, the amount of time that a postal clerk and carrier spend in the grade level, the nature of the production type of work that we are engaged in in postal service, and other factors other than pure job classification factors.

They felt—and Dr. Block and Mrs. Flory spent a considerable amount of time testifying before them in defense of the linkage—that on the basis of straight job classification we had, very frankly, linked PFS–4 too high with the GS system.

We in the postal service dissented very strongly from that view. That was not my position in 1962. It is not my position today.

And we attempted to present forcefully to this committee the reasons why we felt that this linkage was fully justified.

The committee did finally validate what we had done, but they did it on the ground of other than pure job classification factors. And they said we ought to try to hold the linkage tight because any additional slippage would result in unfairness to other Government workers.

That was their view. As I have stated, my view is that our PFS–4 people clearly deserve the linkage they got with GS–5 and it was not too high.

Mr. HANLEY. Did they indicate how industry and business compensated for production tempo work, factory-type operation, positions which involve static careers, and positions which may be unique to their company or to their industry?

Mr. MURPHY. I think that is why they agreed upon the linkage, Mr. Chairman, at the rate that they did.

They said that some additional consideration should be given to these factors which are the factors that we presented to them as reasons for our support of this linkage, and they agreed that this was probably a good reason for an increase consideration for the clerk-carrier group.

Mr. HANLEY. At this point we will invoke the 10-minute rule. Hopefully, each committee member will have that opportunity. Assuming that we do have time left, we will revert back to further questions.

At this point I defer to the senior member of the committee present from Nebraska, Mr. Cunningham.

Mr. CUNNINGHAM. Thank you, Mr. Chairman.

Mr.Murphy, I appreciated your statement. I would like to ask some questions as a background to the personnel work that you are doing and the fact that you are here representing the Department on personnel matters.

May I ask, sir, how long you have been Assistant Postmaster General?

Mr. MURPHY. A little over 6 years, sir. I am in my seventh year.

Mr. CUNNINGHAM. Could you give me a description of your experience in personnel work prior to becoming Assistant Postmaster General?

Mr. MURPHY. I was not in personnel work before I became Assistant Postmaster General, Mr. Cunningham. I am not a classification expert; did not pretend to be.

Mr CUNNINGHAM. In other words, you had no personnel experience and you went right into the personnel field in the Post Office Department?

Mr. MURPHY. Yes sir. That is correct.

Mr. CUNNINGHAM. How many employees do you have in the Bureau of Personnel located in the Department here in Washington?

Mr. MURPHY. In Washington, sir?

Mr. CUNNINGHAM. Yes.

Mr. MURPHY. 130, sir, currently.

Mr. CUNNINGHAM. How many of these employees have had actual experience in the postal field service out in the field?

Mr. MURPHY. Oh, I would think a considerable number of them. They are practically all career people.

Mr. CUNNINGHAM. In Washington? Or have they been brought in from the field?

Mr. MURPHY. It would vary, sir. Most of them would be people that have spent most of their time here in Washington. Some have come from the field service.

I could give you a breakdown for the record, sir, and would be happy to do that.

Dr. Block, incidentally, who is the Director of Compensation, has had I think 19 years in the Federal field service, and he was in the regions before he came to the Department here in Washington.

Mr. CUNNINGHAM. I would appreciate that for the record.

Mr. MURPHY. Yes sir. I will be very happy to give that to you.

Mr. CUNNINGHAM. I am not talking about career people in the Bureau of Personnel of the Post Office Department who have always been located in Washington. My question is, I want to know if you have got in your Division of Personnel people who have actually come from the field, who in my personal judgement recognize more readily the problems and inequities that are involved in legislation that we have before us today.

Mr. MURPHY. Surely. I will be very happy to do that, Mr. Cunningham.

Mr. HANLEY. Without objection, the material referred to will be made a matter of record.

(The information requested follows:)

POST OFFICE DEPARTMENT,
ASSISTANT POSTMASTER GENERAL,
BUREAU OF PERSONNEL,
Washington, D.C. June 12, 1967.

Hon. JAMES M. HANLEY,
Chairman, Subcommittee on Position Classification, Committee on Post Office and Civil Service, House of Representatives, Washington, D.C. 20515

DEAR MR. CHAIRMAN: During hearings before the House Subcommittee on Position Classification on May 2, we were asked by Mr. Cunningham to provide the committee with information as to the proportion of Bureau of Personnel employees with past postal field experience. In line with this request, we circulated cards to each employee of the Bureau asking for this information on a voluntary basis. The detailed results of this survey are contained in the attached table.

The significant figures are those in the grade 10 and above category. Of this group of 77 employees, 26 have had postal field experience for an average of over 13 years. Thus, of those in the decision-making grades of the Bureau, better than one out of three have had postal field experience. In all but one or two cases, this field experience was of sufficient duration to provide valuable insight and understanding of problems in the field. In addition, it is worth noting that the majority of those in grade 10 and above have had experience in other Federal agencies and one out of three have had field experience with other agencies.

Sincerely yours,

RICHARD J. MURPHY,
Assistant Postmaster General.

Type of Federal service of members of the Post Office, Bureau of Personnel (national headquarters), May 19, 1967 [1]

General service grade	Number of employees by type of Federal service				Number who have passed postal field examinations [2]	Combined years of postal field experience	Average years of postal field experience of those who have had field experience
	Post Office Department		Other Federal agencies				
	Headquarters	Field service	Headquarters	Field			
1 through 4	20	3	7	1	4	27	9
5 through 9	31	11	13	9	6	38	3+
10 and over	77	[3] 26	37	26	22	340	[3] 13+
Total	128	40	57	36	32	405	10

[1] The Bureau of Personnel includes units which carry on no function pertaining to the field service, as or example, the personnel staff for the national headquarters and the staff of the headquarters health unit.
[2] Primarily the clerk-carrier and railway clerk examinations.
[3] Breakdown:

Under 3 years	4
3 through 9	6
10 through 14	5
15 through 19	4
20 through 24	3
25 through 29	4
Total	26

Mr. MURPHY. I might say, Mr. Cunningham, because of the fact I had no experience in personnel when I came to the job—as a matter of fact, I told the committee during the hearing that I had never had 1 day's experience—I made it a point to go out with a letter carrier and to walk the route, to go with clerks, to go with mail handlers, to go with postmasters, and to go in RPO cars, and others.

As a matter of fact, that was the first time in the history of the Department that that was ever done by anybody. And I do insist that my people visit post offices frequently, my people who are in classification work as well as in other aspects of our personnel job. So we try to make up for our lack of experience through the ranks in that fashion, sir.

Mr. CUNNINGHAM. Just as a practical matter, of course, when your people go out from Washington to a post office, I am sure he is very well taken care of by the postmaster. I doubt if he gets an opportunity to sit down with the rank and file of the employees to really get to the nub of this problem that we feel exists today.

Mr. MURPHY. When I went to New York, sir, I went unannounced. I went with union officials. I went at 3 o'clock in the morning to the back platforms of the central post office.

I have gone unannounced on railway post office cars, and I have gone unannounced to other post offices.

I make it a practice to go to a post office late at night whenever I visit cities. I generally don't go in the front door. I go in the back door.

Mr. CUNNINGHAM. Well, do you feel that all of these people in the Bureau of Personnel then are thoroughly familiar——

Mr. MURPHY. They all could improve their familiarity I think, sir.

Mr. CUNNINGHAM (continuing). With the actual experience and work closely with the men in the field that actually are involved?

Mr. MURPHY. We try to get them to do that, Mr. Cunningham. On the other hand, I would be the first to say to you that the experience of all of our people could be improved. That is always the case. We are always striving for improvement, sir.

And I think your point is well taken.

Mr. CUNNINGHAM. In your statement you say, "Properly, Congress should periodically review the rationale behind all pay systems."

Now, of course, that is what we are doing right now, is it not?

Mr. MURPHY. Yes, sir. That is correct. What I really had in mind was to say that there ought to be a comprehensive, indepth review, and that is precisely what this committee has been set up for, and that is why I have great hopes for it, as does Mr. Hanley and as I am sure you yourself do.

Mr. CUNNINGHAM. Now, Mr. Hanley referred a moment ago to page 15, to this so-called panel of experts. I think this committee, where you are now testifying, is in the category of a panel of experts, and it disturbs me when we have a so-called panel of experts from the outside who are appointed and who come in with various written statements and recommendations, because I don't think they know a darn thing about these problems.

There are many prominent names that have been appointed to study various problems of Government. I know from actual experience that many of these prominent name people, known all over the country, don't often attend those meetings. They send some assistant, some second- or third-echelon man, down here to attend the meetings and make these studies.

And then, of course, when it is finally announced what their recommendations are, it comes out under the name of these prominent people.

I don't think that there is anybody on the outside that is as familiar with these postal problems as the employee representatives themselves through their organization and the respective committees of the House and the Senate.

I would be hopeful that you would consult us more often than you have and depend less upon these people from the outside.

When we enacted this comparability principal in 1962, some people said it was an impossibility to compare the work of the postal clerk or a letter carrier with similar position in private industry. And I think that is true today. Their work is entirely different than almost anything you could dream up.

Mr. MURPHY. I completely agree with you on that point. I don't disagree with you at all.

I think, sir, you asked Mr. Macy on Thursday when he was here, I think quite correctly, what we had been doing about this problem of classification. In the past several years we have been doing a lot in the postal field service.

One of the things we did, one of the things the Commission really did, was to have this top group of experts from outside who are supposed to be the top men in their field take a look at the whole field of Government classification systems and the linkages of the comparability process to assure we were going about this procedure in the correct fashion.

In other words, it was to have an independent look of somebody that had not been involved in actually drawing this system up, to see whether we were doing it correctly.

Their findings were as reported here, sir.

So I would agree with you that I think the nature of the job of a letter carrier or of a distribution clerk is unique to the postal service.

It is very difficult if not impossible to make an exact comparison with that job on the outside.

For those reasons that I have cited, we told this committee that we felt this linkage was correct.

As I say, on the basis of pure job classification factors they thought it too high. So——

Mr. CUNNINGHAM. If we had this committee of experts and we have this committee here, and if we make a study of it and we make recommendations, and if the outside committee makes a study of it and it makes recommendations, which recommendation do you take?

Mr. MURPHY. Well, what we do is we try to get everybody's view. Of course, the Congress is the voice that we listen to the most. You are our bosses. You are our board of directors.

And, of course, the Congress itself has decided upon this classification system.

I noticed the other day we were talking about the question of busdrivers. Some people seem to be surprised when we say that under the existing system a busdriver in the District of Columbia would have to be ranked at PFS–5 if he were ranked in the PFS system. But that is the truth of the matter under the existing law, and Congress itself set that law.

The committee itself wrote distinctions into the key positions.

So we listen very strongly to you, believe you me.

Mr. CUNNINGHAM. Don't you believe, in this highly sophisticated age we are in, that certainly the clerks and letter carriers, mail handlers, et cetera, are in need of better pay because of their responsibilities?

On the companion legislation, I did not introduce it for the sole purpose of getting postal employees just a pay raise. I introduced it because of the way our postal system is developing, the sophistication, the more knowledge they need. I feel that they should be in level 5 because of that reason.

The mail handlers in level 3 perform a very important service, almost comparable to some people in level 4 among the clerks, and yet they are in level 3. They can't get up to level 4. It has been opposed, opposed, and opposed.

Mr. MURPHY. We have some in level 4, Congressman.

Mr. CUNNINGHAM. Well, you have some.

Mr. MURPHY. Yes sir.

Mr. CUNNINGHAM. I just want to say in conclusion, then, Mr. Chairman, we did say in 1962 that we should have this comparability carried out, and all evidence indicated it has not been.

And I am not at all fearful, as you say on page 21, that if we do what we hope to do in this legislation that pressure will develop from persons in other statutory pay systems, VA, Foreign Service, and Classification Act, for statutory reclassifications. That doesn't bother me at all. If it is deserving, that is fine.

But, as I said to Mr. Macy, when you become a member of the postal service in level 4, to take an example, you are frozen there. It is not like the classification service or the classification system or classified employees. They, for the most part, make out their own job descriptions. If they are a GS–7 and they make out a fancy description of what they say they do each year, then they might go

up to GS–8 or GS–9. The agency determines that. They are not frozen like the postal people are.

Mr. MURPHY. Could I just comment there, sir? In the GS system I think you would be surprised to find that at least 26 percent of all the people that are in GS–5 have that as the top rate of their job. In other words, it is a dead end for them. That is the top rate of 26 percent of all the people that are in GS–5.

In addition to that, over 58 percent of all the people in GS–5 are above step 5. Pardon me. I mean above 5 years of service. Over 58 percent of all the people in GS–5 are above 5 years of service.

So it is not completely as mobile as we think about it at first look.

I was strongly surprised when I did a little research in this to find out how many people are in dead end jobs under GS–5, and I find there are quite a few more than I would have thought to be the case.

So the problem of dead end jobs is just not unique to the postal service, although it is more accentuated, sir, in the postal service than it is in any other field.

That is why we validated that linkage the way we did.

Mr. CUNNINGHAM. I would pursue that, but my time is up.

Mr. HANLEY. The time of the gentleman has expired.

The gentleman from Michigan, Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

I am happy to see you again, Mr. Murphy, and I want to compliment you again.

As a lawyer, I realize that when you come to court your case can only be as good as it was before it was put in your hands. I compliment you because you have done an excellent job of presenting the case with a rather weak position to maintain.

I was just looking with some interest at the list of eminent experts that you relied upon, or that someone in your shop relied upon, very strongly in drawing conclusions with regard to the classification system.

I notice, for example, that there are no names that I recognize as eminent experts or representatives of organized labor.

Didn't the Civil Service Commission and the Bureau of the Budget consider that there was anyone in organized labor who might have some ideas about position classification and factors from their point of view that are important in recruiting and retaining people?

Mr. MURPHY. I really can't answer that very well, Mr. Ford, because, of course, I did not select the persons here.

Mr. FORD. Laying aside the labor organizations that deal with you or deal with the Federal Government, do you feel that you can get a true cross section on subject matter such as this when you exclude that very important part of our society, organized labor, from the councils on high?

Mr. MURPHY. No, I certainly wouldn't exclude them, sir. As a matter of fact, the Civil Service Commission and the Bureau of the Budget have in every case, where they have had a panel to recommend salaries, during the past several years to my knowledge always included representatives of organized labor, generally Mr. Meany or Mr. Biemiller.

Mr. FORD. It might be a salutary, novel experience for this gentleman from Eastman Kodak to sit down at the same table with organized labor, because they don't do that in that company ordinarily.

Mr. MURPHY. Mr. Marion Folsom, former Secretary of Health, Education, and Welfare, once prominent in that company, sat on a panel I was on with Mr. Meany and Mr. Biemiller on Federal salaries that the Bureau of the Budget and the Civil Service Commission organized about 2 years ago.

Mr. FORD. This panel though had no representative from organized labor?

Mr. MURPHY. No, sir. Not this panel.

Mr. FORD. Did Mr. Wing, this personnel expert from Eastman Kodak, have any suggestions about how we could avoid the kind of problems they are having about once a week now?

Mr. MURPHY. We didn't discuss that with him, sir.

Mr. FORD. You do know that they are having very serious personnel problems that have taken the form of riots?

Mr. MURPHY. I have read, sir, where they are having a problem in regard to the employment of 600 members of minority groups and training of them.

Mr. FORD. Heaven forbid that any policies that led them to that position should ever find their way into the Federal service.

I notice that you devote a good deal of your statement to comparison of women. I am very gratified you did, because we raised this the other day.

I want to say that on pages 17, 18, and 19 of your statement you begin this mythology that we sometimes follow here in Washington—that because some law has been passed and some court decisions have been rendered and all the labor organizations piously say they are working to end discrimination, that there is no discrimination in fact in the economy against the female wage earner.

Now, the facts of life are just contrary to any such conclusion. And the facts are that the woman still, along with other groups within the society, male and female, is vying for the lowest jobs in terms of prestige and pay in the total economy.

The comparison you make here is a woman in one part of the Federal service as compared to a woman in another part of the Federal service. And I grant you that within the Federal service we have gone a long way to wipe out distinction. But you don't have to go out of this building to find that distinction still exists.

If you go over to the pay office and compare the pay of male administrative assistants to the pay of female administrative assistants here in the Congress, you might find that there is a very distinctive difference, and nobody thinks that is unusual, because as a matter of fact, even though we pass these laws and vote for them, most of us still believe that women should not be paid as much as men—that is, we practice something different that we preach.

But you make the assertion that our reason for going into the problem of the post office hiring more women as letter carriers is not valid because, and I quote: "Since most women are in clerical jobs, in effect it proposes a pay distinction between carriers and clerks."

I look over here on page 19 of your statement, and I see that you have 3,462 letter carriers that are women—or women who are letter carriers, rather. That seems a little high to me.

Could you furnish us a breakdown by cities of where it is that we are hiring these women?

Mr. MURPHY. Yes sir. I will be very happy to do it. I will tell you, though, since——

Mr. FORD. Am I getting at all close when I raise the possible assumption that we are hiring most of the women in the high-wage areas?

Mr. MURPHY. No; I don't think that would be true. I will tell you why.

Mr. FORD. Are we hiring as many women down South as we are hiring in Chicago, Detroit, New York, Pittsburgh, Philadelphia, San Francisco, Los Angeles?

Mr. MURPHY. I would want to check these figures, Mr. Ford. I cannot give it to you from the top of my head. But I tell you the reason I think——

Mr. FORD. What is your impression? You must have an idea.

Mr. MURPHY. I do.

Mr. FORD. Do you think we are hiring as many down South as we are in the industrial North?

Mr. MURPHY. I think we are. I will tell you why.

In 1962 we changed what had been the standing instructions up to that time. Before that time, postmasters could decline a woman who was on a register or a list for a letter-carrier job, a mail-handler job, any other type of job in which he felt that the job was not appropriate for a woman.

Most of our postmasters felt it was not appropriate for women to be letter carriers—in spite of the fact that in certain countries women have been letter carriers all their lives or I mean ever since we had letter carriers, or in certain countries they are a majority.

Mr. FORD. Could you supply us with a figure? It is 3,462 letter carriers now. How many female letter carriers did we have when the economy started the past 60-month continuous growth?

How many did we have at the end of the last period of recession in 1960?

Mr. MURPHY. I think practically none. We had practically no women city letter carriers. We had rural letters carriers.

Mr. FORD. Isn't it true when we have a lot of unemployment and competition goes up for these jobs that we don't hire women in the post office?

Mr. MURPHY. No; I think the problem is this: That women——

Mr. FORD. Well, how many women—let me put it this way to you, and you can answer it now or submit it for the record. How many women did we hire during the year 1960 or 1959, when we were in the last peak of unemployment in this country, as contrasted with 1965 and 1966 when we were in the most recent peak of high employment? I would like to see those figures.

Mr. MURPHY. As letter carriers?

Mr. FORD. Yes; as letter carriers.

Mr. MURPHY. Practically none is the answer. Practically none in 1960. There were practically no women——

Mr. FORD. Why is it, in your opinion, that we hire a lot of women when the supply of potential employees is low and we do not hire women when the supply of potential employees is high if it is not because this is a job you take after all other jobs are gone?

Mr. MURPHY. Since the change in policy in 1962, it is now known that women can get letter carrier jobs in the postal service. As a matter of fact, they're doing very well in most cases. Most postmasters report that women do very well as letter carriers.

They have to carry 35 pounds. As long as they are limited to 35 pounds, they do a pretty good job.

They are coming in and taking the examination. They are scoring very high. As a result, they are now on the top of registers in many cities. So now the postmaster can't decline them anymore as a letter carrier. He has got to give them an equal chance with everybody else.

So, therefore, we are hiring more letter carriers. As a matter of fact, there are stories appearing all over the country now, and generally it makes the front page, Mr. Ford, when it happens. They put the lady letter carrier on the front page. They dress her up.

We had to get a special uniform, because she was wearing castoff uniforms from men—baggy pants, and it really looked pretty bad. So we had to get a specially designed uniform, and we have a very chic-looking uniform now.

So I think the reason for the increase in 1962 is that we have changed our policy. That is the answer. And the women are scoring high on the exam. And a postmaster can't turn them down anymore for the jobs.

Therefore, we have increased employment of women very greatly.

Congresswoman Griffiths from your State is a great champion of this, and, as you know, she has been a champion of women for many, many years in this area. I am sure she would be greatly pleased with the fact we are getting a lot more women in the postal service in these jobs.

Some of our men might not be too happy, but I think most of the women are happy about it.

Mr. FORD. You just made a mistake, because Mr. Macy used the good lady's name the other day, and she found out what he said and that he was of the opinion that there was not in fact massive discrimination against women, and that they were not, in fact, relegated to taking second-class jobs for low pay. She is preparing a statement to go into the record here saying that he doesn't know what he is talking about—that women are still getting what is left over when the best has gone to other people.

Mr. MURPHY. I think they are in the private service, not necessarily in the Federal. Certainly in the Federal Government that isn't true.

Mr. FORD. You have a statement indicating that 45 percent of the women employed in the Federal service are either single, divorced, separated, or widowed. Do we keep that kind of statistic? Is that an estimate, or what?

Mr. MURPHY. That is in the economy as a whole, Mr. Ford. That is kept by the Bureau of Labor Statistics.

Mr. FORD. That is just an estimate?

Mr. MURPHY. It comes from their figures, the BLS figures.

Mr. FORD. Do you have any way of knowing what percentage of the women in Federal service are actually the breadwinners for a family, the sole, principal source of support?

Mr. MURPHY. I don't think we have those figures, Mr. Ford.

Mr. FORD. Don't you think that is a material consideration in determining the validity of using that as a figure?

Mr. MURPHY. I would like to have it. I wish I had the figures. But, as you know, we have so much paperwork. Now, we are always finding we need more information, which generates more paperwork.

Mr. FORD. I notice, for example, that you point to the level 5 and say that that is comparable to the bulk of the positions held by women in the service. Then later in your statement you point to the fact that this is the entry level for college students.

Now, it is well known that college students do almost any job cheaper than anyone who expects to do the job for very long.

I don't think anybody works cheaper at anything than law graduates or medical graduates. It is a part of the system. But you don't expect to stay there very long.

I think Mr. Cunningham has put his finger on the thing that is most nettlesome to members of this committee.

In your statement you call attention to the fact that one of the findings that the experts on this panel made was that 85 percent or 80 percent of the work force of PFS–4 or below are in static career jobs where they have no place to move.

Doesn't this seem to point the way toward some kind of consideration for these people in terms of classification that is different than the general Federal service?

Mr. MURPHY. I think what it points to, Mr. Ford, is the need to have a greater gradation of these jobs to provide some promotional opportunity.

That is what we have been trying to do in the last 5 years. We now have, as I indicated, over 43,000 jobs, 287 different job classification positions, in level 5. We have been trying to create more level 5 opportunities.

We created 8,500 carrier technician jobs. As I say, the NALC has now come out against the carrier technician job. They want no difference or gradation of difference within the grade.

I think that has been our great trouble in the field service, because actually we have two or three different levels of clerks and two or three different levels of carriers, and we have them all in the same grade. I think that is a problem that this committee ought to address itself to.

Mr. FORD. I would just like to make one observation in conclusion.

You made this reference. Mr. Macy does it. The people who testify for labor do it. I want to remind you that although you people seem to be constantly dealing with each other—and maybe it is easy to fall into the pattern of feeling that, as contestants over an issue like this, you are the real people in interest; but you are representing management—not yourselves individually, and various labor organizations are representing the employees.

But we are not writing this legislation just for the employees of the Federal Government or just for the Federal Government and its management. We are writing it for the board of directors and stockholders. The stockholders are the taxpayers in this country.

The taxpayers want good service; the best they can get. So it is all very well to keep watching the point of the needle, the needle being the immediate demand of the employee representative organizations and the immediate response of the Bureau of the Budget and the administration. But the real parties in interest to the legislation that we are trying to write are the American public and the quality of service that they get for their tax dollar.

I hope that someplace along the line the administration's statements with regard to the problems faced by this legislation will start to reflect

more of that interest and less of a defensive attitude toward the immediate demands of the employee organizations.

Thank you.

Mr. HANLEY. The time of the gentleman has expired.

The gentleman from Michigan, Mr. Ruppe.

Mr. RUPPE. Thank you.

I want to compliment you on your very well prepared and well delivered testimony.

I think that it is obvious that the ladies of the postal service are coming the the forefront as you waxed eloquently over their abilities and talents.

Mr. Murphy, the Postmaster General is suggesting a very revolutionary new approach to administering the Post Office Department, and I believe he has taken such drastic steps because in his own opinion the Post Office is heading toward a great catastrophe.

Do you feel that the 4.5-percent pay increase submitted by the Department, and in view of the recruitment and retention problems of the service, is a sufficient and appropriate amount to promote a better and efficient service through better paid employees?

Mr. MURPHY. Yes, I do, Mr. Ruppe. I think that if we were to grant the 4.5-percent increase which the comparability figures call for, this would help us very materially with the kind of problems that we may be having in the postal service now.

As I pointed out the other day, the separation rate for the postal service is only 8.2 percent in the career ranks, whereas in the Federal Government as a whole it is almost 26 percent, and for private industry it is about 55 percent.

Our overall turnover figure is about 23 percent in the Post Office, but most of it is centered in temporary employment whereby we give time-limited appointments.

So in terms of salary I think I gave some figures to Mr. Udall's committee the other day that might be of interest to you in answer to your question.

The estimated average annual earnings of a regular clerk, city letter carrier, and rural carrier this year in the postal service are as follows:

The average annual earnings—this includes night differential and includes overtime—the average actual earnings of regular clerks, PFS level 4, this year will be $7,361.

For a regular city carrier it will be $7,221.

For a regular rural carrier it will be $7,441.

Now, how does this compare——

Mr. RUPPE. This is the career service?

Mr. MURPHY. This is the average employee, taking all employees that we have together, taking the average.

The average regular clerk is currently in step 8, and the average regular carrier is currently in step 9. But I am averaging all the employees together in getting this figure of $7,361 for regular clerks, $7,221 for regular city carriers, and $7,441 for regular rural carriers.

Now, this compares with an average annual earnings this year of production workers of $5,846 nationwide for production workers.

So I say that while postal workers need a pay increase—and I emphasize again this is the sixth year in a row I have appeared on behalf of a pay increase for postal workers—our postal workers'

average annual earnings are still well above the average national earnings of production workers.

Mr. RUPPE. How many years of service on the average, then, would the postal employee have who is making the $7,200 or $7,300?

Mr. MURPHY. He would have, if he is step 8—it takes 6 years to get to step 7. It would be about 8 or 9 years.

Mr. RUPPE. In view of the metropolitan areas where we do see advertisements for busdrivers at starting salaries of $6,700 or $6,900, doesn't that create a problem of recruiting good talent that will stay with the system when competing with these wages?

Mr. MURPHY. I think, sir, as I indicated the other day, one of our major problems is that while our average salary is quite good compared to comparable lines of work—and also I point out again the difficulty of getting exact comparability; you can't do it, Mr. Cunningham—but while our average salary is quite good, as the figures I have just cited indicate, the fact that we have so many steps in the level means that we are at a comparative disadvantage in the larger cities when we go to hire.

Because our hiring rate has to be so many steps below the average salary, because we have so many steps.

I personnally feel that this is one of the great disadvantages of the Federal pay system, and for that reason, sir, I asked in my testimony before Mr. Udall's committee or I told the committee we would be asking for authority to raise the entrance rate in large cities for postal workers, to give the Postmaster General authority to raise the entrance salary whenever we are running into a recruitment problem in a large city.

So I think you have hit upon a good point.

Mr. RUPPE. It is my understanding that the administration's recommendation of salary increases will raise the starting wage from $2.56 hourly specifically to $2.68 hourly. Do you think that increase could cause recruitment or will cause recruitment of people who will remain with the Government, or is it more likely to have very little effect, frankly, on recruitment problems?

Mr. MURPHY. I think in terms of the overall recruitment problems it will not have a great effect. That is because in the vast majority of locations where the post offices are located throughout the country now we are not having recruitment difficulties.

But it is in the very largest cities. Because we have a national rate as opposed to a locality rate.

I come back to my point again. We will never be fully competitive in the postal service as long as we have a national rate. There will always be cities where we are not competitive, and there will always be many cities where we are more than competitive.

That is precisely the situation with the postal service right now because we have a national rate.

So I think the only thing that is going to make a difference, sir, in answer to your question about the hiring rate, is to give the PMG the authority to be able to hire at higher than the entrance rate, even to knock off one, two or three rates at the entrance rate in large cities where we may be having recruitment problems.

I have pointed out certain of those cities in my testimony last week.

Mr. RUPPE. Mr. Murphy, what percentage of the supervisory and postmaster appointments or promotions to these positions are made from within the postal service?

Mr. MURPHY. Promotions to supervisory positions, sir?

Mr. RUPPE. Yes, first as to supervisor and then as to postmaster.

Mr. MURPHY. Well, the supervisory positions are completely reserved in post offices to the rank and file. There isn't a single person appointed to a supervisory position that I know of that doesn't come up through the rank and file in the Post Office Department. It is almost a 100-percent promotion from within.

Insofar as the postmaster is concerned, we are running at an alltime high now. We have almost 35 percent of all of our postmasters who for the past 5 years have been appointed from the career ranks. That is an alltime high in the postal service. It is increasing.

Mr. RUPPE. While your supervisors are promoted from within the service, are they promoted on the basis of any kind of test or on the basis of experience? Do you have a grading system that takes into account the work they have done and their qualifications?

Mr. MURPHY. Yes sir. In over 2,000 offices throughout the country, those offices that have in excess of 25 or more employees, there is a nationwide test administered, which we have just had completely changed on the basis of a validation procedure.

After a person successfully completes this test, he then has added to his score a certain amount of points for years of total postal service or seniority, if you will, in the postal service.

Then, on the basis of those two scores, he is put on a register. And the top 15 percent of that register are then eligible to be promoted to first-level supervisory jobs.

They then have to go before an interview panel made up of senior supervisors. At that time two evaluations by two supervisors are gotten on each person that comes before the panel.

The panel then has the benefit of the personal analysis of two supervisors on which to recommend to the postmaster three positions for each vacancy, and the postmaster then selects one.

So it is a rather elaborate process, but it is, sir, based on tests, total postal seniority, and personal evaluation by two supervisors.

That covers over 2,000 offices now. That has only been done since 1961. And we negotiated these last procedures of eligibility with our unions in 1965, the first time that has ever been done in the history of the Federal service.

Mr. RUPPE. Does politics enter the promotional considerations?

Mr. MURPHY. They do not, sir. No sir. This is completely on a merit basis.

Mr. RUPPE. You have indicated you have appeared before the committee six times?

Mr. MURPHY. Six years, sir. Many more times than that.

Mr. RUPPE. Is that done because of the administration's position, or is that because of the legal requirement?

Mr. MURPHY. No sir. Of course, when the committee calls us to testify, it is a requirement. We come, but we come happily.

I think the point you are trying to make is: Do we have to come in order to testify——

Mr. RUPPE. Does the law provide for your coming annually?

Mr. MURPHY. No sir. There is no requirement in the existing law that the President has to recommend an increase.

I think I did see somewhere in the paper that comment had been made in the committee the other day that the President has to recommend an increase each year. He does not. The only thing that the

comparability law says, sir, is that the President shall present the findings of the BLS to the Congress each year. He can recommend nothing, the status quo, he can recommend a reduction theoretically, or he can recommend an increase.

If he feels that inflationary factors and other things are such that he cannot recommend an increase in that year, he is perfectly free to do that.

So he does not have to recommend an increase. And that is a misunderstanding I think that is shared by many people.

As a matter of fact, President Johnson has recommended an increase every single year he has been in office, and President Kennedy started this in 1962.

Mr. CUNNINGHAM. Will the gentleman yield?

Mr. RUPPE. Yes.

MR. CUNNINGHAM. Mr. Murphy, postmasters are politically appointed. They choose the people who are to become, we'll say, supervisors. Do you make the flat statement that there is no politics involved in these selections?

Mr. MURPHY. What I am pointing out, sir, is that we have established a merit promotion procedure which is very elaborate——

Mr. CUNNINGHAM. I know that.

Mr. MURPHY (continuing). And which——

Mr. CUNNINGHAM. Do you make the flat statement there is no politics involved in promotions?

Mr. MURPHY. Well, I can't speak for everybody in the postal system, but we certainly have administered it with vigor to try to eliminate political considerations from promotional opportunities.

I did that largely on the basis of union representations that were made to me when I first came into office in 1961, when I found everybody descended on me and said they ought to be promoted because they had been denied promotion under the previous administration. I didn't believe all those stories, but I found there were so many people that had descended on me that we had to do something in order to try to get a merit system installed.

Mr. CUNNINGHAM. I will send you an article that was prominently displayed in my local newspaper having to do with patronage, in which the patronage was given to the national committeeman, and it referred primarily to the post office promotion.

I would like to have a comment on that, and I will send it to you.

Mr. MURPHY. Fine, sir. I will be very happy to do it.

Mr. CUNNINGHAM. One other thing if your time has not expired. Getting back to women, I love them. I married one. Have there been any instances where a woman and a man sorting mail side by side can't concentrate as well as if there were two women or two men standing side by side?

Mr. MURPHY. I have not——

Mr. CUNNINGHAM. Have there been any indications that that hinders the efficiency of their jobs?

Mr. MURPHY. I haven't made a personal study of that, Mr. Cunningham, but I find, generally speaking, that we have stimulating associates and companions in the postal service and that most of the people like their job.

Mr. CUNNINGHAM. Would you have any information as to whether, as you begin to hire more and more women that that has cut down on absenteeism in the Post Office Department?

Mr. MURPHY. I think, sir, that we have found that, generally speaking, women do the clerical jobs, the distribution jobs, and that sort of thing very well, and their attendance is very good.

I thought their attendance would be much worse, very frankly.

We did a study in certain selected offices, and it came out that their attendance was better than that of the men.

On the other hand, in certain heavy lifting jobs this is a real problem. It has caused us a real problem in certain of the heavy lifting jobs where you have 80-pound sacks. And I will be very frank to say that, sir.

Mr. CUNNINGHAM. Thank you, sir.

Thank you, Mr. Chairman.

Mr. HANLEY. The time of the gentleman has expired.

With respect to Mr. Cunningham's question, it is also interesting to note Mr. Murphy has alluded to the fact that he visits these post offices in the dead of night and through the back door—so he would be a qualified observer.

And while on the topic of women personnel, I have been advised that yesterday the House adopted a measure which will allow the promotion of women to the rank of admiral and general in our Armed Forces. Thus, I should think that the Postmaster General O'Brien should take heed and perhaps be apprehensive for what might lie ahead. [Laughter.]

Mr. MURPHY. We have been for quite a while, sir. [Laughter.]

Mr. HANLEY. The gentleman from Idaho, Mr. McClure.

Mr. MCCLURE. Thank you, Mr. Chairman. I have only a couple of questions.

I note on page 12 of your statement that many clerks are sorting mail requiring complex scheme knowledge that really should rate more than level 4. Is there a recognition of this in promotion in level now? And if not, why not?

Mr. MURPHY. We can't do it now, Mr. McClure, because of the key positions that are written into the law.

We do not have the same degree of flexibility the Classification Act permits. Therefore, even though we would like, very frankly, to have some level 5, and I think in certain cases even perhaps a level 6 job for exceptionally difficult schemes and for a lot of scheme knowledge, we cannot really do it.

We felt we could not do it as long as the key position is written the way it is, which says that scheme knowledge should be paid at level 4.

So that is why I bring this problem to the committee. I think, frankly, this takes some legislative action.

Mr. MCCLURE. Do you have a specific proposal to give to us for changes either in classification or in the language which would permit it?

Mr. MURPHY. We would be happy, sir, to have our technicians, Dr. Block and Mrs. Flory, work with your staff, Mr. Winslow and others, in trying to develop something along these lines. We have some thoughts the committee may want to consider.

Mr. MCCLURE. How long has this appeared to you to be a problem—this rigidity within the system?

Mr. MURPHY. I think it has appeared to be a problem I am told before I actually came into the postal service. I was not here when

the Postal Classification Act was originally adopted. But I understand at the time that there was a desire on the part of the people to have a gradation within the clerk and carrier groups.

The unions felt at the time that that should not be done, that everybody should be treated the same, the same level. And so while we have created more level 5 jobs in the carrier field, the carrier technician, because we felt we could do that on the basis of the way the key positions were written, our hands have been tied insofar as the clerical field is concerned because of the way the law is written.

Mr. McCLURE. Has this resulted then in some disparity between these two fields, the carriers getting more recognition and the clerks less?

Mr. MURPHY. Well, initially I think there was some fear of that. When we came out with the carrier technician program in 1962 I think it was, or 1963, there was some unhappiness, Mr. McClure, on the part of a number of our clerks, who felt that the carriers were getting too many level 5 jobs.

Therefore, the clerks pressed us very hard in the national negotiations to set up a joint committee to jointly endeavor to find more level 5 jobs to which clerks could be promoted in the clerical craft.

We did this. And we identified many new additional level 5 jobs.

I think, frankly, that some of these could have been written into the law in the way of key position.

I would like to see them written into the law. But the one we would like to see—namely, higher levels based on increased difficulty of scheme knowledge—we have not been able to write into law—I mean to rate because of the way the law is currently written.

Mr. McCLURE. Well, I would hope that if it has been a matter of concern for this number of years that we would not have to wait an equal number of years in the future for a specific recommendation as to changes that might be made.

Mr. MURPHY. Well, I think this, Mr. McClure: The President proposed last year a commission that would do exactly this sort of thing—study all the pay interrelationships between the various pay systems and study job classifications.

Unfortunately, Congress in its wisdom did not see fit to enact that proposal.

This year once again the President has proposed a commission be set up in order to study Federal pay interrelationships that would be supplementary to this Commission itself.

So the administration has actually been concerned about it. But, as you know, job classification is a very technical skill. I personally am not a technical job classifier. I couldn't classify myself in that category.

Therefore, it really is a complex subject, as Chairman Hanley has pointed out. So this is the reason that we felt that a commission could perhaps be the best body to give a long-term, indepth study of this.

But the President has proposed it now on two occasions.

Mr. McCLURE. You mentioned that there is a problem of hiring in these areas of high pay, the urban areas, some of them. Your solution would be to give to the Postmaster General the authority to skip the lower steps in grade.

Two questions in that connection. Then do they stay longer at that initial grade? Or do they get the automatic increases?

Mr. MURPHY. No, sir. They would start—for example, taking an example, instead of starting a letter carrier at $5,331, say, in the city of Chicago, where there have been problems, or in the city of Washington, D.C., where there have been problems intermittently, we would knock off the first two steps and start the man at, say, $5,683 rather than starting in at $5,331.

Then he would progress as the normal progression would be.

And anybody who was on the rolls in the post office that was less than that new starting rate would be moved forward to the new starting rate.

But you would not move forward every single person in the office and reconstruct a whole new pay schedule, which is what the current procedure calls for. That is so costly for large numbers of employees that, very frankly, it is not a live option for us.

We tried that in San Francisco last year. We looked it up, and we found it would cost us $12 million to reconstitute the pay schedule for clerks and carriers in the San Francisco area if we were to do it under existing Civil Service Commission guidelines.

Mr. MCCLURE. So then the people who are hired new actually have an advantage over all of those who were there before?

Mr. MURPHY. No, they would come in at a higher rate, and anybody that was on the rolls existing already that have been hired in a lower rate would be automatically put into this new minimum hiring rate.

So there would be nobody on the rolls that was less than the man that we were currently hiring.

This would enable us to take care of our hiring problem our recuritment problem, in areas where we are having a problem without having to pay undue expense of moving everybody forward when that is not the problem.

Mr. MCCLURE. How long does it take to get from step 1 to, say, step 3?

Mr. MURPHY. There are 1-year intervals, sir, for the first seven steps.

Mr. MCCLURE. All right. How long would it take the person then who is hired at step 3 to get to step 4?

Mr. MURPHY. Still 1-year interval—1 year to step 4, 1 year to step 5.

Mr. MCCLURE. Then one person would be at step 4 with 4 years of service and another would be at step 4 with 1 year?

Mr. MURPHY. He would continue along his normal rate of advancement.

Mr. MCCLURE. So there would be no differential for length of service for those people?

Mr. MURPHY. Between the man who is hired initially and the man who is currently in step 3?

Mr. MCCLURE. That is right.

Mr. MURPHY. That is correct.

Mr. MCCLURE. So there is a telescoping factor as far as service is concerned in this practice?

Mr. MURPHY. There would be if we were granted this authority.

As I pointed out, there is no completely ideal solution to it.

Mr. MCCLURE. I understand.

Have you any recommendation to make as far as regional differentiation is concerned?

Mr. MURPHY. I would like to. Very frankly, it is an exceptionally difficult task for us. That is one of the reasons we have not come in here now with a recommendation on regional rates—is that there is so much basic staff work and spadework that is required, because of the fact that you can't compare a letter carrier or a distribution clerk to any precise job in private industry, to get back to Mr. Cunningham's point.

That is a problem for us. It is easier in the Classification Act or for other Government services because they have exact jobs they can match. We cannot match exact jobs.

So what do you use for the reference point in order to have a regional scale?

Second problem is that we are the only agency of the Government that is contiguous in every single area, so in one part of the service if you go to a regional scale you are going to have a letter carrier earning one salary and a letter carrier over here earning another salary.

In spite of these problems, I am still convinced that to be fully competitive with private industry in the larger cities and at the same time not overpaid gigantically in the smaller towns we have got to move to some form of regionalization.

Now, the plan that I have proposed for increasing the hiring step under proper safeguards—and I emphasize there would have to be proper safeguards set up in the legislation if you gave the PMG that authority—in my estimation would be the first step in moving toward this sort of regionalized system that made some sense.

But, frankly, that is the only thing that makes sense if the Government is to ever be competitive with private industry. Otherwise you are going to have a national rate, and you are going to be way under in the larger cities always, and you are going to be over in the smaller towns always. You just cannot get away from it.

Mr. MCCLURE. Thank you. I believe that is all, Mr. Chairman.

Mr. HANLEY. Mr. Murphy, with respect to prospective employees in the clerk-carrier category, have the requirements been reduced?

Mr. MURPHY. No, sir. Absolutely not, I'm glad you asked that point, Mr. Hanley, because I hear this very, very frequently, and I welcome the opportunity to explain it.

The test which is used today for clerk and carrier is very substantially the same test that was used during the 1930's, during the 1940's, and what have you, with the exception of 1950 to 1953.

In 1950 there was dropped from the battery of tests that we used—well, we give three tests. There is generally a following directions part of the test, and there is an address matching part of the test, and there is what we call a general abilities part of the test.

In 1950 to 1953 there was dropped from the battery of tests the general abilities test nationwide, and people were hired only on the basis of address matching and following directions.

In 1953 there was restored to the battery of tests a form of a general abilities test. This test continues in existence today, except that the Civil Service Commission at our request has been studying the entrance examination in the postal service trying to see whether it is up to date, whether in fact it actually is getting the kind of people that we are testing for, and what have you.

As a result of these experiments, they for a while in New York City eliminated test 126–A, which is the general abilities test, and required

a higher cutting point on the first two batteries of tests, following directions and address matching.

In other words, they required a higher passing grade on those two parts in return for dropping the last general abilities to see whether or not there was any change in the persons that you got under this system as part of their 2-year experiment.

They have since reinstituted test 126–A, so we now have the full battery of tests once again being given in New York.

I am told that there was not a material change in the caliber of personnel that was obtained by this experimental test method as opposed to the others.

I think this is where this rumor comes from that we have lowered the standards in order to get people into the postal service.

We have the same standards today in essence that we had 30 years ago.

Of course, with the greater labor market, the tighter labor market, you obviously are not getting Jerome Keatings in the postal service today that we got in the 1930's. Mr. Keating is a graduate of the University of Minnesota Law School. He is one of the greatest labor union leaders we have in the country. And he came into the postal service when it was very difficult to find employment elsewhere.

Fortunately, he stayed with us. And we had many good people like that who did.

But I would be very frank to say to you we are not getting law school graduates into clerk carrier jobs today, but then again I would also have to be frank and say we shouldn't be getting lawyers in as clerks and carriers because that is not the proper utilization or best utilization of manpower in my judgment.

But I wish we did have more Jerome Keatings in the service today. I will say that very frankly.

Mr. HANLEY. Actually, then, for instance, in a situation where a postmaster has an acute personnel problem there isn't any mechanism that allows him the opportunity to reduce requirements?

Mr. MURPHY. This is set, sir—our examining procedures are set—by the Civil Service Commission. And no changes in standards at all may be entered into by any of us without the Commission's approval or on the initiative of the Commission.

They have complete charge of examining procedure.

As I say, they have been examining for 2 years our current tests to see whether or not they should be changed. They have not come to a conclusion yet, and before they do make any changes, of course, they will be conferring with us.

I personnally would be against any great changes in our existing procedures unless I could see overwhelming evidence that there would not be any change in the caliber of personnel.

Mr. HANLEY. The same test is applicable to the two positions that I have referred to?

Mr. MURPHY. Yes sir. There is not a separate test for clerk or carrier. We give this battery of tests which consists of three tests to applicants who want to be on the clerk-carrier register.

It is one single register, and we require a merger of these registers.

You know, in certain communities in the South before 1962 there were separate clerk and carrier registers, and, very frankly, they were used in certain communities in order to perpetuate segregation.

We abolished that in 1962 and said, "They have got to be merged You can't do it. You have to to use the same register."

And so the people take the same examination. They come into the service off of the same register. The promotional opportunities for both have not been the same though throughout the years. Generally speaking, the carriers have not had the kind of promotional opportunities that the clerks have had, and this is one thing that we have been trying to correct in the past several years.

When we moved to the examination procedures in the Post Office for supervisory jobs, for the first time in many post offices letter carriers were given the opportunity to be promoted to supervisory jobs.

But still today there is not enough of that being done in my judgment.

Mr. HANLEY. Mr. Cunningham, any further questions?

Mr. CUNNINGHAM. No further questions.

Mr. HANLEY. Mr. Ford.

Mr. FORD. Yes.

I asked a few moments ago for some figures starting with the year 1959 through the year 1966 on the number of people we are bringing in as letter carriers. So that will have some meaning. Would you also give us this comparison first of the total numbers and then by areas where there is a tight labor market, the high wage centers versus the rural and the local wage areas? These are quite clearly identifiable.

Also for the clerks where you have a lot of women so we can get a comparison of what has happened in these various classifications during this 6- or 7-year period.

I notice in the 107,000 female postal workers you list on page 19 of your statement you do not have any supervisors.

Mr. MURPHY. Yes, we do. I will give you that. I have that on a separate list.

Mr. FORD. I look at the breakdown here, and I see there are a scattering of supervisory personnel—key card punch supervisor for example.

Mr. MURPHY. I think one of the reasons for this, Mr. Ford, is the fact that you have to have a minimum of 5 years of service in the postal service before you can even take the test to be a supervisor.

Mr. FORD. Are you saying that most of our 107,000 women have less than 5 years of service?

Mr. MURPHY. I would think that a large number would. I don't know whether most would or not. I would have to check that, because, as I said, in 1962 we changed procedures.

Mr. FORD. Maybe that is a statistic you ought to play with. You have got a general figure on what the average earnings of all postal employees are——

Mr. MURPHY. Yes.

Mr. FORD (continuing). And what the average term of service of all postal employees is. I would like to see that broken down between male and female.

Mr. MURPHY. I will see if we can get it on the basis of sex. I think we probably can.

Mr. FORD. There is a classification here on your supplemental material that fascinates me, because as I look down at the total number of people in each classification and over to the female, it sometimes is a very small percentage, and sometimes it becomes substantial.

But there is one classification called "post office clerk" as distinguished from other clerical classifications where there are 17,000 people in the postal service and 15,000 of them are women.

Why does this one particular job have this almost total female makeup as distinguished from clerk-typists and others where you would have expected it to be all female?

Mr. MURPHY. It is because it is mostly in the very small offices, Mr. Ford. The post office clerk is a level 2, PFS–2 job, mostly in rural communities.

Personally, on the basis of job classification, I would rank it higher than PFS–2. But because of the fact that mostly it is in smaller post offices which generally are located in rural areas, the Congress itself made a decision in 1955 to put this job in level 2.

This is one of the things I suggested earlier in my testimony that this committee might want to look at, because on the basis of job classification alone, very frankly, I think it is rated too low.

Mr. FORD. Then what we have here is that this classification which is right at the very bottom of the barrel has the highest percentage of females of all the classifications on your sheet.

Mr. MURPHY. That is right, and what it really is, is the fact that it is part time. That is very clear. Because in the smaller offices it is not a full-time job in those cases.

But they were put in PFS–2 because the committee felt——

Mr. FORD. You keep adding factors to describe this as an undesirable job and a low-grade job, and that is exactly what I feared was happening—that large numbers of women is a quick way to identify the low-grade, unattractive jobs.

Mr. MURPHY. We have 51,000 distribution clerks. That is not undesirable. There are a lot of women in that. That's the biggest single category.

Mr. FORD. Percentagewise, what are we talking about?

Mr. MURPHY. Talking about one-fourth of the distribution clerks.

Mr. FORD. The only job on these two pages that shows anything like this percentage of females is post office clerk.

Mr. MURPHY. A majority——

Mr. FORD. From your description of it, it is not a job that is likely to be held by a person who is supporting a family.

Mr. MURPHY. Oh, no, it is not. It clearly is not.

But now we have got a lot of women postmasters, 11,000-something women postmasters, out of 33,000.

Mr. FORD. That is what happened when you gave women the vote. [Laughter.]

Mr. MURPHY. As a matter of fact, there is a fine lady postmaster in your State of Michigan, sir, at Lansing, one of the largest post offices.

Mr. FORD. And we have an Assistant Postmaster General from there.

Mr. MURPHY. We certainly do—one of the finest we have ever had.

Mr. HANLEY. Mr. McClure.

Mr. MCCLURE. No further questions.

Mr. FORD. Oh, one further thing.

Mr. HANLEY. Mr. Ford.

Mr. FORD. In your exchange with Mr. McClure, you once again supported the idea of a regional rate differential. Would you say, if

we begin to consider that possibility at some time on this full committee, that we also ought to be looking at the possibility of a regional classification differential for the same reasons?

Mr. MURPHY. Well, I emphasized the other day, Mr. Ford, that that was my personal view, and I emphasized it here again today.

Mr. FORD. You mentioned in the testimony today, I recall the words that "some letter carrier jobs are probably more difficult than other letter carrier jobs."

Mr. MURPHY. Yes.

Mr. FORD. Could that have a regional flavor to it?

Mr. MURPHY. No sir. I think it mostly is on the basis of the nature of the job itself. I don't think there would be any regional difference in levels of duties. But there might very well be—in fact, there are—regional differentiations in pay. There is no question about it.

New York City is a much tougher area to recruit in than Jackson, Tenn., I can tell you. Much tougher. And as a result there is no question about it. The letter carrier in New York does not feel that his pay is competitive.

As was pointed out, the Community Council of New York State said a family of four needed $7,200 a year to live decently in New York City. In spite of that fact, I might add that the majority of people in New York City earn less than that as individual earners.

But our letter carriers feel that they are certainly not competitive in those areas. And to the extent that their job is compared against the pay in Jackson, Tenn., or some other small town, they are right.

There is no question about it that so long as you have a national rate, you are going to have this problem of being undercompetitive in big cities and overcompetititve in other towns.

So I would say for the postal service we would like to move in that direction. I know that is the General's feeling too.

But it is very complicated, and we are not in a position to be able to make a definitive recommendation to you at this time.

Mr. FORD. I asked Mr. Macy this the other day, because he specifically said something that I thought was a clue to why the postal employee organizations would not be anxious to consider a differential.

Mr. MURPHY. They generally opposed it.

Mr. FORD. He said his concept of a differential was you would have authority to raise some salaries and lower others. Now, this is a bright red flag. In my district if you mentioned that sort of thing, you and I would both be in trouble.

Would you like to consider the possibility of exploring what we have now as a floor, and consider what we have now as pay legislation but give consideration to future increases reflecting this regional flavor rather than talking about "let's take it away from one and put it with the other"?

Mr. MURPHY. Well, I think after 6 years before this committee I am realistic enough to know what goes up never comes down. And I think that is true in human nature generally.

So that is one of the reasons, Mr. Ford, that I propose that we be able to hire at higher than the entrance rate, and that is a form of regionalization without reducing anybody's salary.

It enables you to be more competitive in the bigger areas without reducing anybody.

When we came in with the rural carrier proposal a few years ago, we did not propose to reduce anybody's salary.

Mr. FORD. That is a very vicious suggestion when you think about the fellow who has been working in the Detroit area who took the job—and we got the very best—in 1959 and 1960 when everybody was unemployed. There was a lot of competition for this job.

We had a top quality guy when this was a very desirable job to get.

And now you bring somebody else in 5 years later and hire him for more money than the other fellow is getting. That is not going to solve the problem, because you have still got a disgruntled and unhappy employee, because here he is after 5 years getting the same as the new man.

It will solve the temporary problem of recruiting in 1967, but it is going to create another problem it would seem to me that would be just as corrosive of good morale in the service.

Mr. MURPHY. Well, it recognizes the Government's recruitment problem where it exists, and I think we have got to recognize that.

The Government has got to pay a rate that satisfies its needs. And if it is on the basis of a national wage rate being undercompetitive in large cities, it has got to take some corrective action. But it has got to take it to recognize what its problem is.

Our problem is not that people in level 7 are leaving. The problem is that we are having a hard time in certain selected large cities meeting the entrance rate.

While our average salary is good, because of the large number of steps, our entrance is low.

Mr. FORD. The essential thing is we should sit down and have a beer once in a while with the fellows who are in level 7. And I am serious about this.

You know, one of the advantages in the armed services is that you generally have got around you, as an officer, a sergeant who occasionally has a beer with the men, and he can come back and tell you what it is they really are upset about.

Maybe we ought to sit down and have a beer with some of these level 7 guys and find out if they are staying with the service because they are happy or because they feel they have got too much of an investment to make a change and they feel that they are there because they are tied to the job through economic necessity and a fear of movement affecting security, the attitude of their wife, for example, toward going someplace else after seniority has been acquired.

That kind of fellow is not really going to produce very much if he is tied to that job not because he continues to like it and feels that it is a job equal in prestige and earning capacity to his capability, but because he cannot afford to take the chance of leaving.

I wonder if we are doing enough to find out how many of those people we have.

Is it enough to simply say that after they hit level 7 they don't quit? What else happens to them if they don't quit?

Mr. MURPHY. Oh, no; I want to see them continue to progress, and for that reason we have supported pay increases each year for 6 years, and we have additional step increases.

This is the thing which is forgotten, I think, when we are comparing this with private industry.

As I have said, a man hired in 1962 in the postal service actually has gotten a 47-percent increase in salary compared to 1962 today.

So there are regular increases.

And I am concerned in paying a fair rate to employees that we currently have on the rolls as well as meeting our responsibilities for recruitment.

But I am saying that, no matter what system you use, there is going to be some kind of inequity involved in it. We have got to try to balance off what are the requirements of Government in order to be able to be competitive in the larger cities and at the same time to be fair to the employees. And it is a very difficult thing to do.

Mr. HANLEY. Mr. Murphy, I have but one final question.

If I might refer back to your statement on page 15 relevant to the distinguished panel of experts, it seems to me that the comments that they have made were based largely on letter carrier positions.

Is it the opinion of the Department that if there is distortion in the linkage that it is largely due to the fact the Congress has given consideration to factors 1, 2, 3, and 4 in fixing the pay of the letter carriers and other PFS employees?

Mr. MURPHY. I personally don't think there is distortion, and I think Chairman Macy agrees with me on that, Mr. Chairman.

We validate, we approve the existing linkage, even though I say some professional job classifiers think it is too high.

We feel fully our postal people are entitled to that. And, therefore, I would not be critical of the existing linkage at all.

I would want it maintained. But I do say we can't go any higher without having extreme difficulties internally and externally with our alinement procedures as well as tremendous costs to the postal service involved.

Mr. HANLEY. Mr. McClure.

Mr. MCCLURE. That brought one question to mind. I think Mr. Macy in his testimony the other day said that actually on the basis of the job classification alone, the duties to be performed, the linkage is one step too high in the postal field service at this time—is that not correct—and that it was a recognition of other factors that led to the increase in the step to PFS–4 as linkage to GS–5?

Mr. MURPHY. Yes, sir, Mr. McClure. What Mr. Macy said was that recently they had sent their job classifiers to a number of post offices to examine jobs of clerks and carriers, and they had reported back and concluded that a number of clerical jobs would fall as low as GS–3. I think he said that the vast majority fell in GS–4, and that none fell in GS–5, according to their ranking system.

Now, I would hope that that is too pessimistic. I personally would take some issue with that.

But Mr. Macy said that he felt in view of the other factors which he enumerated, long service, what have you, and so on, that the linkage that exists now is validated from his point of view. And I was very delighted to hear that.

Mr. MCCLURE. And you agree with him considering the factors that he mentioned also?

Mr. MURPHY. Yes, I certainly do, I think the Chairman is right.

Mr. MCCLURE. Thank you.

Mr. HANLEY. Mr. Murphy, again we are most appreciative.

Mr. FORD. May I ask one more question, Mr. Chairman?

Mr. HANLEY. Mr. Ford.

Mr. FORD. He just reminded me that Mr. Macy and you are totally in agreement in your opposition to H.R. 7 and all like bills. Flatly

opposed. Is there any place for a compromise within the view of your approach to this, short of just voting no on H.R. 7?

Mr. MURPHY. Yes.

Mr. FORD. Are you saying to us if you have got H.R. 7 or any form that it takes that you are opposed to it? Or are you ready to start negotiating on H.R. 7?

Mr. MURPHY. Oh, no; in my testimony, Mr. Ford, on the first seven pages I outline various things that I thought could and should be done in terms of higher level jobs in the postal service based on increased responsibility and differences in distinctions of difficulty of the job.

So that I in my position by no means take the stand that there should not be a single job reclassified. I am simply saying that the approach of H.R. 7 and other bills which attempt to take all the employees in a given level and move them all up another level is a terrible approach. It doesn't solve anything.

It doesn't solve promotion problems within the postal service. It doesn't solve this feeling of frustration of everybody being in the same level. It doesn't solve the problem of people doing different levels of jobs and getting the same pay. It doesn't solve the problem of doing these things, yet, H.R. 3383 costs a billion dollars.

This is why I am opposed to that approach.

But I have several pages in here where I suggest higher level jobs for mail handlers, clerks, gradations for carriers, doing something about the rural carrier-city carrier pay relationship which is very inequitable as the GAO commented on, doing something about the clerks in smaller offices, doing something about fourth-class postmasters, doing something about the postmasters in larger cities.

There's a lot of work there.

Mr. HANLEY. Mr. Murphy, our deep appreciation for the splendid contribution that you and your associates have made to the deliberations of this committee.

We earnestly trust that ultimately we can arrive at a determination that will be mutually beneficial both to your department and to the personnel problems which obviously exist.

We appreciate greatly your appearance here this morning.

The subcommittee will stand adjourned until 10 o'clock tomorrow morning, at which time we will hear from Mr. Macy on the subject of downgrading.

Mr. MURPHY. Thank you, sir.

(Whereupon, at 12:02 p.m., the subcommittee recessed, to be reconvened at 10 a.m., Tuesday, May 9, 1967.)

RECLASSIFICATION OF CERTAIN POSITIONS IN THE POSTAL FIELD SERVICE

TUESDAY, MAY 9, 1967

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

The subcommittee convened at 10 a.m., room 356, Cannon Building, Hon. James M. Hanley (chairman of the subcommittee) presiding.

Mr. HANLEY. Without objection, we will proceed with the hearings on H.R. 7. It is with great delight that we welcome this morning Mr. Jerome J. Keating, president of the National Association of Letter Carriers.

STATEMENT OF JEROME J. KEATING, PRESIDENT, NATIONAL ASSOCIATION OF LETTER CARRIERS, ACCOMPANIED BY JAMES H. RADEMACHER, VICE PRESIDENT, NATIONAL ASSOCIATION OF LETTER CARRIERS

Mr. KEATING. Mr. Chairman and members of the committee, we are indeed pleased to have an opportunity to testify before this committee on behalf of the 193,000 letter carriers whom we represent. We have members in every State in the Union, the District of Columbia, Puerto Rico, and the Virgin Islands.

I am accompanied this morning by Vice President James H. Rademacher; secretary-treasurer, J. Stanly Lewis; assistant secretary-treasurer, Charles N. Coyle, director of life insurance, George A. Bang and director of health insurance, James P. Deely.

J. Don Kerlin, our legislative consultant, was to have been with us but he is home with a very bad cold, and he could not come this morning.

Mr. HANLEY. I regret hearing of Mr. Kerlin's illness, and it is a pleasure to welcome your associates.

Mr. KEATING. Thank you, Mr. Chairman.

We are here today to wholeheartedly support H.R. 7, introduced by Congressman Arnold Olsen of Montana; H.R. 2090 introduced by yourself, the distinguished chairman of the subcommittee, Congressman Hanley; H.R. 425 by Congressman Glenn Cunningham; H.R. 462 by Congressman Dominick V. Daniels; H.R. 2847 by Congressman Charles H. Wilson; H.R. 4210 by Congressman Frank J. Brasco; H.R. 7968 by Congressman Daniel E. Button; H.R. 8753 by Congressman William D. Ford; H.R. 9150 by Congressman William J. Green; H.R. 9274 by Congressman Robert N. C. Nix, and H.R. 9277 by Congressman Joe Pool; all these men are members of the Post Office and Civil Service Committee.

There are many other companion bills to H.R. 7, and we want to endorse this legislation very strongly. We are deeply grateful to all of the Members of Congress—some 160 of them—who have introduced companion bills to H.R. 7.

Actually, these bills are all concerned with what we regard as unfinished business. It is unfinished business that goes back to 1955 when the first Postal Classification Act was enacted into law. In 1962, the so-called "Comparability Pay Act" was passed by the Congress. I use the term "so-called" because Congress had the best intentions and expected real comparability pay to be established. As far as the letter carriers are concerned, there has been no comparability whatsoever as a result of this legislation.

The Comparability Pay Act came as a result of the study by a Committee appointed by the President but, even in the recommendation to the President, one of the members of the Committee pointed out the inadequacies of the proposals in a minority report. This man was George Meany, President of the AFL–CIO. Under date of January 29, 1962, he offered the following comment:

> I do not believe that the principle of salary comparability can be applied to the lower levels of Federal employment. Particularly I do not believe the principle can be applied to the lower grades of the postal service. It is difficult, if not impossible, to find occupations on which comparability for these employees can be based. Furthermore, the opportunities for advancement in the postal service are extremely limited by the very nature of the service. Hence, I believe many other factors must be considered such as the constant change in the value of the dollar, the continuing improvements in our standards of living, and the expense of the complexities created by congregating employees in metropolitan centers. In addition, the hazards and the difficulties of the jobs in the postal service deserve special attention.
>
> For these reasons I believe that a substantial, realistic upward adjustment in the salary scales of the lower grades in the postal service is immediately in order, far larger than that in the proposal which was placed before the Special Panel.

That is the end of the Meany quote.

I presume it is human for Government administrators to assume that whatever systems they devise or programs they establish are clothed with infallibility. Mr. Murphy in his testimony stated:

> The postal job evaluation established by Congress in 1955 has worked extremely well. I know of no other large-scale activity that has proportionately fewer complaints about administrative misrankings or misassignments. I know of no other organization that can administer such a large-scale operation with just a handful of technical job analysts.

That is the end of the Murphy quote.

Mr. Murphy is poorly informed on the history of the Postal Classification Act, and apparently deaf to the testimony that has been presented every year since 1955. His statement that H.R. 7 provides pay increases is correct, but it is also true that every Reclassification Act provides pay increases. The original Reclassification Act proposed to Congress in 1954 provided increases ranging from 1 percent to the lower paid employees to 58 percent to the higher paid employees.

Congress cannot be assessed for the blame of the inequities of the 1955 Reclassification Act. The final act was forced on the Congress by the executive branch of the Government.

The proposed Postal Reclassification Act was first sent to the Congress in 1954. It was not well received by the Post Office and Civil Service Committee nor by the Congress; instead, Congress passed another bill, authored by the ranking minority member of this committee, Robert J. Corbett. The bill was vetoed by the President.

When Congress returned in 1955, it again passed a second bill. Congress expressed its dissatisfaction with the administration proposals for level 4 by adopting the Moss amendments. This bill, the Johnson bill, S. 1, was vetoed on May 19, 1955.

Finally, after 30 months of worry and conflict, the sacrosanct bill which Mr. Murphy regards as a great achievement, was signed into law by the President on June 10, 1955. It did not reflect either the wishes nor the ideas of Congress. The votes were overwhelming for a better bill. The administrative branch of the Government had its way. The postal reclassification bill was never considered as a satisfactory piece of legislation. Every year since 1955 we have expressed our dissatisfaction with the classification of letter carriers.

Congressman George M. Rhodes of Pennsylvania voiced his dissatisfaction on what had happened on March 31, 1955, when he declared:

> I want to again point out that the administration bill would give 6 percent to the most needy employees and 58 percent to others.
>
> Mr. Speaker, there is nothing wrong or evil about an honest disagreement. But I just cannot go for that kind of thinking and philosophy. I hope that the President will give more serious thought and personal attention to this bill for I sometimes think that he is not getting very good advice. But no matter what the President finally decides, I do not believe that Members of the Congress should surrender the right to think for themselves on this important issue.
>
> As the gentleman from California [Mr. Moss] has so well said, we who oppose the administration proposal have gone far in seeking a fair compromise. Some of us have a lot of misgivings about the reclassification feature in this bill, yet we have indicated a willingness to go along if a few improvements could be made.

When the bill was finally passed in 1955, Congressman George P. Miller, a distinguished Member of the House for many years, declared on the floor of the House:

> Certain of the classification features written into this bill will cause confusion and inequities. It opens a Pandora's box, the flying contents of which will haunt the Halls of Congress for years to come. You know as well as I that we have asked for a lot of unwelcome work.

We agree with the distinguished Congressman from California. We think now is the time to lift the lid off the Pandora's box.

If you go back and read the debates on the 1955 act and again on the 1962 act, you will find that the injustices protested were largely in the levels provided for in H.R. 7.

Again in 1962, the administration moved to provide a further reclassification. In this instance they linked the Classification Act with the Postal Field Service Act—two groups that, when it comes to similarity of duties and responsibilities have absolutely nothing in common. The great majority of postal employees are letter carriers and clerks. There is absolutely no comparability between GS–5 employees with letter carriers and little with clerks. The procedures adopted are an administrative fantasy.

I would like to quote a statement that I made before this committee on May 24, 1962:

> It was evident from the testimony of the administration witnesses that they were mesmerized by the magic of percentages. I do not necessarily think that if the lower paid employee receives a salary of $1, and the highest paid $1,000, if the lower paid goes to $100 the highest should necessarily go to $100,000. This is precisely what the percentage calls for. I think this is a fatuous argument. Percentages are not sacrosanct. Many factors have to be considered to arrive at a fair mode of procedure.
>
> One of the arguments advanced against the present day schedules that would be corrected by the heavenly attributes of the new plan was the percentage difference

between levels, and the percentage differences between steps. Under the proposed program, percentage heaven would be attained. Symmetry, not substance, would be the rule.

We do not think that percentage perfection is that important. The difference in jobs provided for in certain levels could very well be greater, or less, than those in other levels. Statisticians love symmetrical charts. We are afraid that they first drew the charts, then inserted the figures. We believe that substance should come before form and the figures should be decided on first.

I might pause here to remark that in Mr. Macy's testimony, he again made a strong argument for the percentage differences. Now, this is a matter of form. It is not a matter of substance. And we believe that there is more reality in substance than there is in form.

Continuing the quote:

The principle of pay increases proposed by the administration is supposedly based on comparability. On the admission of all of the administration witnesses they had no basis of comparability between Level 4 postal employees and crafts in outside industry. In proper bureaucratic fashion were logic is absent, create a new word. Hence the word "linkage."

What does it mean? Who knows? The only thing of which we are certain is that the linkage is full of leakage. There are far more differences between employees in GS–5 and postal employees in PFS–4 than there are similarities. Employees in GS–5 move rapidly to other grades. Postal employees serve a life term in Level 4, in the great majority of cases.

Subsequent events have substantiated the position we took on this matter. Our understanding of what comparability should be and the understanding of the Civil Service Commission and the Bureau of the Budget are entirely different. Appearing before the Committee on Post Office and Civil Service on March 16, 1966, Mr. Charles Schultze, Director of the Bureau of the Budget, gave his interpretation of what the Comparability Act meant. He said:

The Federal Salary Reform Act states the comparability principle in a simple declaration: "Federal salary rates shall be comparable with private enterprise salary rates for the same levels of work."

The confusion and misunderstandings which have arisen about the comparability principle involve the words "salary rates," "private enterprise," and "levels of work," in that order.

The principle says nothing about Federal increases being comparable with increases elsewhere. It establishes that the standard is measurement of "rates," not change. This is an absolute standard. Federal rates shall be brought to the level of private enterprise rates. We are trying to do this as rapidly as economic and fiscal conditions permit. The principle describes "private enterprise" without qualification. It says nothing about comparability with the better employers, or the bigger employers, or employers of organized or unorganized workers. The principle also says that Federal salary rates shall be comparable with private enterprise salary rates for the same levels of work. It does not say that Federal workers in any given occupation shall get the same salaries as their counterparts in private enterprises. It prescribes only a work level relationship—which must represent a number of occupations at the same work level. Obviously, there will be differences in pay among the occupations.

It must not be forgotten that the Federal Salary Reform Act also retained the long-standing principle of equal pay for equal work, and established a requirement for interrelated salary levels for the several Federal statutory salary systems.

In the executive branch, we have attempted to develop comparability pay lines which meet the principle fully and to construct salary schedules which provide pay distinctions in keeping with work distinctions—all in an interrelated system.

What Mr. Schultze says is that the Post Office Department's 700,000 employees are not entitled to the rates of pay comparable to the other employees who work for large employers. The Bureau of the Budget, in some of its prepared material, admits that those em-

ployers who have large numbers of employees usually pay better wages, but the postal employees will not be compared with these people. We work for the largest employer of them all, but we are compared with smaller employers. The Bureau of the Budget does not believe that we should get comparable pay with the employees of the better employers, or with the organized employees. As a matter of fact, they have gone to considerable lengths to locate lower paid employees with whom to compare us. I have already pointed out that they have not compared us with the large employers and actually they have gone to the opposite length and have sought out employers that pay low wages and employ few workers. This is described in their own booklet entitled, "The Federal Salary Comparability Process," issued in April 1966.

This is a quote from that book:

> In the face of criticism that the Government was setting its pay rates on the basis of a big company, big city survey, the 1960 findings were again reviewed to determine whether there might be justification for a lower cutoff in some industries than in others. The review showed that lack of job matches in establishments of less than 250 employees was worst in manufacturing and retail trade, where major proportions of employment are in blue-collar production and sales jobs respectively. In other industry divisions, it appeared feasible to survey down to a 100 cutoff; and in finance, insurance, and real estate, where nearly all workers are white-collar, a cutoff of 50 appears to be reasonable. The variable cutoffs serve to equalize the minimum white-collar employment covered among the several industry divisions.

It would appear most significant that the Bureau representatives have reached out to include finance, insurance, and real estate—occupations where employees are poorly organized and poorly paid.

In setting up the comparability procedures, it was stated that there was no one with whom administrative officials could compare letter carriers and, for that reason, these employees were placed in comparison with those in GS–5 of the Classification Act. We have never agreed with that arbitrary classification. We have protested it at considerable length in hearing after hearing. However, the Government witnesses appear blandly before the committees of Congress and inform the members exactly what comparability is for those in PFS–4 and GS–5, to the tenth of a point.

In a report submitted to the President under date of March 3, 1966, and signed by Charles L. Schultze, Director of the Bureau of the Budget, and John W. Macy, Chairman of the Civil Service Commission, the following paragraph is found:

> Although the survey has produced excellent data on several professional, administrative, and technical jobs at the private enterprise equivalent of GS–5, the data have not been used this year nor in past years in comparability computations. Determination against use of the data is based upon the fact that more than 60 percent of GS–5 employees are engaged in clerical work, yet no data have been available to date on private enterprise rates for clerical work at this level. Until such data are available, it does not seem possible to accept the findings at GS–5 as being sufficiently representative of private rates for the work level. Repeated prior attempts to survey pay for GS–5 clerical jobs have failed, but successful survey of the newly added jobs should satisfy the criterion of representativeness and permit use of data in computing Federal comparability salaries.

I might say that this year we asked the Bureau of the Budget people, the ones who do the work down there, if they had used such a comparison. They say that the situation this year is just the same as it was last year. So actually, they figured no comparability at GS–5 level for a level.

I am including with my statement a table on comparability which the Bureau of the Budget published, and which shows the average pay for those comparable with GS–5 as being $6,942. However, in determining what the amount of increase should be, the Bureau disregards the so-called average and picks up what is referred to as a "pay line."

(The table referred to above is as follows:)

Comparison of 1966 comparability payline with current general schedule rates

Grade	1966 private enterprise averages	Payline		Current 4th rates	Increases	
		Intergrade differentials (percent)	Rates		Dollars	Percent
GS:						
1	$3,356		$3,745	$3,975	(1)	(1)
2	3,937		4,255	4,324	(1)	(1)
3	4,645	28.4	4,810	4,701	$109	2.3
4	5,710		5,415	5,256	159	3.0
5	6,942	26.3	6,075	5,859	216	3.7
6			6,790	6,461	329	5.1
7	7,882	24.4	7,555	7,090	465	6.6
8			8,380	7,773	607	7.8
9	8,980	22.7	9,270	8,479	791	9.3
10			10,215	9,285	930	10.0
11	11,080	21.2	11,235	10,166	1,069	10.5
12	13,203	19.9	13,470	12,064	1,406	11.7
13	15,636	18.8	16,005	14,217	1,788	12.6
14	18,840	17.9	18,870	16,675	2,195	13.2
15	23,592	17.2	22,115	19,371	2,744	14.2
16		16.7	25,810	22,085	3,725	16.9
17		16.4	30,040	25,040	5,000	20.0
18		16.3	[2] 31,760	[2] 25,890	5,870	22.7

[1] Current rates in excess of comparability rates.
[2] Single (entry) rate.

Mr. KEATING. On page 40 of their "Federal Salary Comparability Process," issued in April 1966, the Bureau shows a private enterprise average in GS–5 as $6,942; the pay line is $6,075. There is a footnote in the booklet which indicates that the private enterprise average is not used for comparability. This again clearly emphasizes the fact that there is no comparability for letter carriers, but a good deal of time has been engaged in trying to arrive at a figure.

If the average that the Bureau published was used, the increase would be 18 percent. The increase proposed is 3.7 percent. The Bureau has tried four different pay lines—all arrive at the point that was established in the first place.

If you will look at that chart, in order to bring GS–5 up to the level of the private enterprise average, it would require an 18-percent increase. But when the Bureau resorts to the pay line, it winds up with a 3.7-percent increase. The Bureau has used several pay lines since the program was first established.

In testifying before the Compensation Subcommittee, I protested the comparability of letter carriers, with a comparability procedure based on comparison with a group largely made up of women. This aroused the spirit of knighthood in Assistant Postmaster General Murphy, and he rose to the defense of women and their right to equal pay. We, too, believe with Mr. Murphy, that women doing the same work should have equal pay with men; however, what we pointed out was that they do not receive it in industry. If Mr. Murphy will turn to page 23 of the book entitled "The Federal Salary Comparability

Process," published by the Bureau of the Budget, he will find the following statement:

It is to be expected, accordingly, that the national average rate for an occupation which is predominantly male will be higher than the national average rates for predominantly female occupations of the same grade.

I note that Mr. Murphy stated that there are presently 3,462 female letter carriers. This figure is constantly changing. Yesterday morning, for example, there were 12 lady carriers in Omaha; this morning there were only nine—three had quit.

I have included a list of cities indicating the number of female letter carriers. Generally speaking, women who take the job of letter carrier either quit or seek a transfer after a few months. With few exceptions they find the job too difficult. The cities that employ the greatest number of women are listed on the accompanying exhibit.

Now, practically all of the large cities are listed here. And where lady letter carriers are employed, most of them are generally in the large cities. We have included others to show that there are a great many large cities where there are no lady letter carriers employed. The turnover is very rapid. Most of them are substitutes, largely temporaries. But there is a great turnover in the employment of women in the letter carriers services.

(The list is as follows:)

City and State	Approximate number of letter carriers	Number of female letter carriers	City and State	Approximate number of letter carriers	Number of female letter carriers
New York, N.Y	5,956	41	Washington, D.C	1,223	20
Bronx, N.Y	1,403	0	Omaha, Nebr	718	9
Chicago, Ill	4,778	269	Tampa, Fla	553	0
Los Angeles, Calif	3,690	89	Portland, Oreg	1,040	4
Boston, Mass	3,131	3	Wichita, Kans	498	6
Detroit, Mich	3,406	262	Burbank, Calif	141	1
Philadelphia, Pa	2,812	3	Spokane, Wash	310	3
Cleveland, Ohio	2,757	101	Rochester, N.Y	857	12
St. Louis, Mo	2,400	36	Syracuse, N.Y	478	0
Milwaukee, Wis	1,751	13	Tulsa, Okla	648	1
Minneapolis, Minn	1,639	0	St. Paul, Minn	812	0
Baltimore, Md	1,947	6	San Antonio, Tex	806	0
Pittsburgh, Pa	1,660	3	Fort Worth, Tex	554	1
Houston, Tex	1,338	24	Miami, Fla	1,341	0
Denver, Colo	1,300	2	Buffalo, N.Y	1,190	2
Dallas, Tex	1,128	2	Cincinnati, Ohio	1,440	0
Seattle, Wash	1,171	19			
Kansas City, Mo	1,064	26	Total	56,040	958

Mr. KEATING. Recently I visited seven of the largest stations in Chicago. I asked a number of women how long they had been employed. One stated she had been there a year. The rest were all less than 6 months. Carrying mail is hard work. Mrs. Mary Denney of Columbus, Ind., tells her story in a letter to the editor of her local paper. I am going to read the letter because I think it tells quite a bit.

MAILWOMAN'S LETTER—RESIGNATION IS EXPLAINED

COLUMBUS, IND.

TO THE EDITOR: It has taken me two weeks to decide to write this letter. As most people in Columbus already know, I was the city's first female letter carrier. I have heard several rumors since I resigned 2 weeks ago that I was fired or that the men finally got rid of me. I wanted to write this letter to let the public know differently.

I am truly sorry I had to resign—for more reasons than one.

First and foremost, I have a family to support and I could do this better by working at the post office. This is a bad time to be looking for employment because of my limitations.

Second, it may have given other women a chance to work there as many women do in other cities.

I didn't think about or want the publicity that followed my being hired. I heard from a remote source that the Postal Department would one day hire women. But I wasn't given full details of what the position consisted of. I couldn't imagine how difficult the position would be and I didn't think I would be the only female.

I didn't have a choice but to do my best, since I had quit my other work. I was fought the entire 3 months I was there.

It wasn't my aim to make any of the men look small by my carrying mail. Carrying mail isn't easy for stout men and it was doubly hard for me because of my size.

I thoroughly enjoyed carrying mail even though it wasn't easy and sometimes the weather made it even worse. I was given the lightest of routes, for which I was grateful. I just wasn't capable of doing all the duties that substitute carriers have to do.

The public probably hasn't any conception of what goes on behind those windows in the post office. Having been there, I appreciate my mail and my carrier more. Even though those men resented my working there, they were a nice group for one female to work with and they treated me with due respect.

I couldn't dislike any of them for upholding what they thought was their duty. I especially appreciate what Mr. John Beatty, assistant postmaster, and Mr. Frank Philips, acting postmaster, tried to do for me. They did not make the rules, but they had to abide by them.

I want to thank the public for being considerate also. Being a letter carrier is a position of which to be proud.

MARY DENNEY.

WHAT'S WRONG WITH THE POSTAL SERVICE?

Postmaster General Lawrence F. O'Brien told the House Subcommittee on Appropriations for the Post Office:

> I would fail in my responsibility if I did not say frankly that at present your Post Office Department is in a race with catastrophe.

What he said is true and perhaps the greatest single cause of this situation is the failure of the Government to pay adequate salaries. The Post Office Department has resorted to all sorts of devices to secure adequate manpower. The problem of recruiting and retaining letter carriers and clerks is a most difficult one.

The efforts to recruit employees have resulted in blind and short-sighted policies. The Civil Service Commission has reduced the standards of examinations in order to recruit people, and this has resulted in hiring less qualified employees. Temporary employees have been hired to fill the gap and this has brought about—along with inadequate salaries—a tremendous turnover ranging from 50 to 900 percent in the temporary ranks.

It is little wonder that the service is not as good as it once was. Postal jobs demand real ability, and the Government officials who make pay recommendations and prescribe levels of classification apparently have little knowledge of the abilities required.

Postmasters throughout the Nation have combed their cities seeking people to work in the post offices. In St. Paul, Minn., letter carriers delivered slips like the one attached to every household in the city. In Trenton, N.J., advertisements were carried in the newspapers.

These two methods were resorted to in many cities because of the difficulties in recruitment. Postmaster Palmer of Birmingham, Ala., appealed to the postal employees to help with the recruitment. His letter is included in the statement here. And he asks them to ask their friends to come in and work in the post office.

(The advertisement and letter are as follows:)

Reprinted from THE EVENING TIMES, Trenton, N. J., Thursday, January 12, 1967

Career Positions Open At Post Office

Career jobs paying $2.64 per hour to start "are now going begging at the Trenton post office," Postmaster John Dawson said today.

"There are a number of career positions open due to lack of personnel on our Civil Service roster," added Postmaster Dawson.

He urged all available persons, male or female, to apply at room 418 for an application.

Applicants will be given a competitive examination for the position which pays $2.64 hourly to start.

Examination subjects will consist of general abilities, following instructions and address checking.

An Employment Opportunity for You

HUNDREDS OF FULL AND PART-TIME JOBS WILL BE AVAILABLE AT THE ST. PAUL POST OFFICE

For Men and Women

Applications are now being accepted for the following positions:

Clerk-Carrier ☐ Fireman-Laborer ☐

Mail Handler ☐ Janitor-Custodial ☐

Truck Driver ☐

If you wish to apply or get further information please fill in the box above that indicates your preference—then print your name and address below.

Last name First Initial

Street Address

City State ZIP Code

POST OFFICE DEPARTMENT,
April 3, 1967.

To: All employees.
From: Postmaster, Birmingham, Ala.
Subject: Recruiting.

I recently informed you in a letter such as this that our clerk-carrier examination is open. I am sure many of you have referred applicants to our civil service board, room 259.

However, we are in trouble. We are not receiving enough applications.

Therefore, I am asking each of you to think of one or more persons whom you would consider qualified and would want to have as a coworker. Send him or her to the window at room 259 for an application, or you may come to the window and secure an application for him.

Again, for your information, there is no residence requirement for this examination. Anyone now residing anywhere in the United States can take it. No closing date has yet been set for this examination, but since our civil service board is to be moved to Memphis, Tenn., in the next few months, we will have to close the examination soon.

Since the persons hired as a result of this examination will be working with you in this office, I am seeking your help.

E. F. PALMER.

Mr. KEATING. Postmaster General O'Brien, in a speech delivered before the Direct Mail Advertising Association in early March, spoke out in favor of higher postal wages. He said:

Lest anyone draw the conclusion from these figures that postal salaries are lush, and that high labor costs are behind the gap between revenue and income, permit me to point out a few often overlooked facts about the postal worker.

First, if anything, we are uncompetitive in many areas. For example, many of you have no doubt seen the signs on D.C. Transit buses offering $6,900 for beginning busdrivers. While, of course, the two jobs are not identical, while busdrivers make more money here in Washington than in many other cities, and while our fringe benefits are greater than those in much of private industry, a postal clerk or carrier must work 15 years to reach that figure. Moving people around by bus is important; but so is moving the U.S. mails.

The present rates of pay are far too low to attract competent employees. Speed, accuracy, intelligence, a good memory, and absolute honesty are needed requisites of a good letter carrier. There is no large employer of workers that pays as poorly as the postal service.

There are 61,000 temporary post office clerks and 21,000 temporary letter carriers. Approximately one-sixth of the entire force are temporary employees. Good postal service is impossible with transient workers. Last fall when service broke down in Chicago and other cities around the country, Postmaster McGee of Chicago and Postmaster Beall of Washington, D.C., declared that poor salaries and the difficulty of hiring capable employees were responsible. Postmaster Beall declared that the letter carrier performs a skilled task and not everyone was capable of performing the job well.

Yet, the Government continues to try to hire competent letter carriers at a salary that is less than a "meter maid" receives in Los Angeles. The Post Office Department attempts to compete with the United Parcel Service in Bethleham, Pa., where the United Parcel Service pays $3.32 per hour, and the post office pays only $2.56 per hour for regulars and $2.64 per hour for substitutes. The difference between the hourly rate for substitutes and regulars is an additional amount to make up lack of holiday pay on the part of substitutes. In Kansas City, Kans., United Parcel starts a man at $2.96 per hour, and at the end of 3 months he gets a 5-cent raise. In Mattoon, Ill., the United Parcel Service starts drivers at $3.03 per hour.

Chairman John Macy of the Civil Service Commission told this committee:

> Each of four civil service regional offices audited jobs in the post office of a large metropolitan city and in the post office of a small city. Altogether, the positions of 22 carriers, 21 distribution clerks, and 22 window clerks were reviewed. Our people, experienced in auditing positions in other departments, observed the work, talked with individual employees, and discussed the work with supervisors. They then compared the work with that done by general schedule employees.

I noticed that he said that they were experienced in auditing the work in other departments. I feel quite certain that they are not experienced in auditing the work in post office departments.

This sounds profound and professional, this statement. You will probably be interested to know that it was a deadline investigation; apparently a last-minute effort to influence this committee. The investigations were carried on in April of this year, strictly hit and run. The investigator in Philadelphia asked a number of questions of one man on the afternoon of April 11, and another man on the morning of April 12. The investigator in Seattle, Wash., talked to three men, spending not more than 2 hours with each one. And on April 11 another investigator asked several employees to explain their job to him. In no case did an investigator spend the day with a letter carrier.

Whatever faith we might have had in the classification procedure was pretty well dissipated by this last-minute, hurried-up, investigation. To send investigators, most probably unacquainted with postal procedures, on a hit-and-miss investigation, cannot inspire confidence in the manner of conducting a classification analysis.

Not so surprisingly, too, the Post Office, or the Civil Service Commission, passed out forms on April 20, 1967, titled "Annual Position Evaluation Review." To the best of my knowledge, this has never been done before. The carriers were asked if they had anything to add to the job description. Our letter carriers have not acquired the talents of writing elaborate job descriptions as Federal employees. I have read many in the classified services. Skill in writing job descriptions means grade advancement. Letter carriers are trained to do a good job of working, and have not composed their own job descriptions.

I much prefer the job description written by Assistant Postmaster General Richard Murphy, after he spent the day with a letter carrier on March 28, 1961. I am sure it is far more accurate than the hit-and-miss report of the random civil service classifiers. Quoting General Murphy:

> Frankly, in observing the casing-up operation I received my greatest surprise, for I really had not realized the amount of sustained work that a carrier puts in during those first 3 hours in the station. It's a good bit more complicated than I had thought, and involves a considerable alertness, dexterity, and knowledge of the route scheme on the part of the carrier.
>
> I took a try or two at sorting some of the pieces, and I must confess that if left on my own, it would probably have taken me until nightfall to sort the almost 3,000 pieces that Carrier Humbert Ventura, one of the carriers with whom I spent the day, had to deliver that day. Humbert showed me what a really good carrier can do by recognizing the correct addresses that had only partial addresses, misspelled names, and almost illegible handwriting—things that a novice such as myself would never have sorted correctly. He also impressed me with the value of speed, with only 3 hours in which to get his mail sorted and cased, and with his knowledge of the changes of address and other characteristics of his route.
>
> One thing which impressed me greatly was the genuine friendliness of Carrier Ventura and the definitive knowledge he had of the people on his route. His

patrons were obviously happy to see him, and he knew virtually everyone on a first-name basis.

A carrier like Humbert is obviously a great asset to the post office and to the Government because he represents the Government to the people on his route. To many of them, he is the most tangible contact they have with government and their attitudes about government are molded to some extent by their impression of him. I know that President Kennedy and General Day are as proud as I am of the kind of service that Humbert Ventura is giving the people on his route.

At 11 o'clock I switched routes and spent the next 3 hours with Carrier William Harriston, another able, friendly young man with 14 years' service. Harriston's route covered an awful lot of ground and it was hilly ground, with lots of steps. Boy, those steps can really get you. I felt like this was my first introduction to the President's Physical Fitness Program.

Harriston amazed me, just as Ventura had, with an almost uncanny ability to remember at exactly which house he should dip into his bag to produce flat pieces to add to the pile of letters which he carried in his hand. I guess this comes with training, but it is nonetheless amazing.

When 1 o'clock rolled around, I was really beginning to feel a little foot-weary and if I had continued to carry the bag which I started out with in the morning all the way, I probably would have been done in. Fortunately, however, I exercised a prerogative of office to relinquish the bag part way through the morning.

At any rate, we continued on, picking up mail at the relay points, and discussing the life of the mailman as we went. Harriston has a family, as does Ventura. Ventura has another job in a hardware store after he finishes work at 2 o'clock. He works as a clerk until 6. Frankly, I don't see how he puts in 4 extra hours each day, but he says he takes it in stride, without too much difficulty.

Now, that is the impression that Assistant Postmaster General Murphy had in spending a full day watching carriers work.

The Civil Service Commission has few employees who understand postal operations. To the best of my knowledge, it has no one who has had any experience carrying mail. If one were to analyze the work of aviators, mechanics or any other occupation, one would expect to have people who knew the work thoroughly. The only place to learn the complexities of mail handling is to work in the postal service. You can't learn it in 2 hours.

The Commission has reduced the standards of the examinations for entrance into the postal service. This started as far back as 1962 and is still being continued.

I have reached the conclusion that the Civil Service Commission does not fully understand the importance of the mail service, the responsibilities of a letter carrier, the physical work and the physical exposure, and the mental capacity required of a letter carrier. I have heard the letter carrier referred to thousands of times by people from all walks of life as the Ambassador of the Federal Government. I think it is time that he should be recognized as such.

Now, if you will turn to the next page, there is a quote from "The Chief," a civil employees weekly of New York, relating how the examinations were cut. This was in a May 11, 1962, article.

A radical step aimed at recruiting a sufficient number of eligibles to fill substitute clerk and carrier vacancies almost as promptly as they arise was taken this week by the New York post office.

The step, designed to reduce the large number of failures in the written exam, was the elimination of the general abilities questions from the test. Thus, the written exam henceforth will comprise only questions on address checking and following instructions.

The general abilities phase of the test also will be eliminated in the exam for the four Queens post offices—Jamaica, Flushing, Long Island City, and Far Rockaway. For the time being, the redesigned test will be held only for the New York and Queens post offices on an experimental basis. If it produces the desired results, it may be adopted for other post offices.

Men and women who passed these phases of the exam in the past but were unable to score at least 70 percent, the passing mark, in the general abilities part

now have a greater chance of qualifying for post office jobs. The general abilities part consisted of questions on mathematics, reading comprehension and interpretation, vocabulary, and spelling.

Now, this has been done elsewhere, and I think it has had a bad effect upon the postal service and if you were assessing the blame for some of the mistakes that, while still not too frequent, are more frequent than they used to be, I think you can place some of it on the shoulders of the Civil Service Commission to recognize the importance of this position.

The letter carrier plays a major part in the economic life of the Nation. Few people appreciate or realize the importance of the job the letter carrier is doing.

The Post Office Department told the Appropriations Committee that the Post Office handles trillions of dollars worth of negotiable items.

We have become a nation of computers. National firms issue checks from one source, more and more paychecks go through the mail. The letter carrier is, in effect, the paymaster of the Nation. Millions of citizens look to the coming of the letter carrier on a specific date to receive their paychecks.

The senior citizens of the Nation are practically all paid by the letter carrier—21 million people receive social security checks amounting to more than $19 billion yearly; 780,000 civil service annuitants receive checks totaling $1,900,000,000 yearly; and 1,201,910 veterans receive checks from the letter carrier totaling more than $2 billion.

In addition to the above, most all of those receiving annuity checks from private corporations and insurance companies, from labor unions and beneficial societies, receive their checks through the mail. These are all people who expect and should receive the very best postal service.

People covered by insurance, whether it is life insurance, fire insurance, medical insurance, automobile insurance, all look to the letter carrier to bring them their checks in payment of their losses.

The millions of American citizens who, because of physical or mental incapacity, lack of necessary skills for gainful employment, failure to find jobs—all who look to Federal, State, county, or municipal relief sources, generally receive their checks through the mail. So do the widows and the children.

American citizens have received and are receiving almost 50 million refund checks from the Internal Revenue Service.

Not only does the letter carrier deliver these checks, but he collects the major portion of money used to maintain the charitable activities of the Nation. The Red Cross, the March of Dimes, TB seals, Easter seals for the crippled of the Nation, muscular dystrophy, multiple sclerosis, orphan homes of many descriptions, church charities in many and varied forms, all of these exist on the money brought to them by the letter carriers. Yearly, around the Nation, there are thousands of letter carriers who give liberally of their own time to further assist in these worthy projects.

However, this is only a limited part of the important activities of the letter carrier. The mail he delivers is the cornerstone of business activity. He delivers billions of dollars worth of securities—bonds, stocks, investment certificates. He delivers dividend checks and interest checks. A day's delay or 2 or 3 days' delay will result in loss of interest to one or the other of the parties involved.

He delivers contracts, bids for building, as well as bids for varied activities. Delays in this area can well result in the loss of substantial money, if the mail is not there on time.

He brings in much of the money that is used to operate the Federal Government, the State governments, the county and municipal governments, in the form of various taxes. Here again, we are talking about billions of dollars.

With the congestion of traffic, more and more people send their bank deposits through the mail. The letter carrier brings in the checks that pay for goods purchased from all sorts of business transactions—department stores, furniture stores, automobile dealers, mail-order houses and all others.

Jewelers are good customers of the postal service, using the service to ship valuable jewels and jewelry. A few years ago when jeweler Winston shipped the Hope Diamond, valued at millions of dollars, he sent it by registered parcel post, and it was delivered by the regular letter carrier.

Discussing postal problems and the prediction of Postmaster General O'Brien, that the postal service was facing a catastrophe, the Worthington Globe, published in Worthington, Minn., editorialized:

> This staggering job is undertaken by one of the most poorly rewarded group of workers in the Nation. Letter carriers and postal clerks, after 21 years of service, reach a peak salary of $7,263 per year.

The American people and the Members of Congress appreciate this service, even though some do not.

I think it is well to point out that, of 618,419 postal field service employees in the service on June 30, 1966, out of this great number only 23,958 were receiving the top salary. However, 117,586 were receiving the lowest rate of pay.

No wonder the Post Office Department retained only 80,000 out of the 180,000 hired in 1966.

Postal wages are substandard to the extent that many of our members in New York State can qualify for benefits under the medicaid plan, which is for indigent people. This program is based on a means test requiring a combination of children and salary to qualify. As an example, one of our members in a New York City suburb, age 35, with a wife and six children, has qualified. A carrier in Yellow Medicine County in Minnesota wrote me that because of the number of his dependents and his small income, he qualified for the food stamp plan.

Unlike other employees in private industry, postal employees are frequently charged large sums of money for loss of mail. The Post Office Department does not furnish bonds. Theoretically the Department assumes any losses that may occur. Even in the case of insured or registered mail, employees are often charged for the loss if the mail is missing. The payment required of the individual carrier is often substantial—sometimes we are successful in having private bills adopted; on other occasions the individual bears the loss. Recently we had a case in Missouri where a carrier was required to pay $508 for loss of a register. A private bill was introduced; an adverse report was filed by the Post Office Department. The carrier died 2 weeks ago

after having repaid $220. We have had cases where men were assessed $1,197; another one for $1,384.67; and another that Congressman Udall handled where the amount charged against the carrier was $1,917.05.

I have a letter here where the postmaster in Bronx, N.Y., warns the employees about the value of the mail that they handle, and urges upon them the necessity of protecting it.

(The letter is as follows:)

U.S. POST OFFICE,
Bronx, N.Y., April 5, 1967.

SUPERINTENDENT STATION.

It is anticipated that approximately 80 billion pieces of mail will be processed this year by the postal service. The mail will contain literally billions of dollars worth of negotiable items such as checks, securities, and merchandise. The safeguarding of this mail is the responsibility of all postal employees. Integrity of the mail is synonymous with protection.

Supervisors have a primary responsibility in seeing that mail is accorded proper protection at all times. It is imperative that supervisors, particularly station superintendents, enjoin upon employees the importance of properly safeguarding mails. To this end, the following items will be stressed:

(1) The exclusion of unauthorized persons from the workroom floor.

(2) The prohibition of smoking while working at pouch or seat racks, and while loading and unloading mail trucks.

(3) The need to afford adequate protection of the mail from exposure to inclement weather.

(4) The need for preventing mail locks and seals from coming into the possession of unauthorized persons.

(5) The need to promptly report theft, loss or destruction of mail, through normal channels, to the postmaster and the local inspector.

FRANK J. VIOLA, *Postmaster.*

Mr. KEATING. One major factor that has been given slight consideration is the fact that a letter carrier entering the postal service starts as a substitute. At the present time it takes 1 to 3 years to become a regular—much longer if he is first employed as a temporary. As a substitute the carrier has no regular assignment; he works as he is needed. The postal service is overloaded with substitutes. On June 30, 1966, in level 4 there were 299,363 regular employees and 131,072 substitutes—that is one substitute for every 2⅓ regulars.

Mr. Ralph W. Nicholson, Assistant Postmaster General, reported to the Appropriations Committee:

The average substitute today is working about 28 hours or a little over 28 hours a week. His take-home pay is for about 28 hours a week or a little over. Prior to the passage of Public Law 89–301, the average substitute worked more than 40 hours. If he did work 40 hours then and 28 hours now, he has about 30 percent reduction in his take-home pay. The average substitute employee worked 2,076 a year in 1965 before Public Law 89–301 but worked only 1,492 hours a year in 1966 after Public Law 89–301.

Twenty-eight hours a week adds up to slightly more than $70 per week.

The letter carrier is entitled to advancement to level 5. We need experienced men to operate a good postal service. Congress understands the problem much better than does the administrative branch of Government. You meet with the people. You know the problems. You have a practical, not a theoretical approach to these problems.

I want to call your attention to the level and step distribution table herewith. You will note the preponderance of employees in the first four levels. You will also note the great total of substitutes; many of these are temporary employees. The turnover in the lower levels runs from 50 to 900 percent. It is little wonder that we have service difficulties. Experienced employees are needed to man the postal service. There is no operation in America that is so closely concerned with products related to the economic and personal life of the people of this Nation. The bureaucratic confined experts may not appreciate it, but I am sure that the Members of Congress do.

(The table referred to is as follows:)

POST OFFICE DEPARTMENT

Level and step distribution, fiscal year 1966

POSTAL FIELD SERVICE

	Steps												Total employees
	1	2	3	4	5	6	7	8	9	10	11	12	
ANNUAL RATE EMPLOYEES													
Level No. 20				6	8								14
Level No. 19	2	3		3	2	8	1						19
Level No. 18	3			2	2	1	7	4					19
Level No. 17	3	1	6	7	7	10	25	11	7	5			82
Level No. 16	4	8	11	15	19	24	43	37	34	7			202
Level No. 15	24	15	27	28	28	41	67	71	37	66			404
Level No. 14	27	44	44	38	52	64	140	151	73	206			839
Level No. 13	94	66	102	89	71	102	203	159	100	161			1,147
Level No. 12	96	65	80	76	82	111	182	223	137	265			1,317
Level No. 11	181	151	96	123	133	181	301	279	298	426			2,169
Level No. 10	164	82	146	200	236	419	633	533	579	970			3,962
Level No. 9	519	201	282	359	372	638	1,392	1,286	1,149	1,884			8,082
Level No. 8	471	282	473	537	689	1,008	1,746	1,827	1,423	2,413			10,869
Level No. 7	513	128	304	363	998	2,057	3,902	2,430	2,256	2,133	2,114		17,198
Level No. 6	891	287	376	378	552	754	2,084	2,282	1,750	1,446	949	206	11,955
Level No. 5	501	907	581	473	853	1,251	5,174	6,501	7,541	3,997	4,072	911	32,762
Level No. 4	6,497	10,348	10,424	6,731	5,285	16,154	52,606	29,028	65,817	55,638	19,226	21,608	299,362
Level No. 3	2,111	1,536	1,396	864	757	2,321	7,077	3,460	7,722	4,944	1,464	471	34,123
Level No. 2	618	365	334	171	270	524	1,253	530	777	431	217	126	5,616
Level No. 1	1,030	503	347	158	167	232	382	97	190	96	47	32	3,281
Total	13,749	14,992	15,029	10,621	10,583	25,900	77,218	48,909	89,890	75,088	28,089	23,354	433,422
HOURLY RATE EMPLOYEES													
Level No. 7		1									9		10
Level No. 6					3		9	3				13	28
Level No. 5	408	173	133	103	168	235	657	385	120	24	3	111	2,520
Level No. 4	72,725	13,213	7,815	3,812	2,860	6,996	12,616	3,890	4,791	1,643	520	191	131,072
Level No. 3	26,229	850	377	163	151	462	915	354	314	52	10	8	29,885
Level No. 2	4,093	1,302	1,197	630	506	1,242	3,491	1,902	3,239	1,437	760	238	20,037
Level No. 1	382	118	90	59	49	92	208	77	172	67	88	43	1,445
Total	103,837	15,657	9,612	4,767	3,737	9,027	17,896	6,611	8,636	3,223	1,390	604	184,997

Mr. KEATING. Now I want to point out something else that frequently you read about in the newspapers, but it is certainly not contained in the job description of letter carriers. On one page we have a picture of a letter carrier, Jack S. Stone, of Alexandria, Va., who was given an award just last week, last Friday, by the Postmaster General because he entered an apartment and saved a woman's life.

Now, if the letter carriers weren't as familiar as they are with the lives and the ways of their people, this woman's life would not have been saved. She was crippled. The letter carrier knew she was crippled, so he went right to her apartment and saved her life. He also helped to save another life. This happens quite frequently.

A letter carrier in Paterson, N.J., entered a blazing home and saved one adult and three children.

Another carrier rescued a child. He was successful knowing how to apply respiration. He tried the mouth-to-mouth method but that didn't bring the child back. And then he tried manual respiration, and the child was breathing when the ambulance came to pick him up.

Many of these things happen. They are part of a letter carrier's life. They are not in the job description. There is nothing in the job description about the responsibility and the financial charges that are assessed against letter carriers.

I rather doubt that if somebody would come in some afternoon and ask a letter carrier to describe their job that they would tell about these things. But they are still part of a letter carrier's life.

And I think in deciding upon the wonderful job that carriers are doing, these things have to be given consideration.

We have some other valuable testimony to present, and I would like at this time to yield to Vice President Rademacher for additional statements.

(The newspaper clippings are as follows:)

[From the Alexandria (Va.) Gazette, May 2, 1967]

WOMAN SAVED FROM SMOKE-FILLED BUILDING

Covering his route shortly after 1 p.m. Monday, mail carrier Jack S. Stone, 307 E. Hall St., saw smoke coming from the front door of the Bellaire Apartments at 1708 Commonwealth Ave. and before many minutes had passed was a city hero, according to the story related by Capt. Randolph E. Kirby of the Alexandria Fire Prevention Bureau.

Capt. Kirby reported that Stone, spotting the danger as he came out of a nearby building and realizing that arthritis hampered the activity of one of the building's second floor occupants, Miss Emma Kelly, 68, grabbed a towel from the laundry basket of an unidentified man bringing clothing from the laundry room. He knocked on doorways as he went, alarming other residents, Kirby related.

Protecting his face with the towel, Stone rushed to Miss Kelly's apartment, found her overcome by smoke, and carried her from the building, suffering smoke inhalation and cuts and abrasions to his right leg in the process.

Both Miss Kelly and third floor resident Mrs. Lena Mascaro, who also suffered smoke inhalation, were transported by the Fire Department Rescue Squad to Alexandria Hospital, Kirby said. Hospital officials said Mrs. Mascaro was treated and released, while Miss Kelly is reported in satisfactory condition at the hospital this morning.

Stone was treated by squadsmen at the scene, and the Post Office Department detailed a relief carrier to the route and sent Stone home for the rest of the day.

The fire, which Kirby reported did an estimated $8,000 worth of damage to nine apartments, was thought to have started in the boiler room and spread to trash left in the adjoining hallway to be burned in the incinerator.

[From the Paterson (N.J.) News Apr. 20, 1967]

TWO MAILMEN ENTER BLAZING HOME, SAVE THREE TOTS, ADULT

Three children and one adult were saved by two mailmen Wednesday in the Holsman St., fire which gutted two frame houses and left five families homeless.

Four firemen suffered burns, cuts and bruises while fighting the four alarm blaze and one resident was treated at Paterson General Hospital for shock. There were no serious injuries.

Postmen Anthony Pelosi, 38, of 28 Delaware St., and Neil Van Splinter of 34 Mary St., N. Haldeon are credited with averting any serious injury to occupants in the blazing building.

Joseph Agosta, 41, of 26 Highland St., also a postman, who was on his first day on the job, was talking to Pelosi on the corner of Holsman Street and North Straight Street when he spotted the flames and immediately sent in an alarm, while Pelosi ran to the house and alerted the occupants.

Gerard Kohler of 805 11th Avenue, also on route saw the flames from a block away and pulled another alarm on the corner of N. Straight and N. Main.

Pelosi gave this account:

Pelosi entered 59 Holsman St. first and rushed up to the second floor where he took two small children from Mrs. Frances Rainey. He wrapped his coat around the children and rushed to the street.

He entered the house again and this time was met on the first floor by a woman carrying an infant. He took the baby to safety and again returned to building number 57. On his second trip in, he noticed a fellow carrier, Van Splinter, carrying a young boy to safety from 57. Van Splinter also returned a second time and led an elderly woman to safety. By this time firemen had arrived.

Kohler said, "The fire burst right through the roof just like a mushroom."

FIRE TRUCK CRASH

Yesterday's fire was the second in three years to burn through 57 and 59 Holsman St.

A fire truck heading to the scene from Market Street, was involved in an accident with a car at Park Avenue and Summer Street.

Injured in the collision and taken to the Paterson General Hospital were Mrs. Christine Tuma of 204 Main St., Little Ferry, and Mrs. Mary Wilson, 34 Auburn St. They were released from the hospital after taking X-rays.

The fire engine was driven by Russell Goener, 238 Lexington Ave. The car driven by the Tuma woman was traveling south on Summer Street. The other car involved, driven by Mary Wilson, was traveling south on Summer Street.

The first alarm sounded at 9:14 a.m. and the fire department sent two companies.

The fire, apparently was started by a child on the second floor of 59 Holsman, who was playing with matches and throwing them down an air shaft between the two buildings.

The fire spread through the shaft, up the building and into the second and third floors.

WOMAN INJURED

Injured in the fire was the Rainey woman, whose hair was singed. Dorothy McGill, who also lived at the same address (59 Holsman) on the third floor, was taken to Paterson General Hospital and treated for shock but later released.

Four firemen were injured. All were treated at the scene by Fire Surgeon Seymore Nochimson and the Metzler Ambulance attendants.

They were Capt. George Kilgore, Engine 12, burns of the face; Capt. Edward Heitzman, who fell and injured his left hand; Fire Chief Theodore Tice who was treated for burns of the right hand, and Fireman Joseph Saia, Engine 3, who received eye injuries.

The owner of the building at 55 Holsman St. is Louise Anderson, of 443 12th Ave. The first floor of the frame building was occupied by Joan Ransaw and the second floor by Robina Coleman.

The owner of the house at 57 Holsman St. is Isadore Dorman. The first floor was the American Rescue Mission, the second was occupied by Bessie Caldwell and the third by Lily Stamps.

Israel Bornstein, Fair Lawn, is the owner of 59 Holsman St. The first floor was occupied by Louise Fleming, the second by the Rainey woman and the third by Gladys McGill.

The other building at 61 Holsman was owned by Fred Huffman of 63 Holsman. Mayor Lawrence Kramer and Fire Chief Harold Kane were present. Traffic direction was supervised by Deputy Police Chief William Ludwig.

[From the St. Joseph (Mo.) Gazette and News-Press]

LIFESAVING AWARDS PRESENTED TO GIRL, 7, AND LETTER CARRIER

Lifesaving awards were presented to two St. Joseph residents Tuesday night at the annual dinner of the St. Joseph Safety Council.

Receiving the awards were Larry Halter, 3409 Pacific street, and Robbi Owens, 7-year-old daughter of Mr. and Mrs. Robert L. Owens, 26 Carriage Drive North. The presentations were made for the Missouri Safety Council by its manager, Dale Findley.

Mr. Halter was honored for saving the life of David Fuller, son of Mr. and Mrs. Robert Fuller, 906 North 17th street, last June.

Mr. Halter, a mail carrier, responded to a call for help by Mrs. Fuller when her son suffered sudden congestion and had almost stopped breathing. Mr. Halter applied mouth-to-mouth resuscitation, and that failing, applied manual artificial respiration until the child's breathing and a strong heartbeat were restored by the time an ambulance arrived to take him to a hospital.

Mr. HANLEY. The Chair recognizes Mr. Rademacher.

Mr. RADEMACHER. Mr. Chairman, members of the committee, Columnist Jack Evans, of the San Gabriel (Calif.) Valley Tribune recently published the following quotation from a reader, Marilyn Lafferty. The article is a tribute to a Baldwin Park (Calif.) letter carrier, Robert Clark.

My postman is a carrier of stories, toys, jokes, wisdom, recipes, good news, and bad news.

He is chased by big dogs, little dogs, and little children.

My postman is a marathon runner, fence hurdler, ball dodger, high jumper, and track star.

He is a work horse, pack mule, veteran, gentleman, and gentle man.

My postman is a composer, conductor, poet, singer, hummer, yodler, and whistler.

He is a doctor, child psychologist, optometrist, veterinarian, electrician, carpenter, and mechanic.

My postman is a conversationalist, consoler, listener, supervisor, and adviser.

He is a humorist, charmer, talker, idealist, thinker, and a doer.

My postman is thoughtful, understanding, versatile, witty, tactful, and wonderful.

His bag is filled with his duties, and his deeds and his heart is filled with sincerity and friendship.

My postman is filled with a certain vivacious glow and spark.

The above description of one patron's letter carrier could undoubtedly fit most of those persons who have chosen the postal service for a lifetime career, whether he be the carrier assigned to collection, the foot carrier, the special delivery carrier, the mechanized carrier, or those who deliver parcel post.

Most patrons of the mails do not realize that their letter carrier has already been employed at least 3 hours before he arrives at his assigned territory. Most letter carriers report for duty at 6 a.m., frequently earlier, and must spend between 2 and 3 hours in just preparing mail in sequence of delivery.

The average carrier has to travel 10 miles daily braving all of the elements of weather, and personally making delivery of up to 600 pounds of letters, circulars, magazines, and small packages daily. Each piece of mail contained in this poundage must be skillfully sorted to its proper destination. According to the Post Office Depart-

ment, there is no room for error. So indicated the Postal Bulletin of March 30, 1967, a portion of which is quoted below:

> Postmasters shall take immediate action with carrier supervisors to arrange for verification not less than once a month, of the accuracy of mail cased by substitute carriers, utility carriers, and carrier technicians. Additional verifications may be made where conditions warrant. Where checking reveals miscased mail, supervisors will find out the reason, such as incorrect or improper labels, insufficient training for substitutes, etc., and take necessary steps to correct the problem. Where check discloses continued miscased mail after the above steps have been taken, counsel the carrier to achieve the necessary improvement needed to route mail accurately for delivery.

Mr. Chairman, this certainly indicates that we have got to be a hundred percent perfect. We have got to be absolutely accurate in the performance of our skilled duties.

The postmaster at Indianapolis, Ind., has publicly defended the accuracy of his letter carriers in a letter to the editor of the Indianapolis Star which appeared in that publication on April 3, 1967. The postmaster was answering an unfavorable editorial entitled, "What's the Matter, Don't They Deliver Monday Mail Any More?"

Postmaster C. H. Boswell pointed, first of all, to the 20-percent turnover of personnel in the Indianapolis Post Office. He secondly pointed to the fact that the Indianapolis Post Office handles between 4 and 5 million pieces of mail daily. With just a 1-percent error, there would be 40,000 reasons for complaints daily. Of course, complaints are considerably less, and perhaps a dozen or so patrons find reason to complain daily.

The postmaster also pointed to inadequate building facilities which have been overcrowded for the past 10 years.

An increased responsibility over the past 10 years for letter carriers is that of converting from a walking assignment to mechanized means of job performance. A recent survey by the Post Office Department revealed there shall be 80,000 mechanized routes as soon as appropriations permit expenditures for vehicles. In the meantime, letter carriers are cooperating by using their own vehicles to drive mail to their assigned territories. There are approximately 21,000 private vehicles being used by letter carriers throughout the country. Most receive a little more than $1 daily for the use of their private cars.

As mechanization increases, so does the responsibility. Likewise, the hazards are increased. According to testimony before the House Appropriations Committee, 12 drivers of vehicles were killed during the past fiscal year. Motor vehicle accidents accounted for 5 percent of the total accident picture during that same period.

I refer the committee now to page 1 of the exhibits which you have, entitled "Carrier's Hazardous Job Causing Deaths, Injuries," and we have three pictures which were not posed but were taken by newspaper photographers during the last 3 months. One carrier was killed in these three accidents. Two others were unemployed for at least 3 to 6 months, having been maimed and seriously injured in these accidents.

We have a job hazard because of the increased use of the three-wheeled mailster. Mr. Chairman and members of the committee, I refer you now to the picture on display, which shows the driver of a mailster trying to make his way about his assignment during a snowstorm. There is no provision made whatsoever for the weather elements as these people proceed about their duties.

The Post Office Department is now replacing many of these fragile vehicles with four-wheeled jeeps and other small vehicles. In February, a letter carrier was burned to death in Arizona while driving one of these mailsters when a 10-ton truck loaded with hot asphalt lost its brakes and hit the carrier's vehicle head on.

In 1965 the Post Office Department experienced an industrial injury rate of 16.8 disabling work injuries for a million hours of employment, whereas other Federal agencies combined were experiencing a rate of 4.9 disabling work injuries for the same exposure. There were 47,389 injury cases reported to the Bureau of Employees' Compensation during fiscal 1966; and there were an additional 35,000 accident cases involving nondisabling injuries. The work is arduous and hazardous, and the situation is further complicated today with the increase in number of vehicles on the road as well as the pressures which exist because of exploding mail volume and inadequate appropriations.

While letter carriers represent 26 percent of the total work force, they accounted for 51 percent of the reported accidents. This startling figure is not caused by carelessness on the part of letter carriers but is due to the extreme difficulties of performing the tasks of the letter carrier job description. About 30 percent of disabling injuries were the result of accidents off the Post Office Department. Included in that percentage is a total of 17.7 percent of all injuries which are attributed to slips, trips, and falls. Icy steps and rotted porches cause most of the falls. And you will note, Mr. Chairman and members of the committee, in our blown-up photo, these steps are typical of steps throughout the country, especially in the northwestern areas, and we would like for you to note not just the steps but the icy conditions of those steps and note the mailbox at the very top of the steps. The letter carrier places his life and limbs in jeopardy as he proceeds about his assignment daily in trying to make deliveries of mail to these homes during the winter months.

Animal bites are almost as prevalent as the falls with 16 percent of the total injuries being caused by animal bites. And I might add that last year 8,000 letter carriers were bitten by dogs.

The number of falls of postal workers is almost 1 percent higher than the falls of employees in all Federal agencies combined, while the number of animal bites of postal workers is more than double the number of employees so injured in all Federal agencies combined. The most recent injury reports are listed in the exhibits included with this testimony.

In an effort to prevent accidents by threats and harassment, many members of postal management have threatened employees with suspensions and removals in the event of accidents. And here is another example, Mr. Chairman and members of the committee, of an accident within the postal service. We have here a letter carrier in Nebraska who fell and broke his ankle. As he fell, his mail was scattered across the sidewalk. But, being a devoted, loyal, dedicated employee, he is shown here as the splints are being placed on his ankle by the rescue squad as he sorts his mail for the substitute to deliver, a typical example of devotion of the letter carrier today.

The most recent report reaching our attention comes from Kansas City, Mo. Over the past 2 months eight carriers have received letters asking that they pay for accidents in which they were involved. And Mr. Keating has explained this problem in his testimony. One carrier has been billed $274 for a mailster accident. At the same time, the

postmaster of Kansas City, Mo., has asked drivers to sign a statement indicating they have read his views on definitions of gross carelessness or negligence. In the letter which carriers were asked to sign, the postmaster states the following:

> The next time you drive through a traffic-controlled intersection and a half block beyond you can't remember whether the light was red or green, you should immediately realize you were daydreaming and not giving your driving all your attention.

The same postmaster on April 13, 1967, addressed a letter to Letter Carrier William T. Dunn and stated the following:

> This is advance notice that it is proposed to remove you from the postal service, or to take such other disciplinary action as may be determined to be appropriate.

The charge against the letter carrier, upon which his removal or other disciplinary action will be taken, is as follows:

> You are charged with gross carelessness in the operation of a Government-owned vehicle entrusted to your care. On February 28, 1967, you double parked the 2½-ton postal truck which you were driving. You left the motor running. After you left the truck, it rolled forward and struck the left rear fender of a properly parked automobile causing damage to that vehicle in the amount of $35.

They are now ready to remove this career, long-time letter carrier because, in his haste to perform his duties, he is responsible for an accident which cost $35.

Letter carrier Forrest L. Wendel, of Kansas City, Mo., made a right turn into a private drive and his truck struck a brick pillar causing damage to the vehicle and private property. He has been asked to pay the amount of $38.95 which is the actual cost of repair to the damaged vehicle.

The above are just examples of what is happening in the postal service. It has gone to the extreme where, for example, in Mobile, Ala., a disabled special delivery carrier was "grounded", meaning forced to walk rather than drive a vehicle, because he had two minor accidents.

The National Association of Letter Carriers preaches safety and urges drivers to be extremely cautious. At the same time, we know of no other employer of drivers who asks those drivers to pay damages in the event of accidents.

In addition to the responsibility of driving accident free, and being responsible for his own safety under most hazardous conditions, letter carriers are required to be protectors of the mails. Throughout the Nation today, hundreds of letter carriers are using satchel carts. The postal regulations required that the satchel cart must be kept in full sight at all times. The carrier must be in a position to prevent any attempted theft from the satchel cart. In some areas in metropolitan cities there are those who are so desperate as to attempt theft from letter carrier carts and many of our members live in constant fear that they shall be suspended, removed from the services, or even killed on the spot as they make their deliveries.

In Valley Stream, N.Y., letter carrier David C. Canfield received a 2-day suspension and a loss of $50 in wages because a bundle of mail was stolen from his cart as he was collecting postage-due money from a patron. And in Brooklyn, N.Y., practically weekly, letter carriers are in receipt of charges for permitting thefts from their satchel carts. Several carriers have attempted to apprehend the thieves who steal in the presence of the carrier. If the carrier caught

the thief and was assaulted in any way, there is no protection for the letter carrier under existing law. He would be paid compensation benefits for any injuries, but the attacker would not be fined or imprisoned for the assault on the carrier unless the carrier himself personally pressed charges in civil court. Of course, the thief, if found with mail on his person, could be apprehended.

Protection of the mails, overcoming hazards of the job while driving vehicles and making deliveries are just a few of the obstacles of letter carrier employment. Preservation of his life is becoming more and more a serious factor in letter carrier employment. There are many areas in this Nation where we have citizens who will go to any extreme to get money. In the Brownsville station area of Brooklyn just 2 weeks ago a letter carrier was confronted by a woman and a man carrying a .22 caliber gun. He was ordered to return the $5 that he had allegedly taken from the young lady. Most people would have turned over $5 rather than risk being killed. Unfortunately, or fortunately, this letter carrier didn't have $5; and after emptying his pockets in the presence of the couple they soon departed for more lucrative prey.

A letter carrier is also a kind of walking encyclopedia. He must carry in his mind the postal laws and regulations, about 900 pages of them, which govern his craft. He must also be familiar with the rates of postage for all kinds of mail and the rules that apply to each type of mail. Since he is the only Government representative who comes in contact with most citizens daily, he is expected to have at his finger tips every conceivable bit of postal information. He is also queried many times daily on the subjects foreign to the postal service; that is, locations of buildings, streets, bus stops. He has unfathomable depths of understanding and tact; and in the school of hard learning he has earned a doctor of patience degree. Disgruntled patrons berate him for not delivering mail which all too often was never posted, and others abuse him when his competence cannot disguise the bungling of supervisors.

His politeness and polish attributes to his picturesqueness. Vindictiveness is so strange to his creed that indignation is aroused when a letter carrier strikes back physically against an attacking dog.

He is expected to be a particularly observant individual making mental notes of everything that occurs along his route. He is often called upon to help the FBI, or the local police, in the prevention and detection of crime. A most recent example of this is contained in a press release from the mayor's office at Minneapolis, Minn. On March 31, 1967, the mayor announced that letter carriers in that great city will become "eyes and ears" for the Minneapolis Police Department in a citywide citizens alert program.

As operators of vehicles, letter carriers move about the community more in their daily work than does any other average citizen. According to Mayor Arthur Naftalin, he feels that letter carriers have more exposure to suspicious acts and unusual occurrences that endanger the life and property of citizens. The foot carrier as well as the driver recognizes the unusual within the area they service on a day-to-day basis. The unusual consists of strange cars and persons being in and about property not their own and acting suspiciously. Because of their diligent and keen observations, more than a dozen letter carriers each month are cited by the Post Office Department for their actions beyond the call of duty in performing heroic deeds as has been explained by President Keating.

The individual patron of the mail does not realize that the experienced letter carrier is a kind of walking computer who must keep in his memory between 2,000 and 3,000 names and addresses of not only those who currently reside on their routes, but those who have moved away. Mr. Chairman, I received this morning a clipping from the Newark, N.J., News. There is a story concerning letter carrier John W. Hadu. This letter carrier was able to overcome odds of 700,000 to 1 when a man wrote to the postmaster at Newark and asked if he could possibly locate a family that he hasn't seen in 35 years. This letter carrier was able to identify that family. The family is now together, and the odds were 700,000 to 1 that they would not be together today, or ever, if it had not been that a letter carrier could identify them.

The letter carrier readdresses the mail received for those patrons who have moved from his route; and his retentive memory must keep track of not only new street addresses, cities, and towns, but also ZIP code numbers.

Letter Carrier Wayne Ireson has 516 active changes of address in his route book as of today. Postal patrons have a change of address honored for 2 years after the date of moving. The letter carrier is required to forward such mail for so long as he can accurately recall the new address. The 516 addresses are just within the past 2 years and must be remembered by Mr. Ireson who is expected, according to regulations, to place the new address on four pieces of mail per minute.

We have in our accompanying photo here today, Mr. Chairman and members of the committee, the picture story of Letter Carrier Wayne Ireson, of Alexandria, Va. Mr. Ireson has been an employee of the postal service for almost 7 years. He services the 550 apartments in two high rise buildings, as well as a small business area. Mr. Ireson has learned the names and apartment addresses of over 2,000 citizens who reside in these apartments. If a letter comes addressed merely Miss Mary Jones, Seminary Towers Apartment, Alexandria, Va., this skilled carrier knows immediately in which apartment receptacle that letter should be placed.

Before he commences his delivery in the apartments on his assignment he first of all delivers the business mail; and we now see him in the accompanying photo as he enters a local bank with envelopes which have been placed in the mail by patrons who bank by mail—as millions of citizens do throughout the country today. He is the skilled, trustworthy, and intelligent young executive in whose hands rests the future of our postal service.

In the next photo, we show another innovation in the postal service service of recent years—that of payment of payrolls through the mails. Here we see employees of the Seminary Towers Apartment anxiously awaiting letter carrier Ireson on their payday. More and more business establishments today find it more convenient to pay by mail; and here's another example of the letter carrier being the Nation's paymaster.

For the performance of his skilled duties, each 2 weeks Letter Carrier Ireson receives the amount indicated on the official pay stub which is shown in the accompanying photo. The take-home pay amounts to $87.28 weekly. The pay stub shown is for the salary received for the pay period ending March 24, 1967. Mr. Ireson has two young children whom he seldom has seen of late because of the

fact he works 40 hours weekly in a service station. We are now going to show you this. We have a photo here of the letter carrier servicing his own 1957 Chevrolet as his family looks on. The children are seeing their father during his moonlighting hours.

Unfortunately for the postal service, since these photos were taken last month, Letter Carrier Wayne Ireson has submitted his resignation so that he can devote full time to his service station job. His official resignation is contained on page 12 of your exhibits. The future of the postal service rested in the hands of a man like Wayne Ireson, Mr. Chairman and members of the committee, but this man has found it necessary to resign his position, with his resignation on Friday of this week.

Mr. Murphy, on page 20 of his statement before the House Subcommittee on Compensation, declared, "As for moonlighting, latest reports indicate about 11.2 percent of postal employees hold two or more jobs." He also introduced a chart indicating a national trend of 38 percent of working wives. We do not know where this information came from, or which employees were interviewed. Our organization surveyed over 100,000 members through our branches. The number of members working a part-time job, or even two part-time jobs, ranged from 20 percent to almost 80 percent in some cities. The number of wives working ranged from 30 percent to 70 percent. Of the 100,000 members surveyed, our documented evidence reveals 49 percent of our members have some type of part-time employment. The same survey revealed that a nationwide average of 51 percent of letter carriers' wives are employed part time or full time.

Mr. Chairman, Assistant Postmaster General Murphy also discussed other matters when he appeared before this committee, and the Compensation Committee, and on page 10 and 11 of your exhibits we have answered some of the allegations that he has made. In an attempt to be brief, I would just ask that all of the exhibits be printed in the record, if the chairman will agree.

Mr. HANLEY. Without objection, it is so ordered, and the material may be placed in the record after your testimony.

(See pp. 112–121 for the material referred to.)

Mr. RADEMACHER. Assistant Postmaster General Richard J. Murphy has injected into the discussion of H.R. 7 comparisons of letter carrier wage scales with policemen and firemen. The information he gave to this subcommittee contained national averages of policemen and firemen through the year 1964. At the outset, we would like to cite the actual scales paid in 1939. In most every city in that year the wages of letter carriers exceeded those of police and firemen by from $200 to $600 annually. The comparisons introduced by Mr. Murphy indicate that letter carriers and police and firemen received the same rates of pay in 1939.

Since the matter has been brought up by the Department's representative, we would like to supply additional information on this subject, while at the same time indicating that, in our opinion, the wages of police and firemen should be minimum wage scales for letter carriers. There is no employment anywhere which can be compared to the job description and responsibilities of the letter carrier.

With due respect to the fine work being done by the Nation's police officers and firefighters, most citizens feel that the services of each of these groups should be available only when needed. For example,

each taxpayer cares very little whether or not a fireman spends his entire tour in the firehouse, or how he spends it, so long as he is ready to perform services for that taxpayer when the need arises. Similarly, the taxpayer raises no objection about the police officer who walks his beat, or travels around in a scout car. When the need exists, that police officer must be ready to perform services. Otherwise, his time is pretty much his own within reasonable limits.

Not so with the letter carrier. Letter carriers are gainfully employed a full 8 hours daily and must perform services throughout their entire tour. The letter carrier is the only laboring man whose duties are governed by regulations which require his assignment to consist of as nearly 8 hours daily work as possible. I would like to quote from an official publication, handbook M–39, a publication which governs the supervision of letter carriers in the city delivery service.

Part 241.4 states:

> The proper adjustment of carrier routes means an equitable and feasible division of the work among all the carrier routes assigned to the office, and seeing that all of the regular routes consist of as nearly 8 hours daily work as possible.

Part 244.42 states:

> After considering all factors, the postmaster or designated supervisor shall enter the amount of relief or addition required to place the route on as nearly an 8-hour daily basis as possible.

Mr. Murphy indicated in his testimony, in a chart prepared for the committee, that certain maximum police wages average about $663 less than the top-step letter carrier would receive under the administration's 1967 pay recommendations. Once again the committee was supplied with averages and these compare police officers and firefighters in only 18 selected cities in the country.

We are supplying the committee with statistics on the maximum police and firemen salaries in 57 cities. It is to be noted that the average police-firemen pay scales in those 57 representative cities is $7,905 annually, or almost $300 more than the top step of the letter carrier under the administration's recommendations, and $107 more than the top-step letter carrier would receive under the provisions of H.R. 7.

Since the subject of police and firemen pay scales has been brought to the attention of the subcommittee, we want to elaborate on the subject to the extent of revealing the true picture. In almost every instance there are excellent fringe benefits which attract police officers and firemen into those crafts. We have compiled statistics which are contained in our exhibits from just 41 cities in Michigan. The estimated cost of salary and fringe benefits for police agencies in these 41 Michigan cities range from $8,934 to $13,203. By comparison, a top-step letter carrier, $7,267, earns a combined income of wages and fringe benefits of $8,982 annually. Only one of the 41 police agencies listed pays less than the amount which is paid a letter carrier after 21 years of service. In almost each city maximum salary of police and firemen is reached within 4 years.

Assistant Postmaster General Murphy also estimated the annual average wage of letter carriers at $7,221 annually, including overtime. These figures are fantastic and certainly are misleading. There is no overtime in about 90 percent of the Nation's post offices except during the month of December. In the other areas, overtime was granted in 1966 for two reasons. One, because of enactment of Public Law

89–301, substitute employees, for the first time, were allowed overtime after 40 hours of employment. Until the Department could hire sufficient employees, there was additional overtime necessary. Two, because of the catastrophe which occurred in many offices last fall, Postmaster General O'Brien was able to secure $30 million for a hasty cleanup of curtailed mail volume. This, of course, necessitated overtime payments and added a few dollars to the paychecks of some regular workers. The use of the grotesque figure of $7,221 is most misleading and we would be very interested in learning how this so-called average was devised. Letter carriers cannot wait until Christmas each year to realize increases in their take-home wages. In addition, overtime is a fringe benefit which is only available when emergencies arise and cannot possibly be considered as normal wages.

Post Office Department spokesmen have indicated that postal personnel have received a total pay increase of 31.5 percent since 1960. For a true picture of wage increases and comparisons the statistics should have indicated the same increase, 31.5 percent, since 1958. Since 1958, during 9 years, postal wages have increased 31.5 percent which is an annual increase of 3.5 percent. It is true that in several of the recent years postal wage gains have compared with industry but it is not true that consistently postal wage scales have kept up with industrial wage scales.

According to the Bureau of Labor Statistics, in 1939 the average weekly wage was $24. At the present time the average weekly wage in industry is over $111. This represents an increase in manufacturing industry wages of $87 weekly, or 362 percent, since 1939. Letter carrier wages in 1939 were $45 weekly, and the average pay today of $6,300 annually grosses $121 weekly or an increase of only 168 percent.

Another example of what has happened to the dignity and status of the letter carrier is shown in wage scales paid maintenance workers by the International Paper Co. In 1939 employees of that large organization were paid 40 cents hourly. On the effective date of their most recent contract the same employees were earning $2.34 hourly or a net increase of 585 percent since 1939. The rookie regular letter carrier in 1939 earned 89 cents hourly and today the starting wage is $2.56 for first step regulars. This is only a 196 percent increase in wages since 1939 for the starting step for a regular carrier, while at the same time employees of International Paper Co. enjoy a 585 percent increase.

The Burau of Labor Statistics can supply similar information concerning almost every major organization. One of the more popular firms, the Firestone Tire & Rubber Co., since 1937 have increased their janitors from 77 cents hourly to $3.02, almost 400 percent over the pay scales of 30 years ago; while the letter carrier craft has had increases of less than 200 percent. It is obvious that the value placed upon the letter carrier craft has diminished through the years by the constant opposition of all administrations to facing up to the urgency of the situation. How can Congress and the administration face up to this serious challenge which is so necessary to the future of the postal service?

Prompt enactment of H.R. 7 is absolutely necessary if the post office is to "win the race with catastrophe." Not only does a letter carrier have to receive a realistic wage adjustment, but there has to be an uplifting of the value and status of his particular craft. It is separate and distinct from any other craft or responsibility, in or

outside of government. It is a craft requiring skill, diplomacy, tact, initiative, patience, understanding, and determination, as well as excellent physical condition.

As a matter of fact, the higher level pay scales contained in H.R. 7, which are strongly supported by the National Association of Letter Carriers, are already rapidly approaching inadequacy. H.R. 7 calls for a starting wage of $6,079 annually. Compare that to the starting wage of a busdriver in the Nation's capital, which after the enactment of H.R. 7 still would be almost $900 higher than the rookie letter carrier.

Under the provisions of H.R. 7, a letter carrier with 5 years of service will not yet be earning what the Washington, D.C., busdriver earns his first year. Under the provisions of H.R. 7, the letter carrier with two children, who has been in the postal service for 10 years, will take home on the average only $115 every 2 weeks, after the average Federal and State taxes have been deducted from his wages.

We are certain that the subcommittee wants to do the right things by the taxpayer, the postal service, and the employee. It is a great responsibility on your shoulders. On one hand the committee has the administration recommendations of a raise totaling 4.5 percent. All administration spokesmen agree this much of a raise is necessary. There is talk about closing the comparability gap with increases to be provided in 1968 and 1969 for that purpose. There is also the contention of Budget Director Charles Schultze that letter carriers will have reached comparability under the provisions of the administration pay bill this year.

Under the administration proposals, letter carriers would have a starting wage of $5,565, $2.68 hourly, and after 21 years can anticipate wages totaling $7,611, $3.78 hourly. The enactment of such legislation would provide just a small salary increase. It would not help the recruitment of career-minded persons; it would not help win "the race with catastrophe." It would be a stopgap measure to provide token consideration in the form of meager and puny pay adjustments.

Many city, county, and State governments have recently faced up to the seriousness of the challenge always existent when there is keen competition in the labor market. They have realistically faced up to their responsibilities as employers, and have tried to provide proper pay scales for their workers. We have produced a chart on these pages which clearly reveals the action taken by city, county and State governments in recent years to elevate the pay scales of their employees so they can recruit and retain the cream of the labor crop. The sudden and realistic actions taken include the granting of more than $1,000 in annual pay raises to police and firemen in New York City; Cincinnati, Ohio; Roseville, Mich.; Dearborn, Mich., and Lynn, Mass.

State governments agreed to increases ranging from 7 percent to 16 percent in Michigan; to more than 10 percent to 15 percent in Virginia. The city of Toledo, Ohio granted a 9 percent wage increase on top of a $325 cost-of-living allowance which was paid September 30, 1966.

We would like to call the attention of the subcommittee to some realistic pay increases which have been granted recently to workers in private industry. For example, the settlement with the Teamsters, which has been kept unusually quiet, is reported to have amounted

to an increase of more than 60 cents hourly. The Algoma Steel Corp., at Sault Ste. Marie, Mich., just agreed to a 52-cent hourly increase, over a 3-year contract. The little publicized agreement reached by National Airlines last year amounted to 27-percent increase, with the average airline clerk receiving a $179 monthly increase.

While we point to the percentage and flat wage increases of other workers, we reiterate that our concern is more for higher level status than for an actual pay increase. The "level 5" wage scale has been truly deserved by those who carry the mail, and we have tried in our testimony today to substantiate this claim.

Thank you, Mr. Chairman.

(The material submitted for the record is as follows:)

5 major causes of accidental injuries, calendar years 1964 through 1965, as reported by Bureau of Employees' Compensation

[Percentage of all injuries reported]

	1964		1965	
	Post Office Department	All Federal agencies	Post Office Department	All Federal agencies
1. Handling materials or equipment	28.6	26.4	29.6	27.4
2. Falls of persons	16.9	16.3	17.7	17.0
3. Animal bites	16.0	7.6	16.0	7.9
4. Striking against materials or equipment	11.8	12.5	13.3	11.4
5. Vehicles (in motion)	4.5	4.1	4.5	4.2
All other injury causes	22.2	33.1	20.9	32.1
Total	100.0	100.0	100.0	100.0

TOTAL CASES REPORTED (COMPENSABLE AND NONCOMPENSABLE)

	1964	1965
Post Office Department	49,613	50,304
All Federal agencies	105,976	104,710

What cities, counties, and State governments have done about inadequate public employee pay scales in 1967

City, county, or State	Employees	Pay raise action taken
Baltimore, Md	Police, firemen	$780
Cincinnati, Ohio	do	$1,000
Minnesota	State workers	[1] 8
Michigan [2]	do	[3] 7–16
Massachusetts [4]	do	[3] 6
Teaneck, N.J	City workers	[3] 10
Toledo, Ohio [5]	do	[3] 9
Virginia	State workers	[3] 10–15
New York City	Police, firemen	$1,360
Lynn, Mass	Police	$1,000
Roseville, Mich	do	$1,038
Ewing County, N.J	do	$700
Dearborn, Mich	do	$1,102
Maryland	State workers	[3] 8–14
Providence, R.I	Police	[3] 10

[1] Percent plus.
[2] 6-percent raises approved 1966.
[3] Percent.
[4] Approved 26-percent increases in last 3 years.
[5] $325 cost-of-living allowance paid Sept. 30, 1966.

Estimated salary and fringe benefit cost of the police agencies

[Michigan cities—1966–67]

Police agency	Maximum salary	Estimated percentage value of fringe benefits	Fringe benefits estimated cash value	Estimated cost of salary and fringe benefits
Michigan State Police	$8,936	47.75	$4,267	$13,203
Detroit	8,335	49.48	4,124	12,459
Roseville	8,300	50.06	4,110	12,410
Grosse Pointe Woods	8,000	46.81	3,745	11,745
Oak Park	8,060	44.04	3,550	11,610
Warren	8,000	43.06	3,445	11,445
Hamtramck	7,489	50.56	3,786	11,275
Grosse Pointe Farms	7,600	47.20	3,587	11,187
Grosse Pointe Park	7,700	44.81	3,450	11,150
Grosse Pointe Shores	8,000	38.74	3,099	11,099
Birmingham	7,704	43.48	3,850	11,054
Royal Oak	7,540	45.88	3,459	10,999
Highland Park	7,800	40.80	3,182	10,982
Southgate	7,800	39.13	3,036	10,836
Southfield	7,592	42.08	3,195	10,787
St. Clair Shores	7,835	37.50	2,937	10,772
Trenton	7,555	42.56	3,213	10,770
Berkley	7,439	43.52	3,237	10,676
East Detroit	7,600	40.43	3,073	10,673
Grosse Pointe	7,650	39.31	3,007	10,657
Lincoln Park	7,616	38.93	2,965	10,581
Huntington Woods	7,600	39.20	2,979	10,579
Allen Park	7,456	41.71	3,110	10,566
Ferndale	7,788	35.50	2,765	10,553
Clawson	7,649	37.40	2,861	10,510
Wyandotte	7,508	39.89	2,995	10,503
Pleasant Ridge	7,500	39.85	2,989	10,489
Dearborn	7,598	37.56	2,854	10,452
Hazel Park	7,616	37.16	2,830	10,446
Taylor Township	7,482	39.46	2,962	10,444
Madison Heights	7,466	39.46	2,946	10,412
Pontiac	7,059	46.27	3,266	10,325
Melvindale	7,563	35.70	2,670	10,263
Livonia	7,405	38.02	2,815	10,220
Troy	7,384	36.87	2,722	10,106
Centerline	7,500	34.70	2,603	10,103
Ecorse	6,649	49.20	3,271	9,920
Redford Township	7,458	32.76	2,443	9,901
Harper Woods	7,000	41.07	2,875	9,875
Inkster	6,995	29.56	2,068	9,063
River Rouge	6,413	39.31	2,521	8,934

NOTE.—A letter carrier reaches step 12 at the completion of 21 years of satisfactory service. According to most recent estimates of fringe benefits paid by the Federal Government, the cost of same are about 23.6 percent. Therefore, the letter carrier who is in the top step ($7,267) after 21 years of service earns a combined income of wages and fringe benefits totaling $8,982 annually. Only 1 of the 41 police agencies listed pay less than this amount.

RECENT INDUSTRIAL AND OTHER WAGE SETTLEMENTS OF INTEREST

Organization	*1966–67 settlements*
Teamsters	60½-cent hourly package.
Greyhound Bus	10 percent (average driver now earns $9,600 annually while many topped $12,000 in 1966).
General Electric (Warren, Mich.)	7 percent (unskilled laborers raised to maximum of $2.75 after 3 months.)
Algoma Steel Corp. (Sault Ste. Marie, Mich.)	52 cents hourly over 3-year contract.
Charmin Paper Products (Cheboygan, Mich.)	41 cents wage adjustments in certain classifications.
National Airlines	27 percent over 3 years.
Bus drivers (Milwaukee, Wis.)	55 cents hourly (including fringe benefits). Top pay $3.49 after 2 years.

Nationwide police and firemen wage statistics

City and State	Percent carriers working part-time	Percent wives working	Police and fireman top pay	Following years service
Tucson, Ariz	30	70	$7,000	3
Anaheim, Calif	40	69	8,940	2
Burbank, Calif	30	75	8,412	3
Los Angeles, Calif	45	45	9,060	3
North Hollywood, Calif	70	55	8,400	4
Palo Alto, Calif	50	70	9,276	3
Sacramento, Calif	43	50	9,000	3
San Diego, Calif	68	21	8,988	3
San Francisco, Calif	33	37	9,312	4
San Jose, Calif	37	41	9,312	4
Santa Ana, Calif	30	35	8,940	4
Santa Monica, Calif	40	21	9,312	3
Denver, Colo	70	65	8,256	25
Bridgeport, Conn	60	35	7,188	3
New Haven, Conn	53	47	7,190	4
Atlanta, Ga	41	50	7,344	15
Honolulu, Hawaii	30	50	9,372	21
Rockford, Ill	86	58	7,708	20
Kansas City, Kans	50	62	6,600	2
Baltimore, Md	71	48	8,640	15
Battle Creek, Mich	40	40	6,604	4
Bay City, Mich	60	50	8,936	5
Detroit, Mich	72	36	8,335	3
Flint, Mich	35	49	7,371	4
Jackson, Mich	22	20	7,219	18
Kalamazoo, Mich	60	30	7,600	5
Lansing, Mich	46	48	7,414	4
Royal Oak, Mich	38	35	7,748	3
Saginaw, Mich	55	67	7,674	20
Minneapolis, Minn	49	60	7,848	4
St. Paul, Minn	49	42	7,826	15
St. Louis, Mo	45	31	8,060	21
Butte, Mont	20	70	8,400	6
Omaha, Nebr	74	87	6,900	4
Reno, Nev	10	33	7,500	4
Camden, N.J	50	33	6,825	2
Hackensack, N.J	90	78	7,500	6
Jersey City, N.J	41	28	7,605	3
Trenton, N.J	37	41	7,500	3
Jamaica, N.Y	70	40	8,450	3
New Rochelle, N.Y	81	67	7,800	5
New York, N.Y	61	41	9,000	3
Rochester, N.Y	60	60	7,579	4
Syracuse, N.Y	55	60	6,915	8
Yonkers, N.Y	75	40	8,200	7
Durham, N.C	65	87	6,516	6
Greensboro, N.C	40	90	7,000	5
Canton, Ohio	66	80	6,800	1
Cincinnati, Ohio	65	40	7,981	3
Cleveland, Ohio	65	35	8,400	6
Dayton, Ohio	47	37	7,976	3
Portland, Oreg	55	65	7,860	3
Greenville, S.C	55	72	7,696	21
Alexandria, Va	90	75	6,850	3
Richmond, Va	30	60	6,854	7
Seattle, Wash	39	42	8,040	1½
Milwaukee, Wis	50	35	7,600	5

Comments on Assistant Postmaster General Murphy's Testimony

Assistant Postmaster General Richard J. Murphy made some statements before this Committee and the House Subcommittee on Compensation with which we must take issue. Following are some of the so-called facts presented by Mr. Murphy and in parenthesis will be found information on the subject as developed by the National Association of Letter Carriers.

"*About 11.2% of postal employees hold two or more jobs.*" (NALC surveys of over 100,000 members reveal that 49% of letter carriers have some source of income from part-time employment.)

"*The number of working wives nationwide average 38%.*" (NALC survey reveals 51% of letter carriers' wives are employed part time or full time.)

"Far too many employees decline opportunities to become supervisors because they find the pay differential inadequate." (There are about 200,000 postal workers eligible to take the supervisory examination. The most recent examination was taken by more than 80,000 of these eligible workers.)

"The average letter carrier's annual salary, including overtime, is $7,221." (The average letter carrier does not receive overtime except during the Christmas season. 90% of the Nation's post offices do not use overtime except in December.)

"61% of postal workers have an annual salary of more than $6,200." (This figure may be true but 54% earn less than $6,400 annually. Only a $200 increase in annual wages brings the average considerably lower.)

"The average minimum salary paid policemen is $5,974." (Admittedly these figures are for police wages through 1964. During the past three years, there have been from 10% to 30% increase in wages of police and firemen.)

"The frequency rate (of letter carrier injuries) is unquestionably high but the severity rate is not." (We do agree that a frequency rate of 26 injuries per million man-hours is extremely high. In fact, it is six injuries more per million man-hours than the nationwide injury rate for firemen. It is only seven injuries less than the nationwide injury rate for policemen. The fact that a letter carrier returns to duty following an injury faster than those in other occupations does not, in any way, lessen the seriousness of the injury or distract from the point made by the NALC that the job of the letter carrier is hazardous.)

"250,000 persons were sucessfully hired to fill vacancies of all types during 1966." (Testimony before the House Appropriations Subcommittee revealed the information that the Department had to hire 180,000 persons to get 80,000 vacancies filled. In addition, the fact that there were only 80,000 vacancies during 1966 and the further information supplied by Mr. Murphy that there are currently 109,000 employees in Step 1 indicates a tremendous turnover. The fact that another 80,000 vacancies had to be filled in 1965 and yet there are only 57,000 employees who are in Step 2 is further revelation of the great turnover.)

POST OFFICE DEPARTMENT,
May 2, 1967.

To: Personnel office.
From: Wayne Ireson, Shirley Duke.
Subject: Resignation.

DEAR SIR: Please be informed that I will resign my position effective May 12, 1967. The reason for this is a job with better pay and opportunity.

I also would like to resign from the retirement system effective May 12, 1967.

This letter confirms the telephone conversation held with Charlotte Oylear, May 2, 1967.

Respectively submitted,

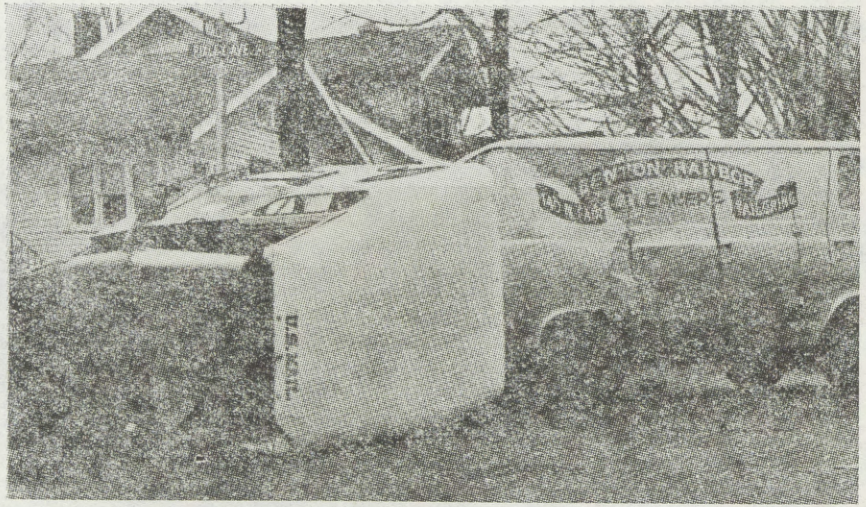
WAYNE IRESON.

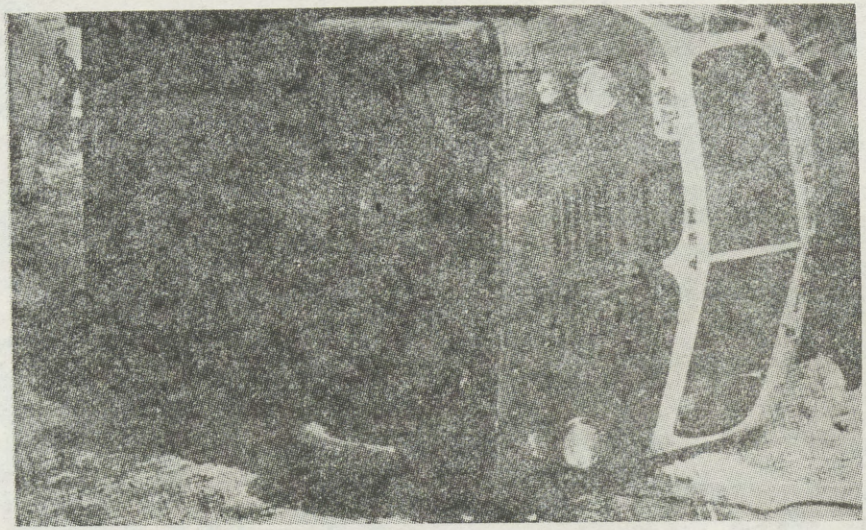
National Comparison

	Pay of Step 7 Letter Carrier	Petroleum Refining and Related Industries	Blast Furnace and Basic Steel Products	Motor Vehicles and Related Workers
1949	$1.815	$1.80	$1.66	$1.70
1950	No Increase	1.84	1.70	1.78
1951	2.015	1.99	1.90	1.91
1952	No Increase	2.10	2.00	2.05
1953	No Increase	2.22	2.18	2.14
1954	No Increase	2.29	2.22	2.20
1955	2.19	2.37	2.39	2.29
1956	No Increase	2.54	2.54	2.35
1957	No Increase	2.66	2.70	2.46
1958	2.34	2.73	2.88	2.55
1959	No Increase	2.88	3.08	2.77
1960	2.55	2.91	3.05	2.83
1961	No Increase	3.03	3.25	3.00
1962	2.74	3.06	3.24	3.11
1963	No Increase	3.24	3.31	3.22
1964	2.78 2.88	3.25	3.39	3.32
1965	2.98	3.26	3.41	3.44
1966	3.07	3.46	3.53	3.53

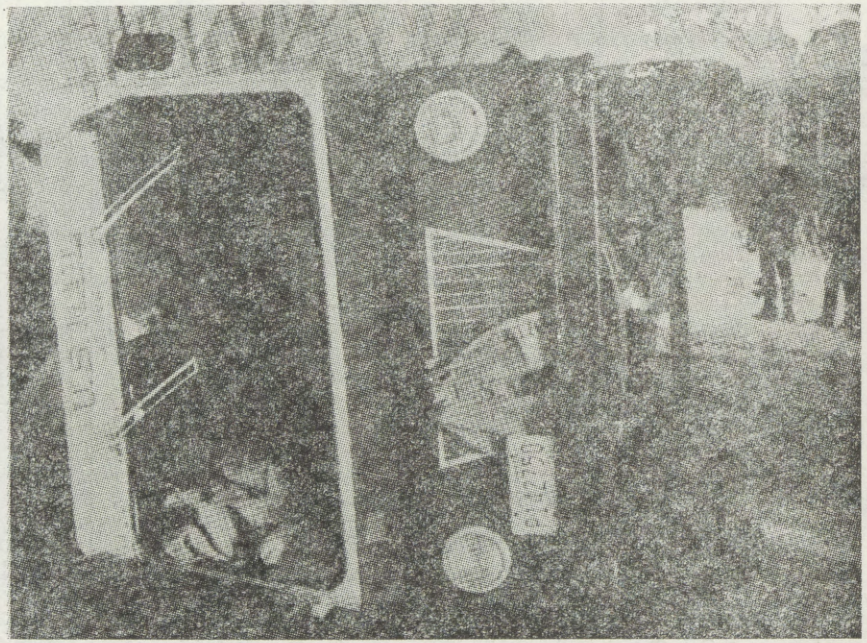
Carrier's Hazardous Job Causing Deaths, Injuries

Over 50,000 injury cases were reported by the Post Office Department to the Bureau of Employees' Compensation during calendar 1965 (most recent statistics available). Included in this number were twelve deaths of drivers of postal vehicles. Letter carrier Walter Warsko of Benton Harbor, Michigan will be confined to the hospital and his home for at least six months following the accident shown at the right. The carrier was not responsible for the accident and did suffer a broken leg, shoulder and ribs. A year prior to the accident, the same carrier broke his kneecap leaving this vehicle as he tripped over a curb.





KILLED ON DUTY. Parcel Post driver Leo Pelshinski of Shenandoah, Pennsylvania was killed instantly in March when the truck shown at the right turned over crushing the driver. The vehicle skidded on an icy hill and turned over as the driver attempted to leap to safety.



Another victim of the hazards of carrying the mail was Ray Wingo of Great Falls, Montana. The carrier's "Zip Van" was struck when another driver temporarily blinded by the sun and failed to stop at the intersection. The letter carrier suffered a fractured ankle and other bruises and will be disabled for approximately 90 days.

HELP WANTED ADS (Not Largest Cities)

Drivers
For Parcel Delivery
$3.33 hourly to start
$3.51 after 90 days
Company paid life insurance, health insurance
Company paid retirement plan, dental care
UNITED PARCEL SERVICE
Milwaukee, Wisconsin

WANTED — POLICEMEN

Immediate Opening for one Patrolman

$7,636.98 Annually

Apply at City Hall

SAINT BERNARD, OHIO

SECURITY
PLUS CAREER

Salary—$7,058 to start

$7,458 after six months

For further details contact Fire Chief or Police Chief

REDFORD TOWNSHIP, MICH.

HERE ARE THE FACTS!

The City of Toledo, Ohio has recently approved wage increases to provide for the following maximum monthly salaries:

Job Title	Monthly	Annually
Refuse Collector	$478	$5,636
Laborer	461	5,532
Meter Reader	516	6,192
Policemen & Firemen	645	7,740
Workhouse Guard	554	6,648
Tree Trimmer	535	6,420

(City employees at Toledo, Ohio, received $325 cost-of-living increase September 30, 1966; 4% increase January 1, 1967; 5% increase on next anniversary date—most of which are April 1, 1967.)

CAR WASHER

Full-time permanent position washing Delivery Vehicles, $2.50 per hour to start plus complete benefits. Evening working hours. Minimum 18 years of age.

Apply
UNITED PARCEL SERVICE
GIRARD, OHIO

Civil Service Examination for Firemen
Tests to be held March 11, 1967
Present pay scale—$6,600
$8,000 after 3½ years service
Apply at Fire Headquarters day or evening.
MILBURN TOWNSHIP, NEW JERSEY

Wear It With Pride
As a Member of the
Metropolitan Police Department
of the Nation's Capital
Special Walk-in Exams
Apply U.S. Civil Service Commission
Washington, D. C.
Salary—$6,700, after 5 years—$8,060

IMMEDIATE OPENINGS

Machinists, Electricians, Pipe Fitters

Laborers start at $2.81 hourly

ALCOA
Riverdale, Iowa

WE NOW HAVE THE FOLLOWING OPENINGS:
Machine Operators
Assemblers
Tractor Repairmen

Laborers—start at $2.84 hourly with opportunity to advance rapidly.

INTERNATIONAL HARVESTER CO.
Rock Island, Illinois

Reprinted from THE MILWAUKEE JOURNAL, Tuesday, November 22, 1966

Wage Pact for Police Calls for 10% Increase

Pay increases totaling about 10% over a two year period for police patrolmen, sergeants and detectives were agreed upon Monday night by city and police negotiators.

If ratified by the common council and the membership of the Milwaukee Professional Policemen's Protective association, the agreement will provide patrolmen with a maximum annual salary of $8,423 by 1968.

Patrolmen now receive between $6,440 and $7,623. Under terms of the agreement, they would receive between $6,740 and $8,023 in 1967 and between $7,040 and $8,423 the following year.

Reprinted from the BOSTON GLOBE, December 6, 1966

Three City Councils Vote Pay Hikes

By RUSSELL P. BURBANK
Staff Reporter

Cambridge city councilors voted hefty raises Monday night for themselves, police and firemen. Councilors in Quincy voted raises for 1900 employees over the objections of the mayor.

The Cambridge police and firemen got increases averaging 16 percent, effective Jan. 1. The city's patrolmen after three years will receive $8,034, among the highest in the state.

Reprinted from the AFL-CIO NEWS, Washington D. C., April 15, 1967

Averts N. Y. Walkout:

Fire Fighters' Pact Boost Pay, Benefits

New York—City Fire Fighters won an improved package of benefits and the first written contract in the 102-year history of the New York Fire Dept. after taking an unprecedented strike vote among 10,500 union members.

IAFF Local 94—the Uniformed Firemen's Association—was preparing to set a walkout date when Mayor John V. Lindsay (R) called union representatives to Gracie Mansion and, after all-night talks, offered terms that soon were ratified at a meeting of 6,000 off-duty union members at Manhattan Center.

Firemen had worked without an agreement for nearly 10 months. When city negotiators refused to make any settlement that was outside the "guidelines" set by a city fact finding committee, the union circulated strike ballots.

The Fire Fighters won a 27-month agreement providing raises of $500 a year retroactive to July 1, 1966, and another $400 a year effective this coming July 1. Welfare and pension improvements brought the total package to a union-estimated value of $1,361 per man over the contract term.

Reprinted from the WORLD JOURNAL TRIBUNE, New York, January 6, 1967

Cincinnati Hikes Police, Fire Pay

Cincinnati, Jan. 6 (AP)—Salaries of Cincinnati's 1,800 policemen and firemen were boosted $1,000 a year yesterday by the City Council which also granted raises to all other city employees.

This will bring the maximum yearly pay for patrolmen and firefighters to $7,921.

Mr. HANLEY. To Mr. Keating and Mr. Rademacher I want to express our appreciation for your very comprehensive report. We have great respect for both of you, in view of your extensive experience with the Post Office Department, both as employees and more recently as representatives of the national association.

Obviously there is a great deal of inconsistency with respect to the testimony that has been allowed this committee this morning, as opposed to the testimony that was allowed it last week.

Your statement on page 24, Mr. Keating, relevant to the understanding of the Congress with respect to the problem as it exists, certainly is acknowledged by the fact that around 163 members have sponsored legislation pertaining to the subject that we are discussing here this morning.

Though we realize that we do have a problem, and we are working diligently in the direction of hopefully solving the problem to the best degree possible, of course the question is how do we best do it.

You have indicated in your testimony the dissatisfaction with respect to the act of 1955 as opposed to the testimony of both Mr. Murphy and Mr. Macy during the past week, which indicated satisfaction with the law. So I guess it depends on what side of the street you're walking. So it's the responsibility of this committee to attempt to determine which is the more equitable way of going about the task of eliminating the problems that so many Members of Congress have indicated they see exist.

Just a few questions, Mr. Keating. Can you tell us in your estimation, as an expert in the field, how long does it take a letter carrier to become truly competent in his position?

Mr. KEATING. Well, actually it takes him, I'd say, 2 or 3 years to really become a good letter carrier. There are a lot of facets or a lot of different types of jobs. It takes a considerable length of time to become an expert in one given route because of the necessity of memorizing the names of practically everybody who ever lived there before, and those who are living there now.

Learning to be a letter carrier is not merely learning to walk around the street and drop mail in the box. That is only a very small part, and that is in some respects the least skilled part of his occupation. A good letter carrier has to know the people who are on the route, the people who were on the route, and he has to know the type of mail, he has to know how to handle that mail in a satisfactory way, and it comes from experience and it's the only way you can get it. Training can teach them certain duties that are obvious, and not too detailed. But the detailed work comes from experience and not from training. There is no training program, really, in the Post Office Department, Mr. Chairman and members of the committee.

Mr. HANLEY. If I may use the term "apprentice" with respect to a new carrier, it is true that all new carriers enter the service at PFS–4's. Is this correct, PFS–4 is the level for new carriers?

Mr. KEATING. New carriers come in at level 4. They all come in level 4. But they come in as substitutes. And they have no assignment for work. One day they will work. Another day they don't work. If they report for work, they are supposed to receive 2 hours' pay, and they usually do. Sometimes that are told to stay home so they won't get the 2-hour guarantee. However, they have to actually work. If they work 4 hours a day, they get 4 hours' pay. And they sub for 1 to 3

years. That is the normal subbing time at the present time. Other times it's longer. During the depression it went as high as 10 years.

Mr. HANLEY. What will your reaction be to hiring new employees, new carriers as PFS–3's?

Mr. KEATING. I'm very much opposed to it. The job is far above that.

Mr. HANLEY. I see.

Mr. KEATING. I'm in favor of hiring them at PFS–5.

Mr. HANLEY. Going back to your testimony on page 14 and page 20, again a great deal of inconsistency appears with respect to your testimony as opposed to the testimony of those who appeared here last week. We raised questions with respect to the reduction of standards of examinations—the reduction of criteria. It was indicated that there had been no reduction. It is interesting to note that, in your opinion, as indicated by the statement, that requirements have been reduced.

Mr. KEATING. Well, we presented some evidence of reductions in 1962. Now, since that time, there have been other reductions. Generally speaking, the general intelligence section of the examination has been reduced. The Commission has lowered the number of questions, the correct answers for those questions from 30 to 25 in many areas, and they made it easier for people to pass the examination, because they can't recruit people and maintain the standard that the salaries are paying.

Mr. HANLEY. In adherence to the time problem this morning, we will adhere to the 10-minute rule. I will defer to the gentleman from California, Mr. Wilson.

Mr. WILSON. Thank you, Mr. Chairman. I'm not going to ask any questions, because I'm in favor of the legislation. I don't need any more information on it.

I want to apologize for being late. I have been tied up in the Armed Services Committee with the hearings on the draft proposal changes.

I would only like to give this personal experience, which I have done before, about my own family and their experience on this double-job business. I have a brother-in-law who is a letter carrier in Santa Barbara, Calif. My sister has been working ever since he has been a letter carrier, except when they had their child about 19 years ago. And he has had a part-time job in the evening during this entire period of time also.

I know that this is a necessity of letter carriers if most postal employees on this level are going to enjoy the good things in life that all of us would like to do, if they are going to try to improve their position, it is necessary for them under the pay that they now receive and have been receiving to work two jobs and have their wife working, and then when the kids get old enough, have them help contribute to the family income.

I think that proper and adequate adjustment in pay for all of these postal employees is so important, and I am 100-percent behind all of the efforts that we are trying to make this year in this respect. That is all I have, Mr. Chairman.

Mr. HANLEY. The gentleman from Idaho, Mr. McClure.

Mr. MCCLURE. Thank you, Mr. Chairman. I, too, want to apologize for being late. I was in another committee hearing and couldn't get here earlier.

I didn't hear all of your statement, Mr. Keating, and perhaps missed a point. Was there any discussion today about the possibility of establishing more opportunities for advancement, either differentiation within the level or a greater opportunity to change from one level to another?

Mr. KEATING: That was mentioned only only in passing. There was no real discussion on it.

Mr. MCCLURE. Do you feel that there is any possibility, by job classification, of giving a greater opportunity for advancement?

Mr. KEATING. It's rather difficult, I think. The letter carriers' jobs are pretty much the same. Of course, there are different types of routes and a man bids for a better type of route, one that is probably a little easier. Of course, some of the routes have a shorter walking period, a larger volume of mail. They are a little bit more desirable than a long-walking route, things of that sort.

But I don't see any justification of setting up a differentiation between the routes, such as was suggested by Mr. Macy. We see no justification whatsoever in that.

Mr. MCCLURE. Aside from just the route carriers themselves, is there a possibility of making differentiation between classes of jobs or kinds of jobs?

Mr. KEATING. I don't think that there is. I think what you would do is create a morale situation. I don't think it would result in improved service. But, generally speaking, whatever route they are on, it takes a good intelligent person, a good strong physical person, a person that is alive and alert. And you just have to pay more money than we are paying now to hire that type of people.

Mr. MCCLURE. If I understand your position correctly with respect to H.R. 7, it is not simply a matter, from your standpoint, of increasing pay by getting the job classification. Do I understand your position correctly?

Mr. KEATING. I think it's more than that. It's recognizing the importance of the job. I don't have here a chart of the classification service. But there is a chart right at the end. It's the fourth last page in my statement. There is a chart showing the distribution of the postal service. And you will find almost everybody down at the lower four levels.

Now, in the classification service, you will find them up higher. There are a lot more up higher. We have a lot fewer people up high in this classification chart. I do think that the importance of the work of the postal service has been overlooked by our classification people.

Now, the Civil Service Commission has had little to do with the postal service, really, until late years. Up until 1955, the classification program was proposed by the Post Office Department. The 1962 classification that welded the two together was created by the Civil Service Commission. And I questioned their knowledge of the operation of the Post Office Department. I don't think they have a sufficient knowledge to do an intelligent job.

Mr. MCCLURE. And it becomes a matter of just simply basic disagreement with their point of view when they make the statement that a beginning letter carrier really relates to a GS–3?

Mr. KEATING. That's right. It's a question of a point of view. And I think it's a question of a lack of knowledge on their part.

Mr. MCCLURE. Thank you.

Mr. RADEMACHER. Mr. Chairman, may I respond to an inquiry of Congressman McClure?

Mr. HANLEY. Mr. Rademacher is recognized.

Mr. RADEMACHER. For years there had been very little opportunity for letter carriers to be promoted. You will find that only in recent years has there been a significant number—and by significant number we mean there are still more than 90 percent letter carriers that begin and end in the same level.

But I would like to quote one of the most unreasonable statements made by the Department representative concerning higher level pay and opportunity for promotion which we must refute. Mr. Murphy said, "Far too many employees decline opportunities to become supervisors because they find the pay differential inadequate." There are about 200,000 postal workers eligible for the supervisor examination; 80,000 took the examination. We can hardly see where they have declined an opportunity, Mr. Chairman. They are trying desperately to get out of this level the best they can, either to a supervisor level or get somewhere out of this one-way street.

Mr. MCCLURE. Mr. Chairman, might I ask just one more question?

Mr. HANLEY. Yes, Mr. McClure.

Mr. MCCLURE. You state that 80,000 took the examination. That is for how many opportunities or openings?

Mr. RADEMACHER. Well, the people who take the examination are eligible for the next step-up, which would be a level 7 actually, in the supervisory ranks. And then their names go on a supervisory register.

Mr. MCCLURE. And during the same period to which these 80,000 took the examination, how many actually received the advancement?

Mr. RADEMACHER. Oh, not even 10 percent. There just aren't that many vacancies.

Mr. MCCLURE. That is the point I wanted to get in the record.

Mr. KEATING. At the time the number of supervisor positions would be roughly around 60,000 at level 7 and above. Of course there would only be a limited number of vacancies in that number.

Mr. MCCLURE. Right. Thank you, Mr. Chairman.

Mr. HANLEY. The gentleman from Michigan, Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman. I want to compliment both of you gentlemen for the documentation of your case and for the very fine statements.

I came in a little bit late, but I have had a chance now to read all of it—Mr. Keating's statement that preceded me in the room, and I took the time, to continue beyond where Mr. Rademacher stopped, to finish up his statement.

I am very happy to hear from the labor side of this question. I'm particularly happy to see a fellow Michiganite here, a very dynamic labor leader. We are proud of our contribution in the whole field this afternoon. We will have Walter Reuther before another committee. He and Mr. Rademacher come from the same city, and they are both known as fiery fighters for their cause.

When Mr. Murphy was before our committee last week, he spoke of a panel that had been appointed by the Civil Service Commission to examine the linkage. President Keating, you have talked about the fallacy, as you characterize it, of the linkage principle. I think

your characterization of the principle was that the linkage has a lot of leakage. I think that was your word.

Mr. KEATING. Leakage.

Mr. FORD. This panel had no one that is recognizable as a representative of organized labor on it, although it was billed as a panel of experts in salary and classification matters. There were one or two names on the panel that dismayed me a little bit. One company is notorious in the fact that it is one of the largest companies in the country with no union representing its employees. It is also a company that has been very much in the news lately, because rather serious allegations in racial discrimination have been made against it. When I asked why no one from organized labor was made a part of the panel, he didn't seem to know.

Now, when this panel looked at what Congress had done in establishing the linkage between PFS–4 and GS–5, the panel drew the conclusion that the Congress took four factors into consideration. One, the production tempo of work in the factory type operation of modern post offices; two, the fact that over the past 20 years the pay of postal jobs moved above that for GS–4 and became equal to pay of GS–5; three, static careers with 80 percent of the work force of PFS–4 or below; and four, the unique character of the postal occupations.

Now, the interesting thing about the panel's making this observation is that they promptly said that the Congress improperly considered these four factors. Yet the last two are factors most frequently urged by the proponents of this legislation—and very persuasive with me. Factor number three, the fact that this is a static career with 80 percent of the workers remaining in the one level; and item number four, the unique character of the postal occupations.

Notwithstanding this panel's finding, are you prepared to say that we have reached the stage where the letter carrier and other postal employee positions should be examined to determine if in fact they are not now in this year, 1967, so unique in the entire job market that they ought to be divorced from traditional considerations and considered as a separate group?

Mr. KEATING. I think they ought to be considered a separate group. I think the alinement between PFS–4 and GS–5 is the most artificial thing you could dream up. If you used it in some other connection, people would laugh at it. But they have done it in a rather profound way. They say that they admit themselves there is no comparability between the two, and there certainly isn't.

The GS–5 is made up principally of clerical workers. There is no comparability at all between the letter carrier and the clerical worker.

On the other hand, they have got mixed in the same grade some scientific jobs, the beginning scientific jobs. But they don't stay there very long. They go to GS–7 and GS–9. The Commission has now suggested that they move the hiring of the college students to 7 rather than a 5—out of GS–5 and into GS–7.

We believe that the postal service operation was better surveyed when it was taken by itself. It should be taken, the comparability should be with the people that we are competing with for jobs—who we are competing with in the same labor market. It should be in the labor market rather than an artificial evaluation with a group of

officeworkers who are employed in Government. It just doesn't make sense to me.

Furthermore, I must confess that I have very little faith in these high-level evaluations. I have been down here 21 years and I have seen a great many of them. We had a Cabinet-level study, for example, of retirement a short while ago. Scarcely a member of the Cabinet ever showed up at one of the hearings. They attended one meeting—most of them attended one meeting when the report was adopted.

John Gronouski, who was then the Postmaster General, attended one hearing and he was sent to Warsaw. He was out of the Post Office when the final decisions were made. These decisions are made by staff, probably the staff of the Civil Service Commission.

Now, I seriously doubt that these four people sat down and went through the entire wage structure, and what this Classification Act does in linking the wages of all the Government workers with the classification of the post office workers. And I can just see those men, busy men, heads of corporations, leaving their corporation and coming here and spending weeks sitting down and going through and properly evaluating all those jobs. They haven't done it. They have passed upon something that somebody handed them. It would have been treated the other way if we had handed them the material. Because we would have handed them information in a different manner. Undoubtedly, they passed upon the staff evaluation.

Mr. FORD. Two weeks ago when Mr. Macy was here before the committee, I asked him a series of questions and took up all of my time giving him quite a long list of questions. He had no opportunity to answer me. He did indicate that he would answer later. I know he has been awfully busy, but late yesterday afternoon I wrote him a letter in which I set out categorically the questions that I had asked previously and requested his response.

I wonder if you would be kind enough to comment on those answers before the record on this hearing is closed. And I might say to you that the questions I asked had to do with information he might have available that would provide us a profile of the Federal employees he thought were comparable to postal employees; and then a profile of the letter carrier in terms of his relationship to other people with similar skills in society. How long does he stay on the job? How does he compare in wages at different periods during his career? And, more importantly, how do all of these factors demonstrate change for the past 6 years during this period of continual economic growth?

One additional area that I got into was one you have touched on very well in your testimony, and that was the increasing number of women in postal service. I indicated to Mr. Macy that I suspected that this was not happening in all areas of the country, but only in those areas where postal service is not competing well in the job market.

Would you be kind enough to review these answers with me and give me your views on this same subject matter?

Mr. KEATING. We would be very happy to.

Mr. FORD. Thank you very much, Mr. Keating and Mr. Rademacher.

Mr. KEATING. We will give you an answer quite promptly, within a few days. [Laughter.]

Mr. HANLEY. Mr. Keating, Mr. Murphy, the Assistant Postmaster General, has proposed that the Postmaster General be authorized to meet prevailing pay competition by setting the entrance rate of pay at a higher step than step 1. This would mean, for example, that carriers in San Francisco might get 20 cents an hour more to start with than carriers in Sacramento. What will your reaction be to this type of plan?

Mr. KEATING. We will be against it as a general thing. I might say that the Civil Service Commission now has the authority to hire at step 3 if they so desire. And some months ago I suggested to Mr. Macy that the situation was so bad in some cities that I thought that they ought to consider hiring at step 3 to take care of the situation in those cities. He said that they made a little survey and they didn't think it was necessary. That was before Chicago. I don't know what his opinion is now, after the tieup in Chicago.

But we do have a serious situation. And I do think that you have to take into consideration the importance of the post office operation as part of the economic life of our Nation. And no matter what you learn in theory, I don't think there is an employer in America that doesn't pay the wage he has to, to get the people to do the job he has to have performed. He is not going to hire somebody that can't do a mechanic's work to do a mechanic's job. And you have to hire competent people. And you have to pay the wages that are necessary to get them, and that we haven't been doing.

The Post Office Department has been treated as something important by the Government officials. Their thinking on operating the Post Office Department and taking care of the employees is theoretical to the extreme. It's academic rather than practical. I think we have to take a practical approach if we are going to have a successful operation, a successful operating post office.

Mr. HANLEY. The Department says that they now have about 8,500 carriers promoted to the position of carrier technician, PFS–5.

Mr. KEATING. Yes.

Mr. HANLEY. But that there could be 15,000 such jobs if the carriers did not oppose the job. Is it true that your organization opposes the carrier technician job?

Mr. KEATING. Well, not exactly. It's rather complicated. This isn't a yes or no question. The suggestion of appointing these T–5 people was first brought up by the Post Office Department.

Now, we have regular men who, of course, in our opinion are the most skilled men, men who are on a regular route. They learn all the things that there are to know about the route. They know the people. They know exactly how the mail should be handled, because of the fact that we are on a 5-day week and we have 6-day service so they have an extra man come in and work five of those routes during the course of a week. Now, the academic people thought that it would be a good thing that those people, because they are handling five routes, ought to get more pay. If that is true, a substitute ought to get still more because he may be handling a hundred different routes.

We think that the people ought to be paid on the basis of their experience and that rather the regular man who has had years of experience and really knows the work, if there is a problem on that route, it's left to the regular man. The T–5 man doesn't solve it. But it was taken up at our convention. A committee was appointed and

the committee voted by one vote, to be exact, to go along with the experiment. We have gone along with the experiment.

Now, I rather doubt that they would ever have appointed any more, because most of the times when they have cut out appointing and filling those jobs, they did so on the basis of being a shortage of appropriations. I don't really know any time when they have cut off the number of people that they are appointing because of the objection of anybody in the organization. They have cut it off several times on the basis of shortage of appropriations. There are applications pending now from some cities that want the T–5 positions. But they are not appointing them.

Mr. HANLEY. You, in effect, per se, do not oppose this?

Mr. KEATING. We haven't taken a formal position against them, no.

Mr. HANLEY. I see.

Mr. KEATING. Most of the people in our group, I would say, feel that it's not a very good way of solving a method of paying people more money, that the money is not going to the jobs that perhaps it should go to. That was strictly a management decision to set up the T–5. However, we agreed to go along with the experiment.

They did have one justification, in all fairness. That justification was on these T–5 jobs. Of course it's not pleasant to have to change your route every day—and they were usually the junior men—unless there was a situation where they could get five good routes, and that would be better than having one bad route out on the edge of town. So there was quite a bit of turnover, when there is turnover with the T–5 men—or the utility man, as he was better known.

So they did have a justification of trying to set up a system to keep a man on the job. But that was the only justification, in our opinion, that they had for setting up a T–5 position. They would move to a route of their own when they got a chance. That was the problem.

Mr. HANLEY. Mr. Wilson, do you have any further questions?

Mr. WILSON. No, Mr. Chairman.

Mr. HANLEY. Mr. McClure?

Mr. MCCLURE. Nothing further.

Mr. HANLEY. Mr. Ford?

Mr. FORD. Has there ever been any examination of what would happen if we tried converting some of the substitute positions to a temporary PFS–3 and moving persons already at the PFS–3 level to the PFS–4 level, instead of having the substitute work an average of 28 hours a week?

Mr. KEATING. I might explain that a little further. This is all of the substitutes. Under the agreements, the career substitutes are supposed to have preference. I think if you took them separately you would find career substitutes averaging probably a little more than 28 hours a week. We have two types of substitutes. In our opinion, there is no possible excuse for hiring temporary substitutes. The only place that there is any justification is that the market is so bad that they can't get anybody else to come in and then they ought to improve the jobs so they could compete in the market.

We have a ratio of 1 to 5 substitutes. That is according to law. But, actually, as I pointed out in that job market, at the present time we have 1 to 2½ substitutes in level 4. The reason for that is that they have hired so many temporaries.

Now, the turnover in temporaries is so great and the difficulty recruiting people is so great that we are overloaded with temporary substitutes. In New York City, they have 150 temporary vacancies that they have not been able to fill. They haven't been able to get people in.

But, normally, during most of the time I have been in the postal service, we haven't used temporaries. It has only been something that has occurred since World War II. It's due to many circumstances: Failure of the Department to keep up with making routes as fast as the volume grows—and we have had it grow to over a million new homes a year—we have a tremendous growth in the personal per capita receipt of mail. And all of those circumstances and things have created an employment problem. The Department has to get new people.

There is no way of having a letter carrier do his work except to have a letter carrier deliver the mail. There is no machinery for that, as yet. Vehicles have helped to some extent, but only to a limited amount. So you need more and more people. And the people haven't been put on. The examinations haven't been held fast enough, and the career people haven't been put on fast enough. There should be a lot more regulars and a lot less substitutes. There should be at least half as many substitutes as there are, and that many additional regulars, if the service is operating the way it should be.

Mr. FORD. Assuming other factors to be equal or not to be considered for the moment, aren't we engaging, in the postal service, in a kind of reversed economy by fooling around with these temporary substitutes, when, if we assumed the validity of your observation, it's only experience on the job that makes a good carrier? If these people are turning over in some areas as high as 900 percent, they probably never will find out what they were doing with the post office.

Mr. KEATING. What you say is correct. The turnover figure is a departmental figure, that 50 to 900 percent. That is a departmental figure. There is a great deal of waste in the use of temporary substitutes. They don't come in with any assurance that they have a job. And they are looking for a job while they are working in the post office. They don't stay very long and they never learn to be a good employee. Sometimes they will stay, but unfortunately many times the person who stays a long time may be a poor employee and may not be able to find a job someplace else.

Most of them, or a lot of them have passed the examination and passed at a fairly high mark. But they are not reached for appointment because the regular jobs aren't made. We feel, and the Department has agreed—I must admit that Postmaster General O'Brien agrees with us—that they should get rid of the temporaries. And there is a movement now to eliminate temporaries, although we do find a lot of local resistance. The postmaster has his nephew or somebody working for him. He doesn't want to let him go. And he keeps from putting career people in because he has a personal preference for certain employees. Some of them have a temporary that has worked for a long time, but this fellow isn't close enough to getting appointed regular, but they don't want to appoint anybody else until they reach him. There are things of that sort.

But there are personal matters that enter into it and others have a very wasteful manner of running a post office. They like to have a

lot of loose people around. In other words, if they got 10 jobs they would like to have 25 people for them. Now, that means some of them aren't going to work. But then it's easy for the supervisor who can look around, if he has a job to do and there are six people there he can pick any one of the six and still have five left over. He doesn't have to worry himself.

We think that better scheduling could improve the operation of the post office in this area very much, and we think it's important. The Postmaster General and his officials largely agree with us on this point.

Mr. McCLURE. Could I ask just one further question?

Mr. HANLEY. Mr. McClure.

Mr. McCLURE. You mentioned that you feel there should be more permanents and fewer of the temporaries.

Mr. KEATING. That's right.

Mr. McCLURE. And the Appropriations Subcommittee recently authorized, in the appropriations bill, 25,000 new permanent positions. Does this meet your suggestion, or is your suggestion in addition to that?

Mr. KEATING. Well, there is a question whether that is enough or not. Of course, a lot of the question of the appropriations is in the field of speculation—how many new houses are going to be built? I see the Secretary of HUD thinks that there is going to be a million and a half in the next year. But maybe the Appropriations Committee estimates a million or something of that sort. And the volume is going to continue to grow. I think it is.

The rate of personal income the first 3 months of this year shows 7.5 percent increase in the annual rate. That was approximately the same increase last year. So I do think that the economic indications are that our economy is going to continue to grow.

We have discussed this matter with the Appropriations Subcommittee and they, too, agreed with us that one of the real solutions, one of the important solutions in a good postal service is to eliminate the use of temporaries and get down to a more solid basis where you have experienced people. You get a more stable service and you get a lot better service and in my opinion at a far lower cost.

Mr. HANLEY. Mr. Keating, again on behalf of the committee we deeply appreciate your appearance and that of your associates this morning. Certainly in view of your expertise, you're making a valuable contribution to the deliberations of this subcommittee, for which we are most grateful. Thank you.

Mr. KEATING. Thank you.

Mr. RADEMACHER. Thank you.

Mr. HANLEY. The subcommittee will stand adjourned until 10 o'clock tomorrow morning.

(Whereupon at 12 noon, the subcommittee was recessed, to reconvene at 10 a.m. on Wednesday, May 10, 1967.)

RECLASSIFICATION OF CERTAIN POSITIONS IN THE POSTAL FIELD SERVICE

WEDNESDAY, MAY 10, 1967

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

The subcommittee met at 10 a.m., in room 356, Cannon Office Building, Hon. James M. Hanley (chairman of the subcommittee) presiding.

Mr. HANLEY. Without objection, we will resume hearings on H.R. 7 and related bills.

Our witness this morning is Mr. E. C. Hallbeck, president of the United Federation of Postal Clerks, AFL-CIO. He is accompanied by Mr. Patrick J. Nilan, legislative director of the same organization, and Mr. Don E. Dunn, executive vice president of the United Federation of Postal Clerks.

It is a pleasure to welcome you here this morning, Mr. Hallbeck, Mr. Nilan, and Mr. Dunn.

STATEMENT OF E. C. HALLBECK, PRESIDENT, UNITED FEDERATION OF POSTAL CLERKS, AFL-CIO; ACCOMPANIED BY PATRICK J. NILAN, LEGISLATIVE DIRECTOR, UNITED FEDERATION OF POSTAL CLERKS, AND DON E. DUNN, EXECUTIVE VICE PRESIDENT, UNITED FEDERATION OF POSTAL CLERKS

Mr. HALLBECK. Thank you, Mr. Chairman. I want to say it is a pleasure to again have an opportunity to testify before the subcommittee of the House Committee on Post Office and Civil Service.

This morning Mr. Nilan is going to make the principal presentation; he will read a prepared statement, after which either Mr. Nilan, Mr. Dunn, or myself will be glad to answer any questions.

With your permission I would like Mr. Nilan to proceed.

Mr. HANLEY. The Chair recognizes Mr. Nilan.

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

Before I go into the main statement, I would like to request approval by the chairman of our supplementary statement which we have here entitled "Basic Functions of Distribution Clerks."

We would like to have the supplementary, Mr. Chairman, included in the record at the end of our prepared statement for additional information for the committee.

Mr. HANLEY. Without objection, it is so ordered.

Mr. NILAN. Thank you, Mr. Chairman.

For the record, I am Patrick J. Nilan, national legislative director of the United Federation of Postal Clerks, AFL–CIO. I am very pleased to appear before this committee with our national president, E. C. Hallbeck, and executive vice president, Don E. Dunn in regard to the pending legislation.

We speak in behalf of the Nation's 319,000 postal clerks for whom we are the exclusive national representative for labor-management relations with the Post Office Department. Our membership in the postal clerk craft are employed in post offices in 50 States, the District of Columbia, Puerto Rico, Virgin Islands, and Guam.

The membership of the United Federation of Postal Clerks is most appreciative of the hearings being conducted by this committee in consideration of H.R. 7, H.R. 4897, and other related bills proposing to reclassify certain positions in the postal field service, including those of postal clerks.

We say "most appreciative," Mr. Chairman, because the Post Office Department and the Civil Service Commission have done practically nothing in this critical personnel area since the original reclassification of postal employee positions and salaries took place almost 12 years ago, on June 10, 1955. Frankly, we cannot believe the Department or the Commission would be concerned even today with potential upgrading of postal clerk positions were it not for the tremendous interest being demonstrated in the pending legislation by our friends in the 90th Congress.

Mr. Chairman and members of the committee, while the United Federation of Postal Clerks generally agrees with the reclassification provisions of H.R. 7, we do urge the committee to favorably consider the enactment of H.R. 4897, which proposes modest improvements as supplementary benefits to the basic legislation, H.R. 7. The United Federation of Postal Clerks supports enactment into law of H.R. 4897.

The legislation, H.R. 7, proposes to reclassify postal employees in postal field service salary levels 2 to PFS level 3; employees in PFS level 3 to level 4; and employees in PFS level 4 to 5. The legislation would also eliminate salary steps 11 and 12 in each of these salary levels.

Also, employees in each of these levels would be converted to the appropriate step in each new level consistent with the employee's total years of service, and the employee would retain all service credits, that is, months and/or years in excess of the years used in conversion for future step increases.

Mr. Chairman and members of the committee, we strongly urge that any final draft of reclassification legislation enacted by this Congress include, in addition to the above basic provisions of H.R. 7, the following amendments:

(1) We suggest the committee delete the language on page 2 of H.R. 7 from line 4 to line 16.

(2) Substitute the language on page 2 of H.R. 4897 from line 5 to line 20, inclusive, in lieu of the provision in H.R. 7.

We also suggest a third amendment and that is:

(3) Include a provision similar to paragraph (4) of section 3 of page 5 of H.R. 4897.

Mr. Chairman, the intent of the H.R. 4897 language proposed in the previous paragraph, in addition to, and not in lieu of, the basic provisions of H.R. 7 would accomplish two important objectives of

the United Federation of Postal Clerks. There are an estimated 40,000 postal employees, including approximately 20,000 postal clerks and up to 10,000 letter carriers presently in PFS level 5 who would remain in level 5 and receive no recognition, monetary or otherwise, under the present language in H.R. 7.

I should qualify that, Mr. Chairman, they would receive a nominal adjustment because of the elimination of steps 11 and 12 in the respective level; $382 would be the increase for each present level 5 employee.

Also, H.R. 7 would permit the most experienced and senior postal clerks, letter carriers, and other employees, presently in salary steps 11 and 12 of PFS levels 2, 3, 4, and 5 to receive smaller dollar adjustments in wages than the less experienced and comparatively junior postal employees in these levels. These inequities, unfortunately, would directly result from the H.R. 7 proposed elimination of the present pay steps 11 and 12.

Mr. Chairman, our union does support the elimination of pay steps 11 and 12 for these employees within the lower PFS salary levels 2 to 5; however, we do strongly urge this committee to provide justice and equity for these senior employees in existing pay steps 11 and 12 of each level by providing a "saved" salary rate for such employees. The proposed addition of paragraph (4) in section 3 of H.R. 4897 would provide this protection for our most experienced and senior postal employees.

During our testimony we will document the case for upgrading postal clerks presently classified in PFS level 5 to level 6. However, at this time we would like to substantiate our recommendations to protect those postal clerks and other employees in steps 11 and 12 of levels 1 to 5 as of the date of enactment of this legislation to be assured comparable salary adjustments through reclassification as their less-senior brothers and sisters in pay steps 1 to 10 of each salary level.

I'd like at this time to refer to attachment A at the end of this statement which outlines the comparable salary adjustments proposed in H.R. 7 as related to upgrading each postal employee one salary level and eliminating pay steps 11 and 12. You will note, Mr. Chairman, wage adjustments resulting from the proposed reclassification would have a range from $748 for the first-year employee to $883 for the 14-year employee.

However, the most experienced and senior postal clerk and letter carrier would receive a comparable $707 adjustment—that is $176 less—for 17 to 20 years of dedicated service and only a $531 salary adjustment, which is $252 less, for those employees with more than 20 years of service and up to the most senior employee with perhaps 35 to 40 or even 45 years of dedicated service to the American public.

Mr. Chairman and members of the committee, it is because of these obvious inequities and injustices which would plague the senior employee and his family that we do urge the inclusion of paragraph (4) of section 3 of H.R. 4897 to the postal employee reclassification legislation which may be reported by this committee and enacted into law by the 90th Congress.

If the committee will refer to the lower half of attachment A which explains, again by comparable salary schedules, the absolute necessity to favorably consider elevating the present rank-and-file level 5 postal

clerk, letter carrier, and other employees to level 6, both on the basis of additional skills and responsibilities, which will be supported later in our statement, but also on the basis of demonstrated salary inequities and Christian justice.

Mr. Chairman and members of the committee, if you will refer to our attachment B which explains the saved-salary rate provisions in H.R. 4897. This provision would simply assure the step 11 and 12 senior employee the same and not more salary adjustment as the step 10 junior employee. For example, the step 11 or 12 postal clerk in level 4 would receive an $883 adjustment, which is the same as step 10, when reclassified to level 5 and converted to pay step 10. Similar protection would be accorded the senior level 5, step 11 and 12 postal clerk converted to salary level 6 and of course all other employees in levels 2 through 5 which would be covered under the legislation.

It is important to note, if I may say, Mr. Chairman, at this time, that this saved rate would apply only to employees that are in steps 11 and 12 as of the date of enactment.

In other words, if the employee who gets this benefit under the saved rate provision should retire or be promoted or even resign from the service, no other employee would move into that saved rate classification.

In other words, we feel our proposal is simply to protect existing employees and we are not asking for any more for other employees.

Let me go back to the statement, then, Mr. Chairman. As we mentioned earlier, we do support the general reclassification provisions of H.R. 7, and similar bills. However, we hope by comparing the salary schedules and reclassification provision of H.R. 7 with additional provisions of H.R. 4897 and related bills that this committee and the Congress will approve a final reclassification bill combining the most equitable and justified provisions of both H.R. 7 and H.R. 4897.

Mr. Chairman, it is our earnest desire, and we are confident that of all employee unions, that the conversion of postal employees into the proposed new 10 salary steps in each level, rather than the present 12 steps, consistent with an employee's total years of postal service, particularly in PFS level 1 to 5, will be enacted into law. The provisions the United Federation of Postal Clerks recommends are contained in H.R. 4897, section 3, paragraphs (1), (2), (3), and (4).

This conversion section is similar to remedial legislation proposed, in at least two previous Congresses, by the distinguished chairman of the House Post Office and Civil Service Committee, representative Thaddeus J. Dulski. Often referred to as the Dulski amendment by rank-and-file postal workers, its enactment is long overdue, and would judiciously convert postal clerks and other employees to their appropriate and well-deserved in-level salary steps, based on years of dedicated postal service.

Mr. Chairman and members of the committee, we would like at this time, if we may, to address ourselves to the statement on April 27, 1967, presented to this very committee by Mr. John W. Macy, Jr., Chairman of the Civil Service Commission. Mr. Macy's statement vigorously opposed the enactment of H.R. 7, and apparently also H.R. 4897, and all other bills proposing to reclassify positions in the postal service.

We were very much impressed by the objective, yet very thorough questioning of Mr. Macy by the chairman and members of this committee in their collective efforts to secure an answer from Mr. Macy as to why the Civil Service Commission itself had initiated no studies in depth and really no studies at all, if I may suggest, of postal position classification since the original enactment of Public Law 68–84, approved June 10, 1955. This act was the original postal classification law, and the United Federation of Postal Clerks, as well as other employee unions, have been seeking the same answer from Mr. Macy, and I might add also the Post Office Department, as this committee did, without receiving a logical explanation.

It was interesting to note also, that Assistant Postmaster General Richard J. Murphy was unable to explain why the Post Office Department had not, of itself, initiated continuing and regular reviews of postal position classifications when Mr. Murphy testified before this distinguished committee also on April 27.

Mr. Chairman, I again suggest that had not the 90th Congress and members of the House Committee on Post Office and Civil Service demonstrated such a genuine awakening to the need for such reclassification of postal employees in levels 1 through 5, that neither the Civil Service Commission or the Post Office Department would have, as of this date, almost 12 years since Public Law 68–84 was enacted even now would have indicated any interest in the classification of certain positions in the postal service.

On page 4 of Mr. Macy's statement, he advised this committee that the Civil Service Commission had ordered a series of on-the-spot audits of postal clerk and carrier positions in a grand total of eight cities, including two cities in each of four postal regions, this is true according to Mr. Macy, even though the Post Office Department maintains 15 postal regions throughout the country. Mr. Macy was careful not to name the post offices surveyed, but it is interesting to note that there were a total of only 65 jobs reviewed in the eight post offices, of which 22 positions were window clerks, 21 positions distribution clerks, and 22 positions were letter carrier positions.

I may also add, Mr. Chairman, in Mr. Macy's remarks he did not even indicate what these comparatively few jobs were reviewed for—an hour a day, a day, a week or a month or a few minutes. As far as that goes, there is no indication at all in Mr. Macy's statement, and if I recall his verbal testimony, there is no indication to indicate to what extent at all these positions had been reviewed in these post offices.

It would appear to us, Mr. Chairman, with only a total of 65 positions reviewed in eight post offices, in the clerk-carrier craft, out of approximately 500,000 such positions in 32,000 post offices throughout the country, that this very survey to which Mr. Macy refers is a continuing indictment of the lack of genuine interest by the Civil Service Commission in making a truly objective and scientific survey of the need for upgrading of postal clerk and letter carrier positions in the Nation's post offices.

The distinguished Civil Service Commissioner, Mr. Macy, on page 5 of his testimony, states, and I quote in part:

> While one would not in terms of duties and responsibilities equate PFS–4 with its present range of positions, to a level lower than GS–4, one certainly might raise a question as to whether all the positions now covered by PFS–4 should remain at that level.

While Mr. Macy doesn't exactly say so, he certainly implies that none of the positions surveyed among the eight post offices would rate higher than a GS–4 classification.

Such a minute sampling of postal clerk and letter carrier positions in only eight handpicked post offices out of some 32,000 throughout the country, concerned with only 65 positions, certainly can have no possible validity for reasonable consideration in the proposed upgrading of postal clerk positions as proposed in H.R. 7 and H.R. 4897. There is nothing in Mr. Macy's testimony to suggest that either the post offices in which the survey was made, or the clerk and letter carrier positions actually surveyed were in any way comparable to normal post offices, or normal postal jobs.

Mr. Chairman, we again refer to a most interesting statement by Chairman Macy on page 6 of his prepared statement, where he stated, and I quote:

> Because the present linkage is based upon a study of the clerk and carrier positions moving these positions to a higher level will invalidate it. One could only conclude that if these positions are moved to PFS–5, salary schedules in the future would have to be linked so as to equate PFS–5, rather than PFS–4 to GS–5. But to change the classification of the positions and then to change the numbered level, although not the job level, at which linkage is effected would be a meaningless exercise.

Mr. Chairman, we suggest that this statement by Mr. Macy is sheer nonsense. Certainly advancing PFS–4 to PFS–5 would not require a change in the linkage between PFS–4 and GS–5. It should be borne in mind that there is absolutely nothing sacred about Civil Service Commission evaluations. They certainly are not as immutable as the laws of Moses. They are certainly not scientific, but merely represent some person's guess and not necessarily an educated one. I never saw or heard of a job evaluator who did not figure his own job high in a salary schedule.

On page 7, Mr. Macy makes the statement that raising some postal field service grades and not others would distort PFS job alinement. Among his citations he says that, "The city letter carrier would be in the same level as the postmaster of a small third-class post office."

Well, Mr. Chairman, we submit that there is certainly no reason on earth why a city letter carrier should not be in the same level as a postmaster in a small office. We certainly support the fact that the average postal clerk should be elevated much higher in salary level than a postmaster in a small third-class post office with sound justification and based on merit.

On page 8, under the heading "Grade relationship of similar PFS and GS positions," Mr. Macy states:

> The staff has checked 28 standard positions descriptions for postal field service jobs in level 1 through 4 which have direct counterparts under the general schedule, positions like card punch operator, clerk-typist, and office machine operator. Based upon these descriptions, the staff concluded that, with only one exception, where the pay was approximately the same under both schedules, the postal field service salaries are currently $600 to $1,000 per annum more than the general schedule salaries for jobs of like duties.

Mr. Chairman, this is precisely what is wrong with the present salary schedules.

The positions named by Mr. Macy represent only a minute fraction of the postal labor force. The overwhelming bulk of that force is in the clerk-carrier positions for which there is absolutely no valid

comparison in GS grades. Post office clerks and letter carriers are certainly not "office workers"—they are more nearly compared to skilled mechanics, or skilled factory workers, or skilled building tradesmen, and should properly be compared, for pay purposes, with these skilled mechanics.

Mr. Chairman, in our own office, here in the District of Columbia, we pay our office people at the levels provided for PFS–4 and 5, but we can assure you today that not a single one of them could, or would, perform postal duties comparable to those of a post office clerk and long endure the nightwork, ungodly hours, if I may use that statement, impossible reporting times, Saturday, Sunday, and holiday work, and qualify every 6 months on a mail distribution scheme for which the penalty for failure is separation from a postal clerk position at that salary presently provided for PFS–4 postal clerks.

Now, then, Mr. Chairman and members of the committee, we would like to refer to the statement presented to this distinguished committee by Assistant Postmaster General Richard J. Murphy, under the date of April 27. Mr. Murphy obviously seems to take considerable pride in the fact that the Post Office Department operates with only a handful of technical job analysts. This is hardly surprising, Mr. Chairman, in view of the absolute fact that there can be little need for technical job analysts when an enormous percentage of people, such as postal clerks and letter carriers, are locked in a single salary grade or level.

This is obviously a truism, since the Post Office Department's figures report that there are approximately 319,000 postal clerks and 192,000 letter carriers for an approximate total of 510,000 employees, the overwhelming number being locked in to PFS–4, out of an overall personnel complement of around 700,000 employees.

Assistant Postmaster General Murphy, on page 3 of his statement, insist that:

> The traditional craft attitude has been that all persons in a craft should be paid the same and that craft seniority is all important.

Well, Mr. Chairman, we cannot help but support that attitude. Under postal regulations, the involved and extensive duties of a postal clerk can change substantially from hour to hour and day to day, as he may, in fact as well as practice, be called upon to do any work within a post office from that of nominal mailhandling duties to those of the postmaster. The average postal clerk in all post offices today must, in fact, be a "jack of all trades" and available for use at any time in any one of varied, involved, and demanding numbers of postal positions and responsibilities.

His postal clerk job, of necessity, calls for him to be knowledgeable to do anything and everything within a post office on short notice, and certainly we would hope the committee would agree that such a postal clerk should rightfully be paid a higher level salary for his versatility, as well as his duties, skills, and responsibilities.

It is interesting to note, Mr. Chairman, that on page 5 of Mr. Murphy's testimony, he refers to fourth-class postmasters as the lowest paid employees in the postal service. He conveniently overlooks the established fact that, in the overwhelming majority of all cases, the job of a fourth-class postmaster is strictly a sideline job.

This postmaster performs no work that is reasonably comparable to the work performed by the average postal clerk throughout the entire country in the Nation's post offices.

On the same page, the Assistant Postmaster General Murphy deals with our postal clerks in PFS–2, and admits that:

> Although they perform all work expected of a PFS–4 window clerk, their special rate of PFS–2 was assigned because they work in rural or semirural areas where prevailing wages and living costs usually are relatively low.

Mr. Chairman, we ask how this statement by Mr. Murphy can honestly be equated with the established principle of "equal pay for equal work," as well as the so-called comparability principle used in determining the salary of an employee consistent with his duties, skills, and responsibilities, which are the basic precepts of any salary classification system.

Mr. Chairman, this has always been our argument—that the present postal salary classifications are in fact based on things other than a proper evaluation of a job. In this case, Assistant Postmaster General Murphy states for the record that the PFS–2 classification of our postal clerks was set on a geographical location, rather than on the duties, skills, and responsibilities performed.

Speaking on "schemes distribution," Assistant Postmaster General Murphy again makes our argument for us. The United Federation of Postal Clerks has long advocated extra pay for post office clerks required to keep qualified on schemes of distribution. While Mr. Murphy states that, "Higher level clerk jobs, based on scheme difficulties, are clearly in order," it is interesting to note, however, that the Post Office Department has always historically since 1955 vigorously resisted efforts to place such skilled positions in higher levels based on the recommendations of our union, which is representing the entire postal clerical force.

We are also not impressed by Mr. Murphy's statement on page 13 of his testimony, when he states, "Far too many employees decline opportunities to become supervisors because they find the pay differential inadequate."

Such a statement, Mr. Chairman, is also utter nonsense, and absolutely inconsistent with the facts. Mr. Chairman, the fact is that there are hundreds of applicants who have taken examinations for supervisory positions for each vacancy to be filled. Nowhere, at least in our knowledge is there a lack of applicants for supervisory positions, and certainly it cannot be argued effectively or reasonably that any unwillingness to accept supervisory positions is based on an inadequate pay differential. This, Mr. Chairman, is a prime example of the kind of double talk that the Post Office Department consistently engages in.

Again, in the last sentence of page 13, and continued on to page 14 of Mr. Murphy's testimony, he repeats the statement that putting clerks now in PFS–4 into PFS–5 would not result in an increase for those already in PFS–5. A similar statement has also been made on page 10 by Mr. Murphy.

Presumably Mr. Murphy is referring to the so-called standard positions which are related to key positions as enumerated in Public Law 68–84.

Mr. Chairman, we would like to suggest if Mr. Murphy is seriously concerned with this problem, if the Department will consider H.R.

4897 the postal clerks will be elevated to level 6, but he very obviously declines to consider this possibility.

Certainly, if the key positions were advanced, the related standard positions would certainly have to be upgraded also, unless the Post Office Department has already made a predetermined decision and believe me in my experience they make plenty of them, and decided to complicate the entire higher level salary proposals by engaging in some "funny work" before such legislation is even enacted into law.

Mr. Chairman, to avoid any possibility of inconsistency in law, or permit the Post Office Department to arbitrarily restrict existing level 4 or level 5 standard positions, within present grade levels with other key positions if such levels are upgraded, we suggest the committee place language in the final draft of the legislation to require that both the key positions and standard positions be upgraded as of the effective date of the legislation.

Before we leave the testimony of Assistant Postmaster General Richard J. Murphy, Mr. Chairman, we would like to point out that Mr. Murphy frequently, in his testimony, referred to the fact that many clerks are performing "complex scheme knowledge" and other demanding and skillful duties that really should rate more than level 4. However, in every instance, while Mr. Murphy recognizes this need, he refuses to offer any concrete proposals or suggestions to this committee to recognize these skills, knowledge, and responsibilities by forthrightly recommending higher level salary classification for these postal clerks.

Also, Mr. Murphy attempts to make much out of the special Panel appointed in April 1964 by the Civil Service Commission and the Bureau of the Budget to review the Federal comparability process for equity and fairness to both employees and taxpayers. Mr. Chairman, there were four prominent citizens appointed to this special "blue ribbon" Panel and we are confident all of them are outstanding citizens, but it is again interesting to note that not a single representative of organized labor, or even an acknowledged consultant of organized labor in a specialized field of personnel and position classification was included on this Panel.

Certainly, we would not be so naive as to expect that the Commission and the Bureau of the Budget would appoint an officer or representative of the postal unions on such a panel, but certainly we do not believe it would be expecting too much if a prominent representative of organized labor, generally, or at least a recognized consultant of organized labor, would be included on such a panel. I am confident that the employee unions and the Committee on Post Office and Civil Service, as well as the Congress, would be much more favorably impressed if such representation was granted.

Mr. Chairman, in November 1966, the United Federation of Postal Clerks received from Chairman John Macy of the Civil Service Commission, in accordance with the provisions of Executive Order 11073, a Commission-prepared comparison of Federal salary schedules with selected private enterprise occupational salary schedules as reported by the Bureau of Labor Statistics salary survey made as of February–March 1966. Compared with grades GS–5 and PFS–4, was an involved complex of occupational average annual salaries and a comprehensive average as shown below, we just refer to these as listed:

Private enterprise average annual salary, February–March 1966, Bureau of Labor Statistics survey

GS–5 (PFS–4):	
Accountant I	$6,576
Auditor I	6,408
Job analyst I	7,080
Chemist I	7,104
Engineer I	7,764
Engineering technician III	6,984
Draftsmen II	6,973
Buyer I	6,648
Average salary	6,942

I would like to move then, if we may, Mr. Chairman, as follows: We challenge the composition of the complex of occupations, judged by the Civil Service Commission to be comparable to PFS–4, and we absolutely disagree with the first-time inclusion of private firms having less than 250 employees.

If I recall correctly, Mr. Chairman, the Commission survey even went down to 100 employees in certain categories and 50 employees in others. But certainly an employer having approximately 700,000 employees, we understand the largest employer in the country on its rolls should not have its positions compared with those private firms having less than 250 employees on their rolls.

However, Mr. Chairman, let's assume for the moment that we accept the $6,942 annual salary as of the February–March 1966 survey which is supposed to be comparable to PFS–4 in which the overwhelming majority of our postal clerks are locked in. We know, on the basis of authoritative sources in the AFL–CIO Research Department, that employees in the private sector occupations, with the exception of engineering technician II, and draftsman II, tabulated herewith, reached the maximum within-grade salary in less than 2 years. At that time, advancement opportunities permit them to move to much higher salary grades.

Private industry employees in engineering technician III and draftsman II reach their salary grade maximum in less than 3 years. If PFS–4 postal clerks are to be comparable to these employees in this private occupational complex, they should have advanced to $6,942, after 2 years of service in February or March of 1966, the base period for this survey.

Again, assuming we accept the Bureau of Labor Statistics and the Civil Service Commission analyses, this means, Mr. Chairman, that postal clerks in PFS–4, salary step 3, if we are truly comparing them should have been receiving $6,942 over a year ago, instead of approximately $1,300 more if we use the reference figures of the Commission in this regard, assuming they were to receive comparable pay to the CSC-designated counterparts in private employment, and again assuming such salary adjustments would be in harmony with the spirit and intent of the Salary Reform Act of 1962, which the employees recognize and our unions recognize but which apparently are not recognized by the administrative representatives.

The point we are trying to make, Mr. Chairman, in this regard is, based on the Civil Service Commission and Bureau of Labor Statistics wage surveys, it is obvious that a reference to any post field service salary schedule, current or proposed, reveals convincingly that the only way true comparability can be achieved, or even approached, is

to reclassify postal clerks to the next highest salary level, or particularly to levels 5 and 6, as provided in H.R. 4897, as these are the levels to which postal clerks should be assigned consistent with the aforementioned statistics and reports.

Mr. Chairman, the Postal Classification Act of 1955, originally set up 49 key positions which were also to be used as "total position benchmarks." Section 201(a) of Public Law 84–68 provided:

> The Postmaster General shall determine the personnel requirements by the postal field service. He shall define the various positions other than the key positions specified in section 203 of this Act and the standard positions of postmaster in a fourth-class office and rural carrier. He shall assign each such position to its appropriate salary level in the postal field service schedule. He shall ascertain the appropriate salary level of the position: (1) by comparing the duties, responsibilities and work requirements of the position with the duties, responsibilities and work requirements of key positions described in section 203 of this Act, and (2) by ranking the position in relation to the key position most closely comparable in terms of level of duties, responsibilities and work requirements.
>
> (b) In ranking positions, the Postmaster General shall apply the principle for equal pay for substantially equal work and give effect to substantial differences in difficulty of the work to be performed in the degree of responsibilities to be exercised in the scope and variety of task involved and in the conditions of performance. * * *
>
> (d) The Postmaster General's determination under this section shall be the basis for the payment of compensation and for personnel transactions.

That is the basis of provisions of the law for reclassification.

Under the wide authority granted to the Postmaster General, he proceeded to establish the following:

Code 1.—Thirty-two positions with only about five or six falling in the clerk craft unit.

Code 2.—One hundred and eighty-five positions having only 15 in the area of a level 3, 4 or 5 clerical position.

Code 3.—Two positions with one falling in the clerk craft.

Code 4.—(Mobile), 32 positions with only one which would be considered as being in the clerical craft.

Code 5.—(Motor vehicle), 32 positions.

Code 6.—(Maintenance service), 57 positions.

Code 7.—(Facilities and supply field offices), 20 positions.

Code 8.—(Inspection service), 13 positions.

Code 9.—(Regional offices), 74 positions.

Key positions.—Fifty, only nine can be considered as being in the clerk craft; one of which was a level 2 in a third-class post office.

The Postmaster General in his report submitted January 16, 1956, as provided by Public Law 84–68, section 205(a) reported he had established what is known as individual positions. These are positions for which descriptions are not printed in the Department's official Position Description Handbook. Individual positions as of that date totaled better than 2,700. However, only about 100 are the kind of positions that could and would appropriately be considered in the area of clerical craft, levels 3, 4, and 5.

Actually, it is doubtful if this covers any more than 25 or 30 position descriptions which could be considered as a part of the clerical craft. There is still a continuing increase in the number of individual positions but their titles and locations are not available to the employee exclusive organizations.

Since the report issued January 16, 1966, the Postmaster General has issued additional standard positions as follows: Code 1—1; code 2—252, 15 possible clerk craft; code 3—0; code 4—0; code 5—30; code 6—11; code 7—12; code 8—1; and code 9—234.

If you will review those 9 codes and the total of 50 key positions which are included in there, we would hope that you would be impressed by the number of positions that have actually been reclassified and established, but the comparative lack of upgrading or reclassification of comparable postal clerk positions.

Those are so few that certainly it is obvious that inequities have resulted.

Mr. Chairman, at this time I would like to suggest that the Post Office Department has been very interested in establishing higher level positions, reclassifying positions in the higher levels but comparably in the higher working levels the Post Office Department has not given very much consideration.

There is still an increase. I do suggest, Mr. Chairman, that the committee might inquire from the Post Office Department and get a current breakdown on the number of these positions that have been reclassified in the higher levels and again compare them with the absolute inequities as far as reclassification of the lower positions is concerned.

We point out also in there as of January 1966, the additional standard positions and you will note there again in codes 1 through 9 there are practically or relatively very few clerical positions established, but in code 9 which represents practically the 15 regional employees, the Post Office had no problem in elevating 234 additional higher level positions and again, Mr. Chairman, we are trying to equate the indifference of the Post Office Department to reclassification of the rank and file positions in PFS levels 1 through 5.

This makes a total of approximately 541 new standard positions established, of which approximately 15 would have a direct application to the clerical craft. It would appear that after more than 11 years, the need of reclassification and upgrading of the clerical craft is extremely necessary and should be accomplished now.

It will be noted that there has been a tremendous increase in reclassification of positions, but in almost every instance they were at the higher levels, above level 6. A very minute number of reclassifications occurred in the work positions, levels 1 through 5, which involves the receipt, dispatch, delivery, and security of the tremendous increase in mail volume in all classes.

The same thing holds true in the window services operations, administrative services, and those positions which perform initial receipt of all classes of mail which assures that proper postage has been paid.

In the work area normally associated with the clerical craft, where there has been reevaluation or a higher level established, it has usually been based upon the recognition of menial managerial duties or serving as an adviser or leader, no supervision, among a small group of five or six employees in the same community of interest work area.

There should be a raising of level of compensation of clerical employees in the work area where the responsibility of proper preparation, postage, and initial accounting of postal revenues is concerned. This is strongly supported by the many new and complicated regulations governing postage needs established during the past 10 years as well as the tremendous increase in the mail volume in the area of second-, third-, or fourth-class mail being received through metered or bulk mailing permits.

In the administrative area the increase in knowledge and responsibilities of postal clerks as a result of new laws and regulations and demand of the American public for greater sources of information on all of the varied intricacies involving mail service should be recognized in the establishment of higher level clerk positions.

Window services—again we outline in this the general requirements of the positions, knowing full well the committee does have the complete job descriptions available to them.

The postal clerk serving the public in window services is required to have a far greater knowledge of complicated weights, packing requirements, modes of distribution, not only in the United States, but also covering the entire world.

Window clerks are required to carry greatly extended financial credits to meet the growing needs of their patrons. The employee is individually responsible for every penny of the fixed credit.

Postal clerks in registry sections in the originating transit and delivery units are being required to assume greater and greater responsibilities for not only shipment of currency through the mails, but valuable papers, stock certificates, and so forth. Total values almost impossible to estimate.

However, in the distribution of mails area—and this is the area in which we believe some 90 percent of all postal clerks are involved—because of the complete change in mail distribution patterns resulting from the curtailment of railroad trains and the greatly expanded air travel, postal clerks are constantly being required to continually study, review, and obtain proficiency in mail distribution which must be kept current day to day in the entire area, concerning the most expeditious ways in which to get the mail to its destinations.

These same clerks must also meet constant changes in the distribution of mail at its delivery office, resulting from necessary changes in individual carrier delivery routes because of the tremendous increase in mail volume and the need for constant changing of the delivery patterns because of expanded communities and new developments in every city.

Now, these clerks must maintain no less than 95 percent proficiency on as many as seven or eight scheme examinations a year. Because of the dedication of these postal clerks, 99 and 100 percent examinations are not unusual or uncommon—and in the practical distribution of mail the average distribution clerk's accuracy is the proverbial $99^{99}/_{100}$ percent pure and correct.

To clearly demonstrate the tremendous increases in required mail distribution scheme knowledge we refer you to the figures below, which point up the tremendous increases in parcel post route, business firms, and residential families from 1954, the year prior to the 1955 Postal Reclassification Act, and the latest reporting year, 1965.

We feel that the following figures themselves spell out unquestionably the additional extended scheme responsibilities added to postal clerks since the establishment of the Reclassification Act in 1955, in order to service the increased number of patrons, both business and residential family. I am sure that these figures, I understand from the Post Office Department reports, are certainly substantiated in the documenting of our case, as follows:

1954, total number of foot, mounted, and parcel post routes, 92,378; 1965, total number of foot, mounted, and parcel post routes, 136,081; 1954, routes

serving business firms, 2,926,495; 1965, routes serving business firms, 3,903,125; 1954, routes serving residential families, 31,467,957; and 1965, routes serving residential families, 46,334,382.

The above facts clearly indicate that the basic and minimum scheme knowledge required of a postal clerk has increased more than one-third and this is not taking into consideration the required additional schemes resulting from mechanization.

And, Mr. Chairman, as postal clerks we certainly must be concerned with mechanization and automation during these days in the postal services. While the above paragraph refers to the skills required of the individual postal clerk in the distribution of mails manually, now, in addition to the requirements for manual distribution, a great percentage of the volume of increased mail load will be handled by clerks who not only must know the manual distribution scheme, but must, in addition to that, apply machine schemes in order that the mail will be worked in the due course of mechanization and automation.

In addition to this almost 100 percent increase in scheme knowledge, the requirement of postal clerks for sustained production at an arbitrary distribution speed over which they have no control—set by the machine at 50, 55, or 60 pieces of mail per minute—or I should say by management officials and the machine itself.

Now, certainly when we talk about production, when the postal clerk must distribute 60 units each and every minute, I am sure when you see some of the photos we have in the back you will understand the involved responsibility which postal clerks now have and will increasingly have in the months and years ahead.

It is required that these employees must maintain a 98-percent proficiency. These employees are literally tied to one position which does not permit any outside interference and must be on an absolute maintained production per minute of 50, 55, or 60 levels.

Mr. Chairman and members of the committee, the overwhelming majority of all postal clerks are highly specialized mail distributors. They are required to constantly study scheme changes and prepare for scheme examination, often every 6 months out of every year during their postal service in order to just retain their jobs, as well as provide for the efficient distribution and delivery of mail to the American public. All of this required studying must be done by the postal clerk on his own time without any additional compensation. Any member of this distinguished committee could ask the wife or family of a postal clerk how much time he is required to take away from his family on days off, on weekends, yes, and even holidays, requiring him to take the time away from his family in order to retain his proficiency in scheme and mail distribution and keep his job in the postal service, and I am confident the wife, particularly, would have some very caustic criticisms concerning her husband's constant studying in order to perform his skill, particularly when he receives no additional pay for this off-the-clock study time.

At this time, Mr. Chairman, we would like to introduce into the record a number of representative mail distribution schemes which our postal clerks, in the post offices referred to, are required to maintain a 95-percent efficiency on scheme examinations, although, as mentioned previously, their actual distribution efficiency in day-to-day distribution of mail would be much closer to 100 percent. We strongly believe that all distribution clerks, as well as other postal

clerks, should be elevated in level for the reasons enumerated and use the following mail scheme references in support of this position.

The first mail distribution scheme and proficiency requirements which we refer to for postal clerks are required in the Syracuse, N.Y., Post Office, the home of the distinguished chairman of this subcommittee. We are submitting for the record one copy of the city primary scheme of Syracuse, N.Y., and also listed herewith are the scheme requirements necessary at the present time. We believe the outline of these scheme requirements are self-evident in support of higher level salary for postal clerks.

The present scheme knowledge requirements for postal clerks in Syracuse are based on the following:

Syracuse primary	2, 055
Syracuse secondary	4, 290
Total	6, 345
New York State	1, 889
Pennsylvania	2, 025
Total	3, 914
Total	9, 959

Secondary: section A, 694; section B, 740; and section C, 621.

Secondaries

Zone:		Zone—Continued	
1	1, 092	10	255
2	324	11	86
3	241	12	241
4	281	14	152
5	236	15	117
6	230	19	246
7	201	24	120
8	266		
9	202	Total	4, 290

A postal clerk may not be required to carry all the scheme items on a regular study scope, but during the first few years in the postal service, in most every instance, he will have qualified on these basic requirements.

I thought perhaps the chairman of the subcommittee might be interested in the scheme that our postal clerk is required to perform in his home city of Syracuse.

Mr. HANLEY. Without objection the material you have referred to is accepted for consideration by the subcommittee.

Mr. NILAN. Thank you very much, Mr. Chairman. If we review the scheme and the scheme units you will certainly realize the tremendous responsibility the postal clerk has to maintain.

A city the size of Syracuse will undoubtedly require further distribution scheme knowledge on various States, including those as far away as California, Florida, Washington, and so forth.

And, Mr. Chairman, Syracuse will be scheduled for installation of the letter sorter machine. This will mean that in addition to the basic scheme knowledge which we referred to on the previous page and the scheme schedule which we provided you for the record, in addition to this basic scheme knowledge they will also be required

to apply a code scheme to each of the items which will be different than what is used at the present time.

In other words, they won't only have to understand the distribution of one type of scheme but they will also have to know an entirely different coded scheme in order to distribute mail in the Syracuse post office when the letter sorter machines are introduced.

Mr. Chairman, we would like to then introduce into the record, the mail distribution scheme requirements and the schemes themselves for the distribution of mail in the Detroit, Mich., post office as follows.

And, Mr. Chairman, this is really an involved and complex scheme when you look it over, and I am sure that the staff and the committee, I am sure again you will be impressed with the day-to-day responsibilities of postal clerks in the city of Detroit, Mich.

At the same time I would also like to have this information made available to the committee and to the staff. This office in Detroit, Mich., is a prototype for mechanization, particularly in the area of letter sorter machines.

Not all mail can be worked through letter sorter machines; therefore, the clerks are required to qualify on the schemes necessary for manual sorting. This is presently composed of approximately 1,000 items for sectional center distribution; 3,500 items on the four sections of incoming distribution of mail; plus the scheme requirements for the numerous stations in Detroit which have requirements of 200 to 500 study items each.

Mr. Chairman, at this point I should make something very clear. Our postal clerks do not distribute mail based on a memory system. The postal clerk that comes into the service, the newer substitute, for example, necessarily must the first time around for scheme examination purposes memorize the mail distribution scheme. But he will learn very quickly that unless he understands specifically where the mail goes, if it's an outgoing scheme to a certain city or post office on a railroad or airmail map; unless he has that visual picture in his mind, he will not only have trouble qualifying on subsequent examinations but I'm sure his ability to distribute the mail will certainly not be satisfactory as far as the postal service is concerned. In other words, the point I'm trying to make is that distribution of mail by a postal clerk is not based on his ability to memorize but rather knowledge and skill.

The mail clerk who has been in a post office for many years can tell you exactly where a particular house is in a particular city or even in the suburbs because he must have that knowledge in order to distribute the mail and maintain current proficiency in schemes.

In addition, there is required distribution on several outgoing State schemes where the study items run from 700 to 1,900 items each State.

Before any clerk may qualify on the letter sorter incoming schemes, they are required to have been qualified on the city manual incoming scheme as a basic requirement for taking machine training. In other words, any postal clerk that desires to qualify on the machine letter sorter must first qualify on the manual scheme, which is different than the machine scheme. So again, added responsibilities and continuing study for the skilled postal clerk.

Machine training requires a different scheme, both on the outgoing primary, as well as approximately 1,000 study items on the Michigan sectional center machine scheme.

The official primary scheme requirements of the Detroit Post Office provide:

> Clerks are required to qualify on one scheme each 3 months until the entire assignment has been covered. After which, at least one examination shall be required annually. The entire assignment must be covered within 3 years.

In addition, the following cities are also a part of the study scope for Detroit, Mich., Post Office clerks: Ecorse, Mich.; Ferndale, Mich.; Grosse Pointe City, Mich.; Grosse Pointe Farms, Mich.; Grosse Pointe Park, Mich.; Grosse Pointe Shores, Mich.; Grosse Pointe Woods, Mich.; Harper Woods, Mich.; Oak Park, Mich.; and River Rouge, Mich.

Mr. Chairman, if you have any questions as to why the postal service today is having trouble retaining substitute postal clerks or even hiring them, when in addition to these scheme requirements they must also work nights, weekends, holidays, holy days of obligation, and everything else, certainly it's indicative in this testimony we are presenting here today. Substitute clerks coming into the postal service, when they find out the type of job they are moving into for the comparatively inadequate pay they are getting or the pay level they are placed in, turn right around, many of them, and walk right out the door.

We have seen them—where they are not on the clock 30 minutes and seeing the type of work that is involved for the pay to be received—we have seen them walk out. They can't believe that for the amount of money being paid for postal clerk work, and this is particularly in the large cities and even in moderate-sized post offices, that anyone would want to make a career of the postal service.

At this point, Mr. Chairman, we would like to introduce for the record the city primary scheme of Buffalo, N.Y., and related information which we believe will be of interest to the committee in deciding on the merits of the pending legislation. The city primary scheme for Buffalo, N.Y., contains approximately 4,000 individual study items which are required for qualification on the city primary examinations. In addition to this, the postal clerk would be required to qualify on secondary mail distribution composed of the listings as shown in the official ZIP code directories for Buffalo, N.Y.

Buffalo, N.Y., is just coming into the mechanized field on incoming distribution, which again means that clerks assigned to this distribution will again be required to learn additional code designations for the manual scheme requirements.

Mr. Chairman, we would now like to introduce in the record a letter, addressed to our organization on November 1, 1966, from Lorenzo D. Stephens, president of Local 64, United Federation of Postal Clerks, Los Angeles, Calif. We feel the letter from President Lorenzo Stephens, and the attached reference material, will explain convincingly the scheme distribution requirements of our postal clerk membership in the Los Angeles Post Office, and again support our request for higher level classification of mail distribution clerks.

Mr. Chairman, the Los Angeles Post Office is, even now, in the process of converting its mail operations to letter sorter machines. In order to meet the requirements, it is necessary that postal clerks qualify on an outgoing mail scheme composed of the following scheme units:

California "A"	845
California "B"	590
Outgoing primary	160
Total study items	1,595

However, in order for a postal clerk to become better qualified on an incoming city mail scheme for manual distribution in the Los Angeles Post Office, a clerk must qualify on six sections, totaling 6,611 study items. In addition to maintaining the manual scheme requirements, they must also qualify on a machine scheme which is different from that used for the manual distribution.

Mr. Chairman, we use one more example on scheme requirements for distribution clerks and refer to the Houston, Tex., Post Office. In this post office, the letter sorter scheme requirements include a total of 8,160 individual scheme items for the letter sorter machine, and which a postal clerk must be proficient on to qualify for this distribution position. On the sack sorter machine which is related to the parcel post distribution, the basic requirements for Texas and Louisiana distribution involve a total of 2,600 study items.

Again, Mr. Chairman and members of this committee, you see the extended and demanding mail distribution scheme requirements for our postal clerks which again, we suggest, merit higher level 5 and 6 consideration.

Mr. Chairman, may I suggest at this point that certainly this is why both Mr. Macy and Mr. Murphy agree there is no comparable position in private industry with the postal clerk. And I would suggest when you review these schemes certainly it will not only convince any or all of us of that statement, but also again will support our position for higher levels.

At this point, Mr. Chairman and members of the committee, we would like to refer to several positions currently in level 5, which we strongly urge the committee consider upgrading to level 6, as proposed in H.R. 4897.

One example is the distribution clerk on railway post offices or highway post offices, presently designated as a level 5 clerk. Public Law 68 requires this distribution clerk to "rapidly" distribute mail into letter cases, pouches, and sacks—no other mail distribution job requires this specific reference "rapidly." And if you ever have the opportunity to watch a railway mail clerk in a railway car distribute mail, you will understand what they mean by distribute it "rapidly." They do it, not only because they are dedicated, but they do it because if they don't the next mail stop is not going to get the mail, so they must move the mail and move it on a time schedule basis. And certainly this is unique as far as their position is concerned.

Such distribution clerks are required to qualify every 6 months on an individual distribution scheme, and practically all mobile mail distribution clerks have six scheme examinations required in each 3-year period. It is necessary for mobile clerks to know the distribution not only for States but also for cities under these scheme requirements.

Because of transportation emergencies or late runnings of trains, a mobile clerk must be able to direct mail by other than regular channels to reach its proper destination and prevent delay in delivery. Each clerk is also required to keep up his schemes and schedules to date for all assigned distribution and have them available at any

time for inspection on the job. Mr. Chairman, at this point in the record, we would like to introduce the distribution scheme for New York State and a schedule of mail routes for the New York region which are offered as exhibits, and we would suggest if the committee members and the staff will review these scheme requirements which a railway post office ot highway post office clerk must qualify on in order to retain his present level 5 position, that you will join with us in our support of higher level salary classification for these clerks.

Mr. Chairman, these are the two books here, and the average mobile clerk running in New York State must know every page and every item in them. And we also submit these along at this time with the previous statements for the record.

Mr. HANLEY. Without objection, this material is accepted for consideration by the subcommittee.

Mr. NILAN. I would like then, Mr. Chairman, to refer again in support of our request for a higher level consideration, that we are confident the committee, as well as the staff, will give them the objective and very detailed review which we know they will.

We also suggest, Mr. Chairman, that another obvious inequity, resulting from an arbitrary decision by the Post Office Department, should be corrected in the pending legislation. The Post Office Department arbitrarily, and in our opinion unjustly, reduced airmail facilities clerks from PFS level 5 to level 4, when airmail fields were merged with post offices. And, Mr. Chairman, this is the only explanation we have got for reducing them from a level 5 to level 4; that is, that they are now under post offices where formerly they were under the mail transportation section of the Post Office Department. Their duties remained exactly the same and certainly the involved requirements which they must daily perform merit the level 5 position.

Our clerks at airmail facilities are working mail from many sectional centers, receiving and dispatching mail from all over the country, and even all over the world, under complicated schedules which arrive and are dispatched both by rail and air. We urge this committee to restore all airmail facility clerks to their former level 5 and then to elevate them to level 6 through enactment of this legislation, as we believe they were unjustly reduced in pay level.

Mr. Chairman and members of the committee, before I conclude this rather lengthy statement, and may I say at this point that we do appreciate very much the patience and consideration given to us by the members of the committee, in view of our lengthy statement, I hope the committee will appreciate the fact that this is the first time in 12 years that the United Federation of Postal Clerks has been afforded an opportunity to explain the postal clerk position, and also request higher level salary classification on behalf of our membership.

What I did want to say, though, Mr. Chairman, before I concluded, is that on April 25, 1967, Civil Service Commission Chairman John W. Macy, in a prepared statement before the House Post Office and Civil Service Subcommittee on Compensation stated, and I quote:

> A further, and just as important, reason for the proposed increase, in pay, is to maintain the Government's position in a tightening labor market in which those with needed talent and skills are becoming scarcer and scarcer.

Mr. Chairman, in regard to this statement, the United Federation of Postal Clerks again strongly advances the recommendation that reclassification of postal clerks to higher levels will be certainly effective in labor markets throughout the country in the recruitment of high caliber employees to postal clerk positions and away from alternative employments in the private sector—something which is absolutely necessary and essential at this time if both the quality and quantity requirements of postal clerk positions in the U.S. mail service are to be accomplished.

This improved recruitment influence would be felt not only in the metropolitan post offices, experiencing critical shortages in personnel, but in every city and village throughout the country having a postal installation. And I say this, Mr. Chairman, on the basis that more potential and higher caliber employees would be attracted into the postal service in each and every post office and a marked substantial improvement in the quality of mail service provided to the citizens of our great country would necessarily result.

The age-old law of economics, the "law of supply and demand," applies—an increase in salary level for postal clerks will bring forth from the labor market much more highly qualified personnel who will help restore the "best possible mail service" to the American public, as well as making the U.S. postal service second to none throughout the world.

Mr. Chairman, we are attaching a number of exhibits, starting with attachment A as the final pages following this statement, which we hope will be of interest to the committee. This, Mr. Chairman, is in addition to the supplementary statement which you were kind enough to include in the record.

We are attaching one statement which will describe in detail the many and varied duties and responsibilities and skills of postal clerks, particularly in level 4, which we believe will be convincing in elevating level 4 postal clerks to level 5, as well as present level 5 clerks to level 6, and certainly elevating present level 2 postal clerks in some of our smaller post offices to higher level positions.

We are also attaching copies of photos which we hope will provide you with a firsthand knowledge and a personal introduction to typical postal clerks throughout the U.S. postal system.

Thank you very much, Mr. Chairman, and members of the committee again for your patience and indulgence to a rather lengthy presentation here today. We cannot express too sincerely our deep gratitude and appreciation for this committee in expeditiously considering the pending higher level salary legislation. We conclude by urging the committee to combine the basic provisions of H.R. 7, with the additional supplementary sections of H.R. 4897, as explained earlier in this statement, and report such a bill out to the U.S. House of Representatives and, we hope, eventual enactment into law.

Mr. Chairman, may I just briefly identify the remaining exhibits following our statement for you with a few words of explanation. I'd like to start with exhibit C. I mentioned earlier in my testimony about the postal clerk at home. This is the picture of the postal clerk distributing test cards into his case. This is the clerk I'm talking about, and this is the type of operation that every postal clerk goes through throughout his entire career in the postal service. In other words, learning to qualify on new schemes and retaining proficiency on the

same scheme are absolute requirements to remain as a postal clerk employee in the postal service.

Exhibit D portrays the senior clerk demonstrating to the younger clerk the relationship between his schedule and distribution book and the map with which he must distribute outgoing mail.

Attachment E shows distribution postal clerks distributing mail both on pouch rack distribution as well as in the background on letter case distribution.

Certainly attachment F is an impressive picture of our mobile clerks working in a railway postal car. If you will notice the space they must operate in. Most of these cars are not air conditioned. They have got very little area to perform their work in. Nevertheless, they do move the mails very expeditiously under most difficult working conditions.

Exhibit G is an attachment demonstrating the parcel post sorting machine which is a mechanized operation and which we referred to in our testimony.

Exhibit H shows you the sack sorter machine, which we also mentioned in our testimony in regard to the post office in Texas.

And then exhibit I shows you the letter sorting machine which is in operation right now in many of the post offices throughout the country.

Exhibit J shows a review of a specific letter sorting machine, in the Minneapolis Post Office, with myself, the postmaster and the president of our local and a level 4 distribution clerk.

The final photograph, exhibit K, is an actual on-the-spot scene from a Los Angeles post office at 5 o'clock in the afternoon, and you can see the amount of mail that is already backed up for the postal clerks that are distributing mail with a letter sorter machine.

(The supplementary statement and attachments A and B are as follows:)

SUPPLEMENTARY STATEMENT

Mr. Chairman, the following statement outlines the duties, responsibilities and skills required of a postal clerk. This information is submitted in further support of the higher-level salary reclassification of postal clerks as proposed in H.R. 4897.

BASIC FUNCTIONS OF DISTRIBUTION CLERKS

Distributes first class mail, air mail, second class, third class and fourth class mail, and bulk mail in accordance with established schemes including incoming or outgoing mail, or both.

Must *also be qualified* to make the same distribution on special classifications of mail such as special delivery, special handling, COD, insured, registered, and certified, as well as must meet required distribution requirements on second class (publications, magazines, newspapers).

Distributes this mail in post office branches, annexes, stations, air mail field, ports, foreign sections and en route distribution by train, truck or bus.

Determines the fastest and most expeditious dispatch of mail from the standpoint of assignment in emergencies (delayed air flights, train schedules, weather, wrecks, etc.)

Must be qualified to immediately recognize all classes of mail in order to assure that each class of mail is receipted for, prepared for appropriate dispatch in accordance with its special classification (air mail, special delivery, special handling, registered, fragile, etc.) in order to assure its most expeditious dispatch to avoid any possible delay or damage. And, assumes the immediate receipt and assignment of c.o.d., registered, special delivery mail to their appropriate sections.

Must be *regularly examined* on the distribution requirements, knowledge of distribution schemes, schedules, postal regulations and *special requirements* where necessary in accordance with postal regulations, and related knowledge on per-

formance of distribution on all the scheme items required in his assignment with a grade of not less than 95% proficiency and must meet the same accuracy requirements on the *unannounced verification* of his proficiency on his day-to-day distribution case. Failure to meet these proficiency requirements can subject the employee to removal.

Distribution of incoming mail requires the same accurate and fast distribution of mail for all classified or contract stations, branch or other delivery units under the directive of the postmaster, including rural and star routes, and general delivery which includes all lock boxes in the main office, stations and branches. Also, must normally be familiar with multiple separations of large firm mailings within box sections.

Must maintain a current and accurate knowledge of lock box holders

Each clerk *must maintain at all times* accurate and current schedules and schemes required in their distribution, including *additional* written examination on official codes in air route number for dispatching of air mail and procedures for priority for transportation of air mail.

Must assure that proper labels are contained in pouches and sacks, as well as the appropriate labeling on direct or working bundles of all classes If mail in accordance with the official diagram and distribution requirements for the various classes of mail within that installation.

Prepares the mail for dispatch involving labeling and tieing of mail in pouching for distribution in pouches, closing and locking of sacks and pouches to assure that dispatches are met.

Must be qualified to assure the proper cancelling, rate and amount of postage on all classes of mail and shall be qualified to quickly recognize any short paid postage as a result of weight, content, or type of mail.

May also be required to distribute mail of all classes on a machine which would require the use of additional scheme knowledge and code numbers to be applied to the scheme knowledge required for manual distribution. The assignment on machine distribution, of course, will require a great deal of physical exertion resulting from fatigue, monotony, eye strain, noise factor and hypnotic effects of the machine distribution.

BASIC FUNCTIONS OF WINDOW CLERKS

Sells postage stamps, stamped paper, cards, internal revenue stamps, migratory bird stamps, and postal savings stamps and certificates.

Accepts from and, after proper identification, delivers to patrons parcel post, insured, c.o.d., and registered mail; makes collection of required postage, issues necessary receipts, and issues general delivery mail to patrons.

Verifies second-, third-, and fourth-class mailings, computing and maintaining on a current basis mailers' credit balances.

Assigns special delivery and registered mail for delivery.

Checks and *sets* post office stamp-vending machines, postage meters, and large mailers' stamp permit meters.

Receives, follows up, and recommends action on patrons' claims and complaints.

Issues and *cashes* foreign and domestic money orders.

Rents post office boxes, receives rental payments, conducts reference checks, and completes related forms.

Provides information to the public concerning postal regulations, mailing restrictions, rates, and other matters involving postal transactions.

Separates and distributes mail

In addition, may perform any of the following duties: Assist new employees in the good work manners and general knowledge connected with mail handling activities; may assist in the opening of various classes of mail to assure that mail, regardless of class, receives the special service for which postage was paid (special delivery—special handling) to assure the immediate recognition, protection and security for all valuable mail (registered) and immediately recognize any bundle of mail or individual flat piece improperly received in order that it may be immediately placed in the proper distribution pattern.

Assures proper handling of soiled or broken parcels and assures their proper repacking and rewrapping and necessary recording or other actions taken on these parcels.

Maintains records of mails.

Examines balances in advance deposit accounts.

Faces and cancels mail and operates by hand and operates automatic canceling machines.

Ties mail and inserts proper facing slips.

Furnishes patrons with postal information when requested. Provides change of address cards and other postal forms as requested.

Reports to supervisor all unusual incidents and conditions in the area of his assignment.

May be assigned to wait on postal patrons at service windows.

May be required to deliver and collect charges on customs, postage due and c.o.d.

May be required to deliver and obtain receipts for registered and certain insured mail.

May be required to be responsible for fixed credit of stamp paper, countable paper, cash, etc.

If needs of the service require, may be required to perform duties in the window, administrative or executive units of the installation.

May be assigned to responsibilities involving of countable paper, money orders or other financial transactions directed by the installation head.

Must at all times assure that the mails or any properties of the Government within his control are always properly secured and protected at all times.

Attachment A, H.R. 7 (Proposal to raise level 4 employees to level 5; eliminate steps 11 and 12 of present level 4 schedule)

	Steps—										Steps eliminated	
	1	2	3	4	5	6	7	8	9	10	11	12
Proposed level 5 (new steps 1–10)	$6,079	$6,270	$6,461	$6,652	$6,843	$7,034	$7,225	$7,416	$7,607	$7,798	[$7,798]	[$7,798]
Present level 4 (old steps 1–12)	5,331	5,507	5,683	5,859	6,035	6,211	6,387	6,563	6,739	6,915	7,091	7,267
Increase	748	763	778	793	808	823	838	853	868	883	707	531

NOTE.—Steps 1–7: Annual salary increases; steps 8–10: 3-year step increases.

Propose level 5 employees remain in level 5 (eliminate steps 11 and 12 of present level 5 schedule)

	Steps—										Steps eliminated	
	1	2	3	4	5	6	7	8	9	10	11	12
Proposed level 5 (new steps 1–10)	$6,079	$6,270	$6,461	$6,652	$6,843	$7,034	$7,225	$7,416	$7,607	$7,798	[$7,798]	[$7,798]
Present level 5 (old steps 1–12)	5,697	5,888	6,079	6,270	6,461	6,652	6,843	7,034	7,225	7,416	7,607	7,798
Increase	382	383	383	383	382	383	382	382	382	382	191	None

NOTE.—Steps 1–7: Annual increase; steps 8–10: 3-year step increase.
Elimination of "junior-senior" salary inequities; all level 4 and 5 employees would be converted to new steps based on total years of service.

Attachment B, H.R. 4897 (proposal to raise level 4 employees to level 5; eliminate steps 11 and 12 of present level 4 schedule)

	Steps—										Steps eliminated	
	1	2	3	4	5	6	7	8	9	10	11	12
Proposed level 5 (new steps 1–10)	$6,079	$6,270	$6,461	$6,652	$6,843	$7,034	$7,225	$7,416	$7,607	$7,798	[$7,798]	[$7,798]
Present level 4 (old steps 1–12)	5,331	5,507	5,683	5,859	6,035	6,211	6,387	6,563	6,739	6,915	+883 7,091	+883 7,267
Increase	748	763	778	793	808	823	838	853	868	883	707	531
"Saved rate"											7,974	8,150

NOTE.—Steps 1–7: Annual salary increase; steps 8–10: 3-year step increases. Important: H.R. 4897 will protect senior employees in steps 11 and 12 of PFS levels 1–5 at time of conversion to a higher level. Such employees shall receive the same dollar increase as employees in step 10, as a "saved rate."

Proposal to raise level 5 employees to level 6 (eliminate steps 11 and 12 of present level 5 schedule)

	Steps—										Steps eliminated	
	1	2	3	4	5	6	7	8	9	10	11	12
Proposed level 6 (new steps 1–10)	$6,519	$6,722	$6,925	$7,128	$7,331	$7,534	$7,737	$7,940	$8,143	$8,346	[$8,346]	[$8,346]
Present level 5 (old steps 1–12)	5,697	5,888	6,079	6,270	6,461	6,652	6,843	7,034	7,225	7,416	+930 7,607	+930 7,798
Increase	822	834	846	858	870	882	894	906	918	930	739	548
"Saved rate"											8,537	8,728

NOTE.—Steps 1–7: Annual increases: steps 8–10: 3-year step increases.
Elimination of "junior-senior" salary inequities: All level 4 and 5 employees would be converted to new steps based on total years of service.

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Mr. NILAN. Mr. Chairman and members of the committee, again we thank you. If President Hallbeck and Mr. Dunn and myself can respond to any questions you may have, we will be happy to do so. And we do appreciate your consideration of our testimony.

Mr. HANLEY. Mr. Nilan, I want to compliment you on your excellent statement. Obviously you certainly have done your homework. It is, indeed, a very comprehensive one that, in my judgment, is the result of a lot of hard work.

You have pointed out a number of inequities which we would inherit should H.R. 7 be enacted into law per se. With respect to the 1955 law, what was the position of your association at the time of its enactment? Did you feel that it was a suitable piece that would serve the purpose at that time?

Mr. NILAN. Mr. Chairman, may I defer to our president? He was legislative director in the fifties and I'm sure can give you a firsthand appraisal of that situation.

Mr. HANLEY. Yes.

Mr. HALLBECK. I suspect we are the only organization that opposed its enactment completely. Things that I said about that law when it was being considered were a little bit rough, but I wouldn't take back one of them.

Mr. HANLEY. Mr. Hallbeck, in a very brief fashion, could you point out some of the reasons for your position at that time?

Mr. HALLBECK. Yes, it was based on an alleged survey, two surveys rather. The first survey was by the Frye Associates of Chicago. They made what the Post Office Department described as a thorough survey of the postal service and came up with job descriptions that were all out of reason.

To give you an example, a reference was made a moment ago to a railway postal clerk's work. This group, the Frye Associates, determined the level of a railway postal clerk on the basis of one trip in one car, one way, between Chicago and Omaha. And on the basis of that, they suddenly set themselves up as experts in the work of a railway postal clerk.

They made similar studies of all other jobs. But they were absolutely without validity. They bore no relationship to the kind of job that was actually being done.

Mr. Murphy, when he was here the other day, referred to the job of a postal clerk in a third-class post office, which is in level 2. If you go back and look up the records, you will find that I took on the Post Office Department at that time on that assumption. They were preaching a doctrine of equal pay for work of equal importance and difficulty. But when it came to relating a salary to the job, they purposely related the job of a clerk in a third-class office, not to the work that he performed but the area in which he lived.

I could go through the whole system. But they made a survey that had no validity whatsoever and, on the basis of that survey, came out with what eventually became Public Law 68. And I will have to say this, as a result of the arguments that we made, there were some changes and improvements. The original proposal called for clerks and letter carriers to be in level 3. As a result of our efforts at least the level was raised. But what they did was create a hybrid level between the 3 and the 4 and made that hybrid level 4, and the former 4 became 5, and so forth.

Mr. HANLEY. Do you recall the amount of time that was spent on the study previous to the enactment of the law?

Mr. HALLBECK. The amount of time on the study, on the first one by the Frye Associates was very limited. My recollection—and of course that is 12 or 13 years ago now—is that it was a total study of approximately 2 months.

I might say this. It was so full of holes that the committee did not buy the first Frye report. They got another one. The Frye report was so full of holes that it was worthless. They got another one made, and I can't remember at the moment who made that one. But it was equally invalid.

The Congress was finally persuaded to pass it. The simple truth is that it did eventually provide for a salary increase that was very badly needed. It did provide for that increase. And, because of it, there was some demand to accept it in spite of its imperfections, in order to get that needed salary increase, since it appeared the only way it could be enacted.

Mr. HANLEY. So, in your analysis, it simply provided more pay as opposed to accurate classification?

Mr. HALLBECK. That's correct. A member of this committee was the Honorable George P. Miller of California. If memory serves me, he was the ranking member. He stated to the House on the day that legislation was before the House that they were opening a Pandora's box, the evils of which would haunt them for many years to come. And it has been absolutely true.

Mr. HANLEY. I'm aware of Mr. Miller's comments at the time and obviously there is some degree of accuracy attached to his analysis.

Mr. HALLBECK. He was one of the better informed members that this committee has had.

Mr. HANLEY. You pointed out your dismay with respect to the composition of the study panel currently working on the matter and, for the record, we too are concerned with the fact that there is not a labor specialist on the panel.

Mr. HALLBECK. Right on that point, if I may interrupt you, Mr. Chairman, did you ever hear of a study of that sort being made in industry without a representative of the union present? How in the world would you ever get any respect for the findings unless there were somebody there that could give them the story? It's a common practice in Government, unfortunately, except—and there are exceptions—in the blue-collar class. There, in many instances, there are representatives of the employees on the original study. But there they are based on prevailing rates. The study isn't quite as complicated. But in Government they never do it, other than in the blue-collar field.

Mr. HANLEY. In our efforts to develop something that can be long ranged in scope here insofar as classification is concerned, if I can touch for a moment on automation and pose this question—do you agree with the theory that with the fully implemented automation program there will be no reduction in necessary work forces in recognition of normal attrition, retirement, and of course projected increase in mail volume?

Mr. HALLBECK. Yes, I agree to this extent, Mr. Chairman; the ever-increasing volume of mail—and there is no indication that it's going to cease—is going sooner or later to require mechanization

rather than automation. I'm not prepared to say that we never will come to a time when an automated post office isn't possible. Certainly if we can put a machine on the moon and dig holes in the moon and photograph it while it's doing it, we can do almost anything else. I think it's only a question of time, money, and space before they would develop an automated machine. But my guess is that that is a long way off.

In order to keep up with the ever-increasing volume of mail, there is necessarily going to be a great deal of mechanization, and mechanization can do many things. It can eliminate the backbreaking drudgery of a lot of jobs. It can, to an extent at least, speed up certain distribution, because the element of fatigue is bound to get into the manual sorting of letters. It will lessen fatigue, and to the degree you lessen fatigue you will speed up distribution. So mechanization, I think, is going to become a coming thing. And I think the increased volume will probably keep the work force at approximately its present level. I don't really think we are going to lose any people merely by that, or that anybody is going to be fired as a result of mechanization.

Mr. NILAN. Mr. Chairman, I wonder if I might also make a statement in order to avoid any possible misunderstanding.

Mr. HANLEY. Mr. Nilan.

Mr. NILAN. I know that there are those few in the Congress, more so in the public press, magazines, periodicals and so on, that often suggest that the postal unions are responsible for the lack of improved mechanization and automation in the postal service. Our organization has never opposed automation or mechanization as such. We are realists. We are responsible. We are primarily and first of all postal employees.

What we do say is that when automation and mechanization is introduced in the postal service that the very least our people are entitled to is retraining for the new machinery, if this is necessary and also to enjoy some of the fruits and benefits resulting from automation and mechanization. Retraining of employees and benefits for employees in private industry have already been recognized. Certainly that is all that we ask here.

As a matter of fact, I appeared before the House committee last year. I believe I was the only employee union witness that supported the establishment of the Assistant Postmaster General position for—I can't remember the title—automation and mechanization. It was Dr. Packard's position. Not because we were overwhelmed with our desire to see automation accomplished overnight, but because we were basically concerned with its import now and in the future on our people and recognized that this program was going to become increasingly effective. We wanted to have one part of the Post Office Department primarily concerned with it and have one section that we could go to in representing and protecting the membership of our organization. Because, let's face it, the postal clerk craft is the one group of employees more than any other that is going to be overwhelmingly affected by automation and mechanization. We have the greatest interest in it, and we have the greatest desire to remain knowledgeable in it, and we attempt to do this responsibly at all times.

Mr. HALLBECK. I think Mr. Nilan touched on something that I inadvertently overlooked. When I said I didn't think that there would

be any reduction in people, I should also have added that while there would be no reduction, certainly many of them were going to have to acquire new skills. The skills that they had acquired over the years were likely to become less valuable. And, just as in any industry, they were entitled to the opportunity to acquire new skills, that they should not be dumped out on a scrap heap after long years of service without being given the opportunity for retraining and the opportunity to acquire these new and additional skills.

Mr. HANLEY. With respect to the length of time to fully understand and learn a scheme and taking a hypothetical situation, for instance, a main post office serving a city with a population of approximately 200,000 people, how long would it take a clerk to learn the scheme properly?

Mr. NILAN. Perhaps our Executive Vice President Dunn would want to comment on that. I could give you my own personal impression of that, but perhaps he would like to speak.

Mr. HANLEY. Mr. Dunn.

Mr. HALLBECK. He comes from a city that was closer to that size.

Mr. DUNN. That's right. Of course a lot depends on how fast the individual employee might be as a learner, naturally.

Mr. HANLEY. I'm asking for an average.

Mr. DUNN. Yes. I would say on an average that the man will probably put in—when you're talking right down and tied to a study case, I doubt if he will get by with less than 60 to 80 hours. Now, this is only the actual practice time for each one of the examinations. Because, in addition to the actual practice time, there is much related study that goes into it. For instance, the visual study of maps and the location and the inquiry about what to do or why and so forth. But I'm only talking about basic hours that the man has got to be right there and look at that case for study purposes.

Mr. HANLEY. I mean the gentleman who moves into the position as a clerk and starts from scratch, so to speak, actually about how much time is required before he becomes fully competent as a clerk?

Mr. HALLBECK. In that case it would be about 2 years, Mr. Chairman.

Mr. NILAN. I was going to say 2 to 3 years.

Mr. HALLBECK. In a city of 200,000 and a city the size of Chicago, where I come from, for example, it would take you probably 4 years.

Mr. NILAN. This is just the base. This is where the clerk starts from. But the postal clerk, because of the extension of delivery into the suburban areas, because of the tremendous increase in the number of business firms and everyhing else, he is participating in a continuous learning operation. That clerk could qualify on the scheme today and 2 weeks from now or less, 2 days, he might get a five- or six-page listing of changes and additions. And, unless he retains these constant changes in his mail distribution requirements, inside of 90 days the distribution scheme he is examined on would be completely outdated as far as providing efficient distribution of mail. So it's a continuing study operation with certainly at least 3 years to become originally proficient and build up speed in the distribution of mail.

Mr. HANLEY. Thank you.

My colleague from Michigan, Mr. Ruppe.

Mr. RUPPE. Could you tell me how many hours off the job, in getting established as a clerk, and how many months would be

involved in attempting to gain proficiency? You have indicated that it takes a good deal of study and effort off the job to acquire proficiency.

Mr. NILAN. Mr. Dunn here just reminded me that the time involved actually is both on and off the clock, particularly in those areas which have authorized scheme study on the clock. I would suggest what was mentioned by Mr. Dunn, that certainly up to 60 hours' minimum and up to 180 hours or more on each section of each scheme requirement, this would be the minimums. And then, of course, in many instances postmasters give them up to 30 hours.

Mr. DUNN. Up to 30 hours, 792 cards, and under study supervision, under training. That is when there is somebody there with them actually teaching them the method to study and to become qualified on the first examination.

Mr. NILAN. We suggest 60 to 180 hours. Of course, you then multiply that by three, four, five, or six schemes that the man is required to take and you have up to 3 years to complete your cycle of schemes after you passed your first schemes. In other words, when the clerk comes in the post office, he may have up to 60 days or 90 days to qualify on each scheme that he is assigned.

Now, he may be assigned two, three, four, five, or six schemes and the first 3 years he is in service he could be coming in on an examination as often as every 60 days and once he does qualify, then he often must requalify every 6 months or every year, depending on the number of schemes that he has been assigned. Actually, the substitute clerk has to learn a minimum of 3,000 scheme items his first year in the postal service and by that I don't necessarily mean memorize. I mean know where that particular letter goes or the address, the individual address or the State or the city where the mail is going.

So, as I mentioned earlier, new substitute clerks coming in the postal service, and after their first introduction to the service, many of them just throw up their hands and say, "Not me for this pay," or "Not me for this salary level," because with all the other disadvantages of the postal clerk job, they are just not interested in taking a postal clerk job in the competitive labor markets of today.

Mr. RUPPE. As the number of business firms' service has increased, has that put a greater workload on your clerks as far as the number of schemes or the extent of them?

Mr. HALLBECK. It does.

Mr. NILAN. They extend the scheme requirements until they get to a point where the clerk no longer can distribute. Let's see, what is the present case, 77-hole?

Mr. DUNN. About 77.

Mr. NILAN. The average clerk in a post office will be distributing at least to 77 individual units on a case in which he is distributing to. And this is just one operation. Actually, the only limit to management extending the clerk's distribution knowledge is how long an arm he has got on the various cases he is working. If they could fix us up with another half arm to go on the end of his two arms the number of distribution units would go up considerably. So it's just a question of physical restrictions rather than any knowledge restrictions. And it's a continuing thing and it's constant.

We are all familiar with the tremendous movement out toward the suburban areas, and they will usually come up with similar streets

and avenues that there may only be one letter different, like Barry Avenue, for example. They will have a B-e-r-r-y Avenue and then they have got a B-a-r-r-y Avenue, and they may have the same exact range of addresses.

Mr. HALLBECK. Of numbers?

Mr. NILAN. Of numbers, I mean. As a result of that, the clerk has got to be particularly careful that he doesn't throw it to B-a-r-r-y Avenue over on the west side of town instead of distributing it to the B-e-r-r-y Avenue over on the north side of town, or both avenues may be on the same side of a town.

We just pointed this out on page 28 of the statement, the number of Grosse Pointe distribution areas. There are five Grosse Pointe sections that are all very similar, and this is just the cities, of course. But in the distribution within the city, because of the large metropolitan areas running out of street numbers and addresses, they are just changing the spelling of similar streets and avenues.

Mr. RUPPE. Thank you very much.

Mr. HANLEY. Mr. Nilan or Mr. Hallbeck, when Mr. Murphy appeared before this subcommittee, he said that he would like to see the subcommittee do domething to establish more levels of clerk positions. Is this a sound proposal, in your opinion?

Mr. HALLBECK. Well, they have had 12 years to do that and they have found very few such positions to date. I'd have more interest in the statement if they had done more in that line in the past 5 years. Actually, I suspect that there are any number of positions that could be picked out and converted to higher levels. But former Postmaster General Gronouski—and I'll have to admit in part, at least, due to my urging—did cause some study to be made on this subject. They found some 20-odd positions. I forget what the number was.

Mr. DUNN. It was 17, I think.

Mr. HALLBECK. Seventeen positions that were readily eligible for classification to a higher level. Some of those they have already made. There are more. A continuing study of that sort certainly ought to be carried on. And I'm sure it could be productive.

Mr. NILAN. Mr. Chairman, let me mention this, if I may. It would be extremely difficult, in my opinion, to differentiate between salary levels as far as postal clerks are concerned based on geographical or regional areas. I say this, because No. 1, if we accept the premise of "equal pay for equal work," and comparability at least within the strata of the work area we are talking about, we certainly have to recognize, for example, that the level-2 postal clerk in the third-class post office, in my opinion, is the most underpaid type of clerk than almost any type of post office worker.

I say this for these reasons. In a city the size of Detroit, for example, our distribution clerks in such offices have to be highly specialized within the distribution area because of the complex and involved distribution schemes they must perform. Basically, this has to be their primary responsibility if they are going to retain proficiency in scheme examinations and distribution of mail.

All right. Our postal clerk providing window services in the large city has a tremendous amount of specialized services he must perform, because of the consolidation of window services which the Post Office Department has now reduced three or four different types of windows—money orders, c.o.d., registry, the various windows that used to be a

service by themselves, they now have been combined into one or two windows which means the window clerk in the big city must have increased specialized knowledge in all these areas.

But then when you move into the post office in the smaller cities, this clerk not only has considerable scheme distribution knowledge required but in addition he must dispatch mail, must work the window, must relieve the postmaster, must perform generally most of the specialized duties within the post office.

So, on the one hand, we have the highly specialized postal clerk who we feel should have higher level recognition because of the demands upon himself, his skills, and his responsibilities for involved and complex scheme distribution. But then as we move into each strata of clerical employee within each type or size of post office, the duties gradually expand. So when you get down to the smaller post office, the third-class post office particularly—and this is why I say in my opinion they are tremendously underpaid and we would prefer to see them up in level 4, if at all possible—they have to retain considerable skill and knowledge generally and know everything about the post office. They have to be most responsible in every area of the local office. So I say it would be difficult to evaluate their responsibilities and say this individual clerk in a smaller office doesn't need a higher level of salary recognition. He needs it as much as the highly specialized clerk in the biggest city in the country.

So again I point this out, in my opinion at least, it would be very difficult to distinguish between salary levels of clerks on a large versus small office. They all have responsibilities—different, it is true, in some instances, but when you consider them side by side there should be, in my opinion, very little salary differential among the basic clerical positions.

Mr. HANLEY. Do you have a position with respect to the payment on the basis of regional or local rates to meet recruitment problems? This has been suggested, that the rates be considered on a geographical basis.

Mr. NILAN. We can understand that, Mr. Chairman, and the interest in it. The thing that concerns us and our membership is that, while there may be consideration for such a type of recognition, at the same time we are fearful that it could be used as a vehicle to downgrade some salaries while proposing to elevate salaries in the areas which they are concerned with.

Now, possibly legislation could be drafted which might protect our general membership, but from some of the statements by Mr. Macy, Mr. Murphy, and the administrative witnesses during the 3 years I have been in Washington—when they get into this area—they leave me definitely with the impression that, while this may be a need in certain areas, at the same time they have no objection to suggesting certain positions should be downgraded. And they did this as recently, if I recall, as the last statements before this committee. They suggested certain postal clerk positions could be placed in level 3. We would be concerned that it would be used as a vehicle of downgrading rather than upgrading postal clerk salaries.

And another thing, you must remember that—if I recall these figures correctly—85 percent of all postal employees are in the largest 5,000 post offices. These are mainly the largest 5,000. Up to 5,000 post offices could be your areas of critical recruitment as a general thing.

Well, you have got 85 percent of your employees within those post offices. You have got the other 15 percent within the other 27,000 post offices. And the dangers of trying to equate or bring up salary differential between certain regions would have to be certainly studied very, very minutely and very discreetly before we could consider support of any such a position.

Mr. HALLBECK. In a philosophical sense, I would say that we believe that where a man performs a job isn't nearly as important as what kind of a job he performs, that if a job is worth a certain amount of cents per hour, it's worth that amount whether it's in New York City or Detroit or Chicago or Podunk, Iowa. The job itself is what you're paid for. If we believe in a theory of equal pay for equal work, then where you perform that work doesn't make any difference. The idea of area wages is not new. One of the things that always caused a problem, in this area, particularly in the Post Office Department, is where you have some 30,000 plus offices, where do you draw the line?

For example, I told you I came from Chicago. Chicago could very readily be a critical area. On the north side of it, just the other side of Bosworth Avenue is the city of Evanston, Ill.—an entirely separate post office. If you provide this wage for Chicago, do you provide it also for Evanston, which is right next door to it? If you provide it for Evanston, do you then provide it for Wilmette and Winnetka, which are right next door to Evanston? And where do you finally draw a line? Austin Avenue is the western end of Chicago. The east side of Austin Avenue is Chicago, the west side is Oak Park, Ill. Do you draw the line at Austin Avenue? Because the people living in Oak Park, if anything, have a higher living cost than those in Chicago. If you draw the line at Oak Park, what do you do with Cicero and Berwyn, which are right next door to them? Where do you draw a line on area wages? That would be true in pretty nearly every metropolitan area.

Mr. HANLEY. There is no question about the difficulty in drawing a line. But it has been the observation of the Department and the committee that in many areas of the country the situation is favorable from the standpoint of pay and there is no problem because of the cost of living in that particular area. In fact, postal employment could be well paid.

Mr. HALLBECK. In Appalachia there is no doubt that a postal job right now would be pretty good compared to every place else.

Mr. HANLEY. As opposed to Chicago or metropolitan areas throughout the country. So this subject was simply broached for study and the possibility that something could emanate that might, on a geographical basis, solve this little problem. But, as you have stated, it is somewhat difficult to draw the line.

Mr. HALLBECK. It may be a thought that we could go to something like some of the European countries have gone to, where they provide special benefits over and above basic salaries for different conditions. For example, in Germany, they have a basic salary but if you're married you get another added increment. If you have children, you get an added increment for the children. In Germany, they even get an added increment for a church they belong to. I'm not going to advocate that, but I merely cited that to you.

Mr. RUPPE. Are you suggesting that we give added increments for children in certain parts of the country and not in others?

Mr. HALLBECK. No. I wasn't speaking about that. Good Lord, no. You know as well as I do that you would never do anything like that.

Mr. NILAN. Mr. Chairman, I also would like to suggest, if I may, to the committee staff we have been trying as employee organizations to get some information from the Post Office Department and, frankly, it's not only difficult, it's impossible. I'd like to suggest an important question that the committee probably would be concerned with. I think it might be interesting to note the turnover specifically in the clerical craft. In other words, Mr. Murphy made a very beautiful statement here concerning how favorably the Post Office Department compares with private industry in employee turnover. I believe he mentioned among career regulars there was approximately a 9.5 percent turnover. Career substitutes was around 23 or 24 percent.

Mr. Chairman, in our opinion, and in support of a higher level for postal clerks, we are confident that if the Department would provide this committee with a breakdown on turnover, within the clerical craft alone it would be so obvious the need for upgrading the level 4 and level 5 postal clerk positions that there would be no opposition to it, because we see the tremendous turnover in the clerical craft. People come into our craft and they either want to get back outside again or they move into some other employee craft, in the postal service, because of the requirements and many demands upon a postal clerk.

I mentioned weekend work, and in not just the big post offices but in these sectional centers with maybe 30, 40 or 50 people, our postal clerks are coming to work practically every hour on the hour all night long. It isn't like coming to work at 8 o'clock in the morning or at 5 o'clock in the evening or a set time. They are coming in at 1 o'clock, at 2, or 3:30, and so forth. You can understand what this means particularly to a younger man, as well as a more senior employee.

And their jobs have been arbitrarily changed on them. The man that may have had a 6 a.m. or 7 a.m. job for 8, 10, or 12 years is suddenly told, "Well, starting Monday you will come in at 2 o'clock in the morning." Well, this guy might say, "I have got a 10-year investment in this postal service, but, my God, I have got family responsibilities and other needs, and I'm not going to do that, plus having to work Saturdays and/or Sundays and holidays."

I suggest if you could get the information, I'm sure you would find it most convincing. We can't get it. We can't even get figures on the number of clerical employees in level 5. Now, I'm from that old school that any time you are reluctant to share with a responsible employee organization information that officials should have access to—well, when management will not provide that information, frankly, I become very suspicious of it.

Mr. HANLEY. The committee will request the information and it will be made available to you and your association.

Mr. NILAN. Thank you.

Mr. HANLEY. Mr. Murphy, in his testimony relevant to turnover, actually favored your cause greatly when he touched on the fact that to a major degree turnover was caused by the failure of the new people to learn the schemes.

Mr. Ruppe, do you have any further questions?

Mr. RUPPE. No, sir.

Mr. HANLEY. I believe that I have concluded my questions on the subject, and again I want to extend our gratitude to you of the United Federation of Postal Clerks for the excellent testimony that you have allowed us. You have certainly gone in depth on the matter, and I say again that you have allowed us much information which is going to be most helpful to this committee in deliberating its problems and, hopefully, developing a package that will be mutually satisfactory.

Mr. NILAN. Thank you very much, Mr. Chairman. We appreciate it.

Mr. HALLBECK. Thank you, Mr. Chairman.

Mr. HANLEY. At this point, I want to express my regrets to Mr. Fred O'Dwyer and his associates for the time problem which we have developed here this morning. The testimony was quite long. However, it was most important that it be heard, and I think we will all agree that it has been a substantial contribution to the deliberations of the committee. Unfortunately, this is posing a scheduling problem for yourselves. I can allow Mr. O'Dwyer the prerogative of starting his testimony now; or, if he chooses, to return in the morning, to be the first witness. We look upon his testimony as most important, most valuable also to the committee, so we don't want to treat it lightly. And we feel that it warrants every consideration. We don't want to see you shortchanged with respect to time. So whatever your prerogative is, Mr. O'Dwyer.

Mr. O'DWYER. Mr. Chairman, we appreciate your consideration and we would prefer to come back in the morning.

Mr. HANLEY. Fine. I again regret the inconvenience that we have caused you, and will look forward to your appearance as the first witness tomorrow morning.

Mr. O'DWYER. Thank you very much.

Mr. HANLEY. With that, we will stand adjourned until 10 o'clock tomorrow morning.

(Whereupon, at 11:45 a.m. the subcommittee was recessed to reconvene at 10 a.m., Thursday, May 11, 1967.)

RECLASSIFICATION OF CERTAIN POSITIONS IN THE POSTAL FIELD SERVICE

THURSDAY, MAY 11, 1967

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

The subcommittee met at 10 a.m., in room 356, Cannon Office Building, Hon. James M. Hanley (chairman of the subcommittee) presiding.

Mr. HANLEY. Without objection, we will resume hearings this morning on H.R. 7 and related bills.

Out first witness this morning will be Mr. Daniel Jaspan, accompanied by Mr. Donald Ledbetter, and representing the National Association of Postal Supervisors.

It is a pleasure to welcome you here this morning, gentlemen.

STATEMENT OF FRED J. O'DWYER, PRESIDENT, NATIONAL ASSOCIATION OF POSTAL SUPERVISORS, AS PRESENTED BY DANIEL JASPAN, LEGISLATIVE REPRESENTATIVE, NATIONAL ASSOCIATION OF POSTAL SUPERVISORS, ACCOMPANIED BY DONALD N. LEDBETTER, SECRETARY, NATIONAL ASSOCIATION OF POSTAL SUPERVISORS

Mr. JASPAN. Mr. Chairman, we had to make a little substitution. Mr. O'Dwyer thought he was going to leave town late this afternoon, and found out that the plane was filled up that he was going to use. He has to leave early. And, for that reason, he won't appear. But, we would like to have the testimony appear, as if Mr. O'Dwyer were here, in the form that it is printed.

Mr. HANLEY. Fine. I am aware of the problem that he had with respect to schedule, which resulted from our inability to accommodate him yesterday. So, it is completely understandable.

Mr. JASPAN. Thank you, Mr. Chairman.

I am accompanied by our national secretary, Don Ledbetter.

We deeply appreciate the interest of the chairman and other members of this subcommittee in scheduling hearings so that we can present our views on the important subject of position reclassification. The fact that so many members of this subcommittee, as well as the full Committee on Post Office and Civil Service, have introduced bills providing for reclassification, underlines the importance of this subject.

Other employee representatives have appeared before this committee to support their claim that rank-and-file employees should be

raised. They have presented factual testimony that their levels are ranked too low. We are in agreement that the lower levels should be upgraded. We must point out to the committee that if only certain levels are raised, however, the complete salary schedule will be so distorted that there will never be a possibility of erasing the inequities created.

Reclassification in the postal service is long overdue. It has been more than 11 years since the enactment of Public Law 84–68 in 1955. Many of the key positions are obsolete and changing procedures warrant revision and updating. Moreover, inequities have crept into the salary structure over the years, and we sincerely hope this committee will hasten to approve a realistic reclassification schedule for the postal service.

Back in 1955, imbalances between levels were created in the final draft of the bill, which became Public Law 68, when an additional $130 was added to level 4. This was done Mr. Chairman, after the salary schedule was set up. And just the one level had the $130 added. The rest were kept as provided in the bill that was being discussed.

The second distortion occurred in 1962 when, under the provisions of Public Law 87–793, rank-and-file employees were given an extra step which was not extended to supervisory levels. This resulted in junior employees, who were promoted to supervisory positions, being placed in a higher step than those previously promoted.

The third distortion occurred in 1964 when a 6-percent increase was given the rank-and-file employees and only 3 percent in the supervisory ranks. The middle and upper levels have never recovered from these legislative actions.

PUBLIC LAW 84–68

When the Reclassification Act of 1955 was made effective, postal supervisors were placed in levels and steps for the first time. This was considerable progress over the older method of merely position titles and single step salaries. However, in the rush to convert to a new method of classification, there was not enough time devoted to comparing the proposed salaries with salaries in private industry.

Unfortunately, there have been very few studies made of salaries of supervisors in private industry. In 1955, the same year that the Postal Field Service Compensation Act of 1955, Public Law 68 of the 84th Congress, was enacted, the Wall Street Journal quoted a report from the American Management Association showing that foremen in industry averaged $6,241 a year, exclusive of overtime and incentive pay. At about the same time, the Upjohn Co., of Kalamazoo, Mich., made a survey of a number of industries in that area. They found that the average salary of firstline supervisors was $6,271 per annum.

Keeping in mind that the $6,241 and the $6,271 figures mentioned above were the average firstline salaries in industry, let us compare these figures with the actual salaries established by Public Law 84–68.

The firstline supervisor, who is generally in level 7, was placed in a salary schedule ranging from $4,530 in the first step to $5,460 in the top step, or step 7. The fourth step, which is used by the administration for comparative purposes, was $4,995. Thus, as can be seen, the average salary for firstline postal supervisors was almost $1,300 less than comparable salaries in industry.

For 1955 comparability, the firstline supervisor should have been placed in level 10—three levels higher—where the fourth step was

$6,400. Our salaries have never caught up during the intervening years. Salaries in industry have always progressed at a more rapid pace than postal salaries. If the firstline postal supervisor had been placed in level 9 in 1955, the top step of $6,390 would have brought him up to the average salary in industry. As it turned out, it was not until Public Law 87–793 was enacted in 1962 that the firstline supervisor in level 7, step 4, which is used for the comparative step, received as much money as his counterpart in industry was earning in 1955—7 years earlier. This was in spite of the fact that Public Law 87–793 was the first step toward actual comparability. In the meantime, industrial salaries were, and are, increasing at a more rapid pace than postal salaries.

Since positions above the firstline were evaluated according to their degree of additional responsibility, they, too, were all placed at least one level too low. To add to the compression, a restriction was placed on the number of positions that could be placed in the upper levels; that is, levels 17, 18, 19, and 20.

Due to this restriction, assistant postmasters in offices which had a postmaster in level 16 or higher were placed two levels below the postmaster's level while all other assistant postmasters were placed one level below the postmaster. This meant that there had to be an overlapping and that is exactly what occurred. Although the law provided equal pay for equal duties and responsibilities, the level 15 and level 16 postmasters both had level 14 assistant postmasters and the two-level separation continued to the top.

Incidentally, a postmaster with a post office the size of your office, with a level 15 postmaster, has an assistant postmaster two levels below him, while one in a smaller office also has an assistant, level 14. That is where the division occurred. No one can substantiate the ranking of the two assistant postmasters in the same level, since their duties and responsibilities are quite different. If it had not been for the above-mentioned restriction of higher level positions, we feel certain that there would not have been that two-level spread.

It is almost impossible to think of any good reason why there should be some supervisors in level 4—the same level as clerks and carriers. These supervisors were placed in that low level since the employees they supervise are in lower levels than clerks and carriers.

It is our sincere belief that supervision should be compensated adequately regardless of the level of the employees supervised. A supervisor in the salary range of PFS–4 is certainly not compatible with good administration. We recommend to this committee that there be written into law a provision that no supervisor should be placed lower than level 7.

RECLASSIFICATION

The only way to bring about a salary schedule resembling comparability is to upgrade postal supervisory positions. It is for this reason that we strongly support H.R. 3383, H.R. 4531, H.R. 6793, H.R. 6924, H.R. 6992, H.R. 7259, H.R. 7740, H.R. 8207, and H.R. 9674, introduced by Congressmen Olsen, Charles Wilson, Hanley, Fino, Pepper, Waldie, Button, James Fulton, and Horton, respectively. These bills would help remedy the fact that postal supervisors were placed more than one level too low in 1955 and were continued too low during all these intervening years. If a study were made of salaries

of firstline supervisors in industry, we would find that even the advancement of one level would place postal supervisors well below their counterparts in private industry. This is true not only of the firstline supervisors, but all other postal supervisors whose salaries are based on their relationship to the foreman of mails.

Mr. Chairman, much has been said about not finding the exact counterpart in industry for certain positions, and we agree with that. But, here we have something where we can find the exact counterpart in industry, the firstline supervisor. Studies haven't been made since 1955, so far as we can find out. We would like to have the Bureau of Labor Statistics add to their study, the study of firstline supervisors in industries, so we would have something for comparative purposes. We believe that that should be the first step taken in that reclassification, and we are sure that that would be helpful to the committee and also that it would help us strengthen our position for higher levels.

Mr. HANLEY. Will the gentleman yield?

Has your association been able to determine comparable supervisory positions in private industry or business?

Mr. JASPAN. That is one of the most difficult things to get. We have been trying. I have written to different organizations that make surveys, but it seems the last survey was made back in 1955 when the American Management Association and the Upjohn Co. made a survey of firstline supervisors in industry.

Mr. HANLEY. You are not in a position, then, to provide the committee with any specific instances from the private sector?

Mr. JASPAN. No, sir, except that any of the stories we get from talking with our people in different parts of the country show that their counterparts in industry are making more money than they are. But, we can't pin it down to any specific industries, because there is no general survey, and there are no figures available. But, that is why we would like to see the Bureau of Labor Statistics, when they conduct their survey—which will begin, I believe in July, and extend until next June—we would like to see them include firstline supervisors in industry. The rest of the positions they include aren't comparable with our supervisory positions, just the same as they aren't comparable with the lower level positions.

So, we would like to see that.

Mr. HANLEY. Fine.

Mr. JASPAN. This is the base on which the pyramid is built, with correspondingly greater duties and responsibilities recognized in each higher level. Of course, by this, I am referring to this firstline supervisor. Rather than referring to a pyramid, we should have said plateau. The phase of reclassification we are talking about involves approximately 10 percent of the postal population. The cost of extending reclassification all the way on this ratio would be small indeed.

Mr. Murphy the other day mentioned a figure of $25 million to extend all the way to the top the comparability that was proposed by the administration. So, you can see it is a very small figure, since we are only 10 percent of the postal people.

We urge this committee to ask the Bureau of Labor Statistics to include salaries of supervisors in industry—particularly firstline supervisors—when they make their next annual salary survey. We know that this would substantiate our case. However, since we have demonstrated that the firstline supervisors and other supervisors were

placed in the wrong levels originally, we respectfully request this committee to recommend placing all supervisors one level higher than at present, even though we feel that postal supervisors' salaries will still be behind those of comparable positions.

Under the provisions of H.R. 7 and other bills, the clerk and carrier would go to level 5. The majority would be placed in the top step. At a salary of $7,798 they would receive more money than the level 7 firstline supervisor, who would not receive as much as the level 5, step 10, employee, until reaching the sixth step of level 7. The level 7, step 1, employee—and this also includes many postmasters—would receive less money than all of the clerks and carriers above step 5 of level 5.

This is manifestly an inequitable and unjust salary schedule which would have many rank and file employees receiving more money than their supervisors and postmasters. Even the mail handlers, who are in level 3, advanced to level 4 under the provisions of H.R. 7 could receive more money than their supervisors. This schedule would also further compress the salary differential between the supervisor and nonsupervisor. The supervisor would receive very little additional money for his extra duties and responsibilities. If the bills providing for the advancement of the first five levels were approved, the salary distortion would be even worse, and it would be difficult to find any rank and file employees willing to be promoted to supervisory positions.

When Assistant Postmaster General Murphy appeared before this subcommittee, he stressed the fact that supervisors should be paid at least 25 percent more than those supervised. We fully endorse this statement. Mr. Murphy said that the present differential is about 23 percent. A look at the record shows that this is not necessarily so. There is only a 20-percent differential between level 7 foreman in the top step and the clerk or carrier under him. The firstline supervisor who has not reached the top step has a differential of much less than 25 percent. For example, the level 7, step 10 supervisor, one step below the maximum, receives only 17 percent more than the clerk or carrier who is in the top step of level 4 and, on account of the 3-year step increases above step 7, the supervisor will probably have more years of service than the craft employee under his supervision.

There is no doubt that a cutoff at level 5, or any level, will only further aggravate and compound inequities.

Probably most of the members of this committee have read reports concerning how few rank and file employees even bother to take the supervisory examination. This is due to the fact that, even now, there is little additional money to compensate for the extra responsibility. We receive reports from our members in various parts of the country telling us that many of the rank and file employees who have taken and passed the supervisory examination and are eligible for promotion decline such promotions when they are offered.

This is, indeed, a sad state and the adoption of the provisions of H.R. 7 would make supervisory jobs even less desirable. Let me repeat. We are not opposed to H.R. 7 or other bills. However, it is essential, if the lower levels are raised, that those above must also be raised. Otherwise, present inequities and imbalances would be aggravated

The bills we mentioned previously which would reclassify salaries and advance employees through level 19 by one level, are all identical except H.R. 3383, which contains only 11 steps in level 7, We found it necessary to add an additional step in level 7 so that those advanced from level 6, step 12, could be placed in the same step in the higher level.

These bills would also place the clerks and carriers in level 5. The firstline supervisor would be advanced from level 7 to level 8 and the overlapping salary whereby the rank and file employees receive more than the supervisor would end after the third step of level 8 and the first step of the next higher level. Even though there would still be some overlapping, it would lessen the number of inequities. This is illustrated by the following chart;

H.R. 4531 salary schedule

Level 5, step 12	$8,165
Level 8, step 1	7,445
Level 8, step 2	7,690
Level 8, step 3	7,935
Level 9, step 1	8,050
Level 9, step 2	8,315

And, you can see where the clerk or carrier who would go into level 5, step 12, under these proposals would receive a salary of $8,165, which is more than the level 8 firstline supervisor would receive until he reaches the fourth step. So, it would be closing the gap a little. And the level 9 supervisor would catch up when he reaches the second step of level 9. He would then receive a little more money than the level 5, step 12 employee.

Our proposals maintain a better differential between rank and file and supervisory employees. We favor the advancement of clerks and carriers to level 5 and some of the other rank and file employees by one level, as long as the supervisors are also advanced. In fact, the clerks and carriers and other rank and file employees would receive more under the provisions of our proposals than they would under their own, even though we suggest the continuation of 12 steps while they reduce theirs to 10. The new employee would reach the top step in only 11 years, as compared with 15 years under H.R. 7. This would be done by elimination of the 3-year wait between steps above step 7 and having all step advancements at 1-year intervals. The 3-year period between steps means that, particularly in supervisory levels, many employees can never reach the top step which looks attractive but is like the pot of gold at the end of the rainbow. One-year step increases for all steps would make this goal attainable.

OTHER PROVISIONS OF RECLASSIFICATION BILLS

When Public Law 84–68 was enacted, the Members of Congress could not foresee the many changes that would be made after the job descriptions were drawn up. For example, mechanization and a time-consuming new concept in employee-management relations have come to the post office since that time. There are many new positions in mechanized post offices and this should be taken into consideration in job descriptions. Other new positions have been added and some, such as those in the railway mail service, are being eliminated. The proposed reclassification bills which we endorse establish 53 key posi-

tions in lieu of the present 49. The majority of these positions have been brought up to date to reflect the new factors, such as mechanization, employee-management relations, revenue units, et cetera. Some new positions have been added and others dropped. Many hours were spent in rewriting the job descriptions, and changes were made in all of them in the supervisory levels and in postmaster positions.

H.R. 3383 and the others also give credit to the originating office toward "revenue units" for mail deposited without postage affixed. Although this is taken into consideration at the national level, the originating post offices now get no such credit. This provision is in section 3 of the bill. Section 4 provides for immediate higher level pay when employees are assigned to higher level duties. The Postmaster General now has this option, but does not exercise it in all cases. We believe that this provision should be mandatory and that any employee, supervisory or nonsupervisory, who is detailed to positions with greater responsibility, should receive immediate higher pay level.

Section 5 provides that in ranking positions, when the majority of the factors used in such ranking are at the midpoint or higher between two key or standard positions, the position shall be ranked in the higher level. This is not always done under the present regulations. The same section also provides that assistants to the principal, such as Assistant Postmaster; Director of Operations Division; Director Installation Services Division; Assistant Superintendent, et cetera, shall be ranked one level below the principal. At the present time, some of these positions are ranked two or more levels below the principal despite the fact that they often must fill in when the principal is absent, and they receive no additional pay for this time.

Section 6 provides for 1-year step increases for all steps and all levels, as mentioned above.

Section 7 contains a new postal field service schedule based on an increase of 5 percent in all steps and levels rounded to the nearest $5. This section also brings the rural carrier schedule in line with the rest of the bill and adds 5 percent to the salaries of postmasters in fourth-class offices.

We firmly believe that the enactment of this bill will wipe out many injustices and bring salaries more in line with their counterparts in industry, as required by Public Law 87–793, enacted in 1962.

PROMOTIONS

Our proposed reclassification would not solve all problems completely. There are many dead end levels not only in the rank and file positions, but also in supervisory positions. Fewer than 10 percent of the postal field service employees are in level 7, and higher compared with 52.7 percent of those under the Classification Act in grades 7 and up.

In addition, the Classification Act schedule permits much more flexibility. In the postal field service schedule, there are approximately 17,000 in level 7, 11,000 in level 8, 8,000 in level 9, 4,000 in level 10, 2,100 in level 11, 1,300 in level 12, and 1,100 in level 13. Then there is a rapidly decreasing number to 15 positions in level 20, which is the level of the 15 regional directors, and you notice that declines steadily from 17,000 down to 15, when we start from level 7.

On the other hand, very little use is made of grades 6, 8, and 10 under the Classification Act, as can be shown by the following:

Grade:	*Number of employees*
5	133,000
6	55,000
7	95,000
8	19,000
9	128,000
10	16,000
11	120,000

Now you notice, Mr. Chairman, in grade 5 there are 133,000 employees. It drops to only 55,000 in grade 6. It jumps to 95,000 in grade 7, drops way down to 19,000 in grade 8, and now it increases 128,000 in grade 9 and drops way down to 16,000 in grade 10 and then jumps to 120,000 in grade 11. That is because they can promote by jumping these grades. They bring people in at grade 5 who can go to grade 7, 9, and 11 without the intervening grades, whereas we have to go up one level at a time if there is a possibility of going up at all. But many of our positions are in a dead end, and there is no possibility of even going up one level at a time.

The fact that more than 50 percent of the employees under the Classification Act are in grades 7 and higher permits many more promotional opportunities than under the postal field service schedule. In addition, much more leeway is permitted in promotions. The bypassing of grades 6, 8, and 10 is only one evidence of that flexibility. Since there are no rigid standards, positions may be upgraded more easily. In contrast, the wording of Public Law 68 regarding key position 21 which stated that the foreman of mails, level 7, "supervises approximately 20 or more employees" was interpreted by the Post Office Department to mean that this employee could supervise more than twice as many as 20 employees and still be paid at the level 7 rate. While upgradings have been prevalent under the Classification Act, they have been held to a minimum in the postal field service schedule. Advancing employees under the postal field service schedule by one level will help to overcome this unfavorable distribution.

As has been illustrated, the postal service is woefully understaffed in supervisory levels. Reductions in appropriations over the years have resulted in limiting the number of supervisors. Much has been said about the inefficiency of the postal service and the proposal to reorganize on a corporate basis.

We sincerely believe that adequate supervisory staffing will go a long way toward improving the image of the postal service. When you relate 10 percent in supervisory and postmaster levels to 90 percent in rank-and-file positions, it is conclusive evidence that there is a weakness in this structure.

Our reclassification proposals relate principally to present staffing. We feel that in the reclassification proposal recommended by Congress there should be included a directive to the Post Office Department to bring the ratio in the supervisory levels, at a minimum, to 20 percent of the nonsupervisory positions. This still will be substantially below the ratio in the classified service and in private industry, but at least it would be a step in the right direction.

We appreciate the opportunity of appearing before this committee and sincerely and respectfully request that no changes be

made in the employee levels unless those positions above the rank-and-file levels are also advanced.

Mr. HANLEY. Mr. Jaspan, we greatly appreciate the very comprehensive report. You make many interesting points that are going to be of value to us in our deliberations.

With respect to your suggestion relevant to the Bureau of Labor Statistics, the committee will request that it include the salaries of supervisors in industry, particularly the firstline supervisors, in its next annual salary survey.

I should have indicated that we believe this too will be most helpful to this committee in attempting to reevaluate and reassess.

And, as you have indicated, we recognize the ramifications that could be effected through enactment of H.R. 7 that perhaps would not be favorable to those in supervisory status.

Certainly the committee recognizes this and will give it every consideration to make sure that no injustice results from the enactment of any legislation that goes out of the committee this year.

In recognition of the tremendous importance that a supervisor plays in administering to the affairs of the postal service, certainly we want to maintain and perhaps expand upon the incentive factor so that more people will be interested in assuming the supervisory responsibilities.

Mr. JASPAN. Mr. Chairman, on that subject, I would just like to read part of a letter I recently received, and this is in line with what we find when we go to conventions throughout the country about people turning down supervisory positions even after they pass the examination. This one paragraph is true in so many places.

This is from a supervisor at an Oklahoma post office:

> We have been working for a year with three supervisor jobs being taken care of by subs, but now the jobs have been filled. We had 11 clerks and carriers pass the examination taken last April and, of the group, several decided that they did not want the job if they could not have certain shifts. They did not want Sunday nor night work, and they did not want the job in which they shift from one work period to another for the week. Also, those that made the best scores did not want the jobs offered. They had several capable carriers turn down the jobs. They account for their not taking an interest in coming through; just not worth the difference in pay and the static they would catch.

Mr. HANLEY. Mr. Jaspan, with respect to that letter, it reminds me, and of course your testimony here this morning reminds me, of the testimony of Mr. Nilan yesterday on behalf of the clerks which is somewhat inconsistent, inasmuch as he related yesterday, citing as an example, if a supervisory examination were to be posted, he felt that the entire 1,800 clerks and carriers would be delighted to have the opportunity, that there was a great desire for them to become supervisors. So there is a degree of inconsistency here.

Mr. JASPAN. I heard that statement, Mr. Chairman, and I have personal knowledge of many clerks with whom I worked in the Philadelphia post office, very good clerks, who would have made excellent supervisors but who turned down the promotions even though they were offered to them. We hear that all over the country. We find out that the best employees, the ones with the highest grades very often do turn down promotional opportunities because of many factors, such as the small differential and nightwork, Sunday work, and so forth. And they just feel it is not worth making the sacrifice, besides having their hands tied in many cases by the employee-management relation-

ship duet, the transition period we are going through now. So we do have many of them turning it down.

And this letter is just something like what we hear all over the country.

Mr. HANLEY. You also touched on mechanization. The committee, of course, recognizes the changes that have taken place and it foresees many changes in the future with respect to types of jobs. Of course, this is one of the reasons that this committee is functioning, to anticipate the needs for the future in view of the possible changes which will result due to mechanization and automation.

If the salary rates were based on full comparability, would reclassification of the supervisors be deemed necessary?

Mr. JASPAN. Yes. I think it would, Mr. Chairman, because the original classification, in our opinion, was incorrect. When the top salary was so much less than the average salary in industry, according to studies made at that time, it is our opinion that a mistake was made then and was never corrected.

We have always felt that the firstline supervisor has been paid too little and of course the other supervisors have their positions based on the first line, and they, too, would receive too little.

Another thing that is overlooked is that management in industry has a lot of other fringe benefits which we don't get. The supervisors in industry do have stock options and they have sometimes club membership paid for them. They are given more leeway as to their time schedule. They receive many other options that we don't get in the postal service.

Mr. HANLEY. With respect to the 1955 law, I interpret your testimony as indicating that your association looked upon its enactment as an improvement over the past. Did the association in effect take a position, either endorsing or not endorsing the provisions of that act?

Mr. JASPAN. We endorsed it very strongly, Mr. Chairman, because to us this was the first step forward, not a complete step but a step forward, toward getting something that we had wanted for a long time.

Prior to that time, supervisors were given titles and they were put into one salary level. All the foremen received the same salary, no step increases. As long as they stayed in that title, they got the same salary. Just as an example, we had a foreman, a friend of mine in Philadelphia, who was foreman 25 years. But there are no steps, no incentives at all. He just received that same salary. When promotion might mean another $100 prior to 1955, there were no step increases of any kind. You went to another title or another position. And there could be as little as a hundred dollars difference. So we thought this was a big step forward.

Although we weren't completely satisfied with it, we were hoping that it would be improved, and we did not think it would take almost 12 years to improve it.

Mr. HANLEY. Again this is contrary to the testimony offered yesterday. Of course, we are talking about two different categories. But Mr. Hallbeck yesterday indicated that the Clerks Association frowned on the enactment of the law and looked upon it as one that really wasn't going to accomplish much.

From the standpoint of numbers, could you give us an estimate with respect to the number of people who are in the supervisory category in the postal service?

Mr. JASPAN. It is roughly 35,000.

Mr. HANLEY. Around 35,000?

Mr. JASPAN. Yes, sir.

Mr. HANLEY. Can you give us an average with respect to the time involved when a person enters the Post Office Department and subsequently takes an examination? Has your association ever made an analysis with respect to the average length of time before a person arrives at the status of supervising?

Mr. JASPAN. I think I could give you a pretty good estimate, Mr. Chairman. It takes 21 years to go to the top step of level 4, where most of the supervisors come from. And generally they are selected from the top step of level 4. So I would say that the average supervisor would have more than 25 years of service.

I know we had a training session in a Philadelphia post office before I left. They just had the station superintendents, and the first thing they did was to take a record of how many years of service each station superintendent had. There was only one with fewer than 25 years of service and some had as many as 40 years. So I would say the average supervisor has upward of 25 years.

Mr. HANLEY. That is certainly a very interesting statistic. It is quite obvious that by the time a person arrives at the point in this service, he has acquired a wealth of experience and knowledge on the entire operation, I would assume.

Mr. JASPAN. We feel so. And in addition to that, when he is promoted he starts moving backward instead of staying at the top step. One of our officers was just promoted to general superintendent of mails in his office. He has 47 years service, and he has 3 more years to go to get to the top of his salary, to his top step. And that is due to these 3-year step increases instead of 1. He was in step 10 when he was promoted and he went back to step 9 in the next level and he has to wait 3 years now to get back to step 10. So that means 50 years in the service to get to the top step. Obviously there is something wrong there. And that is the reason we stress so strongly changing the 3-year step increases to 1 year, because when you get into the supervisory ranks it takes so long to get to the top, and if you are fortunate enough to be promoted you go backward in steps instead of forward. And you have to wait a long time for promotions.

Mr. HANLEY. Patience is indeed a most necessary virtue then.

Mr. JASPAN. We also hope we will live long enough. In addition to that, as you know, for retirement purposes, we must have 5 years at the top salary to get our maximum.

Well, obviously they become so old that they can't reach that. I just had a letter here from one of our members who was born in 1913. He started working for the Post Office in 1938. His salary is now $7,853, which is $55 more than a level 5 clerk. In ten and a half years from now, he can reach the top step of his level—ten and a half years from now. And 5 years from that point he will be eligible for top retirement, and he will be 69½ years old. So you can see what happens with these 3-year steps. They just don't make sense to us.

Mr. Chairman, and Mr. Ford, there is another thing I would like to sort of lay to rest. There has been a dead horse that has been

beaten for years and years. You have heard it mentioned, again in testimony by one of the other representatives, that Public Law 68 gave some supervisors a 50-percent pay increase. Let me tell you the whole story on that. I think it is about time. They are referring to the superintendent of mails in the Syracuse Post Office, among other people in similar positions.

This superintendent of mails back in 1945—that is 10 years before 1955—received a 9.9-percent increase when clerks and carriers received from 28 to 42 percent. The reason the 42 percent comes in is because that is when they were given merit grades of $100 each after 5, 7, and 9 years, respectively, at the top step. The ones who did not get the meritorious grades, as they called it then, the clerk and carrier, received a 28-percent increase, compared with 9.9 for the superintendent of mails.

The clerk-carrier who received the three merit grades of $100 each had his increase brought up to 42 percent compared with 9.9 percent for the superintendent of mails.

In 1946, the clerk and carrier received 14.8 percent, the superintendent of mails received 8.8 percent. That is 6 percent less.

In 1948, the clerk and carrier received 14.5 percent, the superintendent of mails 9.1 percent.

In 1949, the clerk and carrier received 3.3 percent, the superintendent of mails 2.2 percent, but they started longevity grades at that time. If he had 13 years, he got an extra $100; another $100 at 18 years; 25 years, the third $100. So it could have been brought above that.

In 1951 the clerk and carrier received a 19-percent increase. The superintendent of mails received a 10.9-percent increase. Now, these are all the pay increases prior to 1955 when Public Law 68 was enacted. If you add these percentages together, you will find that the clerk and carrier received from 79.6 percent to 93.6 percent, if he had the three longevity grades or three meritorious grades as they called them then. The superintendent of mails received a total of 40.9 percent, which is more than 50 percent less than a clerk and carrier. So all that Public Law 68 did was equalize that difference.

It is true some superintendents of mails received 50 percent, if they went to the top step of level 13 in which level they were placed at that time; many of them did not go to the top step. They received as little as 27 percent, not 50 percent.

So I would like the record to show once and for all that there was a reason why the superintendent of mails was given a big increase in 1955. And even then it did not close the gap, because in 1955 the clerks and carriers again received 8.3 percent, and the superintendent of mails between 27 percent and 50 percent.

Mr. HANLEY. Your explanation has been an excellent one. As you have indicated, from time to time that has popped up, the 50-percent increase. So I believe that perhaps your explanation has, using your terminology, "put the matter to rest."

Thank you, Mr. Jaspan.

At this time I will recognize the gentleman from Michigan, Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

I want to compliment you on your presentation of Mr. O'Dwyer's statement. I wonder if you could supply for the record a chart showing

the step levels that you were describing just a few minutes ago in response to Mr. Hanley's question, so that we can put it all in one place in the record.

Mr. JASPAN. I have a chart here. You mean showing how many are in each step at each level?

Mr. FORD. The step level description that you were giving us, showing the 3-year steps.

Mr. JASPAN. Yes.

Mr. FORD. You were giving some examples of a man of 47 years and so on. Can you give us in chart form an explanation of how that can happen?

Mr. JASPAN. I would be glad to do that, Mr. Ford.

Mr. FORD. I would just like to observe that there is a parallel here between what you sometimes have in industry when you have one organization representing the privates and the sergeants and another organization representing the lieutenants and captains and still somebody else who was representing the majors, colonels, and some of the generals. There is a national competition for attention. But I have been under the impression that in private industry, whenever you do something to move the people at the bottom up, it is much more likely to move everybody in the system than if you tried to move the people at the top up and hope that the people at the bottom will follow. It just doesn't work that way.

So my feeling is that even if we are not able to go all the way up the ladder and correct what everyone on this committee knows is a whole series of problems with regard to classification, and especially in heavy industrial areas, it seems to me that you would be the beneficiaries of any elevation that took place below your level.

Mr. JASPAN. That is the way it should be, Mr. Ford. But it hasn't worked that way.

Mr. FORD. I, for example, have already indicated in the records of this hearing my concern for the fact that in my congressional district we can't recruit people who are qualified postmaster applicants, because they laugh at what we are offering to pay for the responsibility that goes with the job. The postal supervisors don't want the job.

Mr. JASPAN. That is right.

Mr. FORD. At least they don't indicate that they are interested in it. I am intrigued by your statistics that show that most of the supervisors have been with the Post Office for such a long period of time that the average present tenure of a person in supervision is 25 years. You indicate that most of the supervision would not be reaching supervisory capacity until they had 21 years in the post office. Did I understand that correctly?

Mr. JASPAN. It takes 21 years to reach the top step. They don't always take them from the top step of clerk or carrier. An examination is given and the number of years of service is also taken into consideration.

Mr. FORD. Is that the only way you can get to be a supervisor, by moving all the way up through all those steps?

Mr. JASPAN. They have to have at least 4 years as a minimum, but generally it had been the practice to take people from the higher steps because they have more experience, more general all around knowledge. But since they have started giving examinations for

promotions, it doesn't necessarily follow they have to be at the top step.

Mr. FORD. Do you know of an instance in private industry where a man moves into supervision only after he has been with the organization 21 years?

Mr. JASPAN. I haven't heard of it.

There was a time, I know one of the post offices had a standing rule some years back, that you could not be promoted to supervisory positions unless you had at least 20 years' service. That was a standing rule in the office.

Mr. FORD. I think the standing rule in a lot of private industry is that after you have been there for that long you will never make it. [Laughter.]

Mr. JASPAN. That is probably true.

Mr. FORD. I don't think in private industry they would ordinarily make a supervisor out of anybody who had been around that long. The modern theory is that you don't take the foreman off the floor and make him manager of the plant. You start training the plant manager some place long before that.

Mr. JASPAN. That is another thing.

Mr. FORD. The Postmaster has had some rather strong statements to make about this system in the post office. But how would you feel about opening up the whole question of how we move people into the capacity of being supervisors?

Mr. JASPAN. In what way, Mr. Ford?

Mr. FORD. Well, in other parts of public service we have a number of ways for a person to go into the public service at a level where he is likely to become working at supervision. I am not talking about postmasters now and the top people down here in Washington—but where you move into the service at a level with the understanding that you are moving into a supervisory stream. When you talk about a man reaching supervision after 21 years, he hasn't got the major part of his career left to serve the post office.

You mentioned a man who is approaching 50 years' service, but every piece of legislation that has come out of the Congress in recent years has been to encourage earlier retirement than that, not only in the post office but every place else.

We have here a situation where the working supervisors, the people who are actually directly responsible for day-to-day operation, reach this job after they have performed a major part of the service to qualify them for retirement.

Do you think this is a healthy situation?

Mr. JASPAN. Well, as I mentioned before, it doesn't necessarily take 21 years. It can be any time after 4 years. But the tendency is to take a somewhat longer term since he has more experience.

Mr. FORD. Does our law now permit someone to make such a regulation as you mentioned?—You said one office had a requirement that a man must be 21 years with the office before he could go to supervision.

Mr. JASPAN. That was a local postmaster.

Mr. FORD. And in the opinion of your organization, does our law now permit a postmaster to have the authority to make such an arbitrary rule?

Mr. JASPAN. I don't think a postmaster would make such an arbitrary rule now. That was prior to the time examinations were given for promotion.

Now, when the examinations are passed, they are given some points for the grade they made, so may points for evaluation and so much for their longevity. There is generally a selection panel that will make a recommendation to the postmaster, not necessarily on the length of service now, although that does add to the points.

Mr. FORD. All right. I also gathered that one of your concerns was that if you move the people below too quickly that you close the gap between the positions; and your reasoning carried you to the conclusion that therefore there would be little or no incentive to become supervisors, to move from the ranks into the officer corps, so to speak.

That is not at all unusual and, as a matter of fact, it is not unusual in private industry for a person to take a pay cut when they become a part of supervision. A tool and die maker probably never makes as much money when he first becomes a foreman in charge of a tool and die department as he was making as a top man working in production of special tools.

Mr. JASPAN. Well, that man generally——

Mr. FORD. But he recognizes that that is a short-term sacrifice in return for long-term benefits. He now enters the stream of supervision and that is the way he enters it.

I know you were here the other day when Mr. Macy made much of the fact that we are approaching a level at which we hire college entrants to the civil service. And I believe you heard the conversation in which I indicated that there is nothing at all supervisory about that because college graduates work more cheaply than anybody else. They know it's temporary, at least they hope it is temporary, and they are picking the jobs with that in mind.

Isn't the real problem, that you are facing for your organization, what happens after you get into supervision, not the difference between the lower level of supervision and the top level of a non-supervisory employee?

Mr. JASPAN. I would say it is a combination of both, Mr. Ford, because we find that some very capable clerks and carriers do not want to become supervisors for the greatly additional responsibility and little additional money.

Mr. FORD. You say the little additional money is the only reason. You know there are some men who will never allow themselves to be promoted to sergeants.

Mr. JASPAN. I realize that. But when they once become a supervisor, there is very little opportunity because the great bulk of the supervisors are in level 7, and they stay there the rest of their lives. They don't go any higher.

As I mentioned before, those who do go higher, when they are promoted, go down a step. They get a little more money, but it takes them that much longer to reach the top step. In the level 7 ranks—this includes supervisors, postmasters, and other people—there are 17,000.

At level 8, there are 10,000.

So the opportunity for promotion becomes lessened each time you go into a higher level. There is no place to go. Eventually you reach a place where there is no opportunity. And you don't have the oppor-

tunity like the person you spoke of who gets into management and he feels he is just starting. This person is stuck there. He is not just starting. The other one, in addition to having other opportunities open to become higher in management, receives the other fringe benefits that I mentioned before, such as his stock options and his country club membership and in many cases free life insurance and annuities paid by the firm, so many things that they can look forward to that are even better than a salary increase.

But our people don't have that to look forward to. They have to pay for a great part of their insurance, the major part of it. They have to pay for their health benefits, just the same as a rank-and-file employee. There is nothing to look forward to except the additional money they get, and that is so little that it doesn't make it worth while. Besides, in many cases the clerk has reached a point where he has steady daywork. The carrier has been working daywork. They go into the undesirable tours. They go to nightwork. They work Sundays, which they may not have been doing before, since they have enough seniority.

Well, the carriers don't generally work Sundays, but the clerks particularly. So they are giving up a lot of things to become supervisors.

In addition to that, they are up against these contracts they helped to make when they were clerks and carriers, and they have that resistance to meet and the pressure from up above. It isn't a pleasant place to be at all.

Mr. FORD. Leadership never is.

Thank you very much.

Mr. HANLEY. The gentleman from Michigan, Mr. Ruppe.

Mr. RUPPE. Once a person becomes a supervisor, how many steps are there ahead of him to get to the top of the supervisory group or class? How many steps or pay grades would be involved?

Mr. JASPAN. It all depends, Mr. Ruppe. Generally, a supervisor goes from level 4, which is clerk or carrier, to level 7, which is generally the first rank of supervisor. He would possibly go into step 5, depending on what step he was in as a clerk or carrier, he would generally go to about step 5 or possibly step 6. And then it would take him a year to go to step 7, and he would have four 3-year steps which means 12 more years to get to the top of the level. So that would be 13 years to go to the top of the level if he goes into step 6. That is quite a long time to get to the top of the level.

Now, we propose 1-year step increases, which would reduce that number of years. Now they are all 3-year step increases above step 7. And there are 11 steps in level 7.

Mr. RUPPE. Are you talking about 13 years to get to the top level?

Mr. JASPAN. 13; yes, sir, 13 years or more. It could be more than 13.

Mr. RUPPE. Is an individual to be frozen in a level 7? He can't go to 8 or 9 in the supervisory position?

Mr. JASPAN. He can go, but the opportunities above level 7 are pretty limited.

Mr. RUPPE. How about in the large post offices in metropolitan areas?

Mr. JASPAN. In the larger cities, like New York, they have more opportunities. But even there they have the problem of picking out the man to select. They have 1,200 level-7 employees and not even

200 level-8 jobs. There are 2,000 supervisors there; 1,200 are at level 7 and only 200, roughly, at level-8 jobs. So you can see that there is very little opportunity for any of the 1,200 to be selected.

Mr. RUPPE. Do many supervisors go into postmaster jobs in one area or another?

Mr. JASPAN. They would like to, but, of course, as you know there is only one way to become postmaster and if they don't have a political endorsement they just don't become postmaster.

Mr. RUPPE. Have most of the people who became supervisor already been post office employees in the clerk or carrier group?

Mr. JASPAN. They are selected from the clerk-carrier and some of the other ranks, but basically from clerk and carrier crafts. As I pointed out before you came in, Mr. Ruppe, if this man should happen to be promoted to the next higher level, he drops back a step. So that adds another 3 years it's going to take him to reach the top. I mentioned one of our members who has 47 years of service, and he still has 3 more years to go to get to the top.

Mr. RUPPE. Which is more important, to get to the top or get the money?

Mr. JASPAN. Of course, what I'm trying to point out is the fact that this top step is always pointed to as how much the supervisors are making. But a relatively few number of our people reach that top step.

Just as an example, in the level 7, only 2,000 out of 17,000 are in the top step right now; and a little over 2,000 out of 17,000 are in the 10th step. The bulk of them are in step 7; 3,900 out of 17,000 are in step 7 of level 7. So, comparatively few ever reach this top step which looks good on paper, but it's just a figure to them.

Mr. RUPPE. You don't keep your same step when you go from one level to another level?

Mr. JASPAN. Each time you're promoted you drop down a step. So it's possible to start at the top step of level 7, go to an 8 and go one step less and go to a 9 and again go one step less. This only happens in an office where there is this opportunity.

Mr. RUPPE. Would you be able to guess or to estimate how many years of service a man has when he is appointed or made a supervisor?

Mr. JASPAN. That is one of the things we were discussing before, if he has reached the top step of the clerk or carrier level, then he has 21 years. But he can be selected prior to that.

Mr. RUPPE. Would you have any estimate as to the average number of years of service the man would have to have before he gets into the supervisory category?

Mr. LEDBETTER. About 15.

Mr. RUPPE. He is a pretty experienced gentleman then. Thank you very much.

Mr. HANLEY. Thank you, Mr. Ruppe.

Any other questions, Mr. Ford?

Mr. FORD. I have nothing further, Mr. Chairman.

Mr. LEDBETTER. Mr. Chairman, could I make a couple of points, please?

Mr. HANLEY. The Chair recognizes Mr. Ledbetter.

Mr. LEDBETTER. Thank you. A little while ago we were talking about mechanization and automation. When Public Law 68 was written in 1955, the foreman of mails, which is the real key position

there before the first line supervisor was set up, for a man to supervise 20 or more employees and receive salary level 7—and this requires supervised employees engaged in mail processing—the Post Office Department has interpreted that to mean that he must supervise clerks or carriers. In other words, if he happens to be supervising 20 or more mail handlers in level 3, who are handling sacks of mail rather than letters, and the Post Office Department is inclined to rank him in level 6 instead of level 7, because they say that the complexity of the work that his employees are engaged in is less, so his level should be less.

Well, along comes automation, and mechanization, in offices like Detroit and others that have sophisticated equipment, and certain distribution employees qualify and they go to work on these multi-position letter sorters and other machines, and some of them get level 5 because of their added responsibility to operate these machines. But the foreman who supervises them still gets level 7. He was not raised.

But the other point I wanted to make—and this is much more important than that—our statement mentioned that in post offices all the way up the scale, the assistant postmaster is one level below the postmaster—until we reach offices the size of Omaha, Mr. Cunningham's office, and yours in Syracuse, and in Detroit where the postmaster is level 18—it's 16. There is a two-level spread between the assistant postmaster and the postmaster. This not only denies the assistant postmaster of the level that he should receive, according to what they receive all over the country in smaller offices, but it also denies the proper level to six or eight or maybe a dozen top staff supervisors who are pegged to these postmasters and assistant postmasters.

For example, in Syracuse, the postmaster is a 16, and the assistant is a 14. So the superintendent of mails is a 13. Well, if the assistant postmaster was 15, like he should be, if he gets equal pay for equal work, then the general superintendent of mails would be a 14, and his assistant a 13, and on down the line. The superintendent of delivery and collections, the chief counter and various ones would be pegged and receive a higher salary.

Now, the reason they made that two-level spread in 1955 was because the law limited the number of positions that could be established in levels 17, 18, 19, and 20. Well, this no longer applies. There is some latitude at the top now, and that gap could be narrowed, and that is what a number of Members of Congress have suggested in the bills they have introduced—to narrow that level between the assistant postmaster and the postmaster to one level, like it is from level 15 on down.

Mr. HANLEY. Your remarks, Mr. Ledbetter, along with the testimony offered us by Mr. Jaspan in behalf of Mr. O'Dwyer, certainly point up many of the inequities which exist insofar as the people of your category are concerned, and further point out the necessity of giving the entire system a real hard look and, hopefully, coming up with a formula that would tend to reduce, if not eliminate, the inequities that you endure.

With that, I will recognize Mr. Cunningham.

Mr. CUNNINGHAM. I have no questions.

Mr. RUPPE. Mr. Chairman, could I ask one question?

Mr. HANLEY. The gentleman from Michigan, Mr. Ruppe.

Mr. RUPPE. One more question of either Mr. Jaspan or Mr. Ledbetter. What is the determining factor when a gentleman is promoted to supervisor and he is going to be put into step 5 or 6? Is the determining factor seniority or the job itself?

Mr. JASPAN. No. You mean the step of the level he is placed in?

Mr. RUPPE. Yes. In other words, what is the step?

Mr. JASPAN. There is a regular formula for promotion. If an employee goes from level 4 to level 7 or higher, he gets the equivalent of three steps in his own level adjusted to the nearest higher salary in the new schedule. In other words, if he is in level 4 and we will say he is in step 9, his present salary would be $6,939. Now, he would get the equivalent of a three-step increase, which would take him up to what the top step is, $7,287. And then you would have to find in PFS–7 the nearest to $7,267, and that would be the fifth step of level 7, and he would be placed in the fifth step.

Now, if a person is promoted to less than three levels at a time, then he gets the equivalent of a two-step increase. If promoted three levels or more, he receives the equivalent of a three-step increase.

Mr. RUPPE. Thank you very much for the arithmetical dissertation.

Mr. LEDBETTER. You take two of those steps and add them to his present salary.

Mr. HANLEY. The gentleman from Nebraska, Mr. Cunningham.

Mr. CUNNINGHAM. I have no questions.

Mr. HANLEY. Mr. Ford?

Mr. FORD. I wonder if you could provide us, as a part of the hearing, some statistics on how many people leave the postal service for other employment after they have reached the level of supervision?

Mr. JASPAN. Well, I think that would be pretty hard to find, because the Post Office Department doesn't break down the reasons.

Mr. FORD. Doesn't your organization know whether or not people are becoming discouraged and leaving the postal service for other employment?

Mr. JASPAN. I doubt whether there are many leaving, Mr. Ford. As we mentioned before, before becoming supervisor, they have a number of years behind them, and that is security that you build up. That security that you build up, plus your interest in the retirement fund and such things, will make you hesitate before you leave the postal service. They have a number of years service—the same as among the regular clerks and carriers. There are very few who leave the service who have a number of years behind them. It's the newer ones who are leaving.

Mr. FORD. This is really a wage question rather than a classification question, but what is the position of your organization with respect to regional differentials?

Mr. JASPAN. We are opposed to it for a couple of reasons. The first one—we think it would be almost impossible to administer. You take in this area where people working in the Washington post office would get more than the people working in Falls Church, we will say. Well, some of these people may be living past Falls Church. Would you say it's according to where they live or where they work? It's pretty hard to break it down, since the post office is in every little community.

Mr. FORD. Don't you think it's worth more to fight the traffic into Washington than into Falls Church?

Mr. JASPAN. We would have everybody moving over into Washington to fight the traffic if you gave them more money.

The second reason we are opposed to it is the law says you should be paid equal money for equal responsibilities, and we believe in that principle, that the person who has the same responsibilities should receive the same pay regardless of where he lives. We don't believe that an area wage is the answer.

Mr. Murphy mentioned the other day that they would be willing to start people at higher steps of a level. We couldn't oppose that idea in a place where it's difficult to hire new employees.

Mr. FORD. You would have to oppose that, because it would make the condition that you described a little while ago even worse, because you close the gap again. Mr. Murphy's plan seems to me to be a bad idea if you're going to try to solve a problem by bringing new men in and giving them the same amount of money as the other men in that same office are getting after 5 or 10 years.

Mr. JASPAN. We know there would be a lot of resentment to that. We have seen that happen before.

Mr. FORD. And it wouldn't solve the problem either.

Mr. JASPAN. It might help in recruitment, but I believe that the area wage—well, what would happen is that we are afraid a lot of salaries would be downgraded in certain areas of the country.

Mr. FORD. What would your feeling be toward legislation which started on a presumption that what we presently have is a floor and that what we need is similar to what we have in the Foreign Service. In Foreign Service there is a basic wage for everyone, but those serving in certain areas of the world are given extra money which cannot be transferred when the person goes to another area.

Mr. JASPAN. I don't think it would work out in the post office, Mr. Ford, because we have post offices in so many communities and you can't go only by the size of the town either, or the size of the community.

There is one city in Connecticut that has the highest income of the whole United States, and it costs more to live there. Would you give that one town or one city more money than any of the other places like Detroit or Syracuse or any of the other places? It's pretty difficult when you try to administer on an area wage idea in the post office. I know when I first came on this job, the House Committee on Post Office and Civil Service staff members were making a study on it and they just gave up because there is no way of cutting off these different areas, because they can live in one place and work in a post office in another place and especially with this trend now to closing up all the gaps. Eventually there will be one city between Boston and Washington instead of the little town in between.

Would it be fair to give them more money just because they happen to be along that coastline? I don't know how you could possibly administer an area wage in the post offices, since they are in all communities.

Mr. LEDBETTER. Mr. Ford, if I may, the point you made about Mr. Murphy's suggestion, if you did recruit employees now and start them off at, say, step 4 or 5, then if they got promoted in the same length of time that the other employees do, they would immediately

go into higher steps of the upper levels than the supervisor, who had been promoted 10 years ago because of that higher beginning rate. They would get this equivalent we were talking to Mr. Ruppe about a moment ago. It would throw them ahead of senior supervisors. It would certainly distort the salary schedule, worse than it is already distorted.

Mr. FORD. Thank you.

Mr. HANLEY. Mr. Ruppe has a question.

Mr. RUPPE. I'd like to make a statement, Mr. Ford, if I may. I know we come from different geographic areas. There are several important factors to consider when we talk about the pay of these people. As you have indicated, much of the work and the responsibility for each of the supervisors, carriers, or clerks is just as important whether it's performed in Houghton, Mich., or in New York City. Certainly all are called upon to perform in equal measure, and the responsibility of the job is very much the same in every area.

While some of the rural areas may not have the traffic problems or the problem of distance in getting to the job, they do have problems that don't exist in metropolitan areas and are not faced by their city counterparts. For instance, in my area, there is the problem of distance on the job. In the rural area, or residential community, the carrier has responsibility that is probably more difficult to carry out than it is in the city. In my home area we have some 250 inches of snow every year, and the postal employee, to even get to the job, has got to shovel out in the morning. The postal carrier may often shovel out many of the widows and elderly ladies on his route. He has a terrific problem.

With good reason, many of the people back home think our postal workers should get more than city workers because of the many difficult conditions that are not faced in the metropolitan areas.

We also have a general philosophical problem. The Federal Government has undertaken a policy—and I think a very wise one—of trying to equalize, somewhat, economic conditions throughout the Nation. In other words, trying to bring the economy of Houghton, Mich., to the level that Mr. Ford's constituents enjoy in Detroit.

Mr. FORD. That is because you're in Appalachia and we are not.

Mr. RUPPE. If the Government goes to Appalachia and hires a man for a dollar an hour, whom he would hire for $1.75 in the city, then the Government, in effect, would be contributing to the same economic depression in these rural areas that it is trying to combat with other programs. On the one hand, they are trying to build up the economy of the area to a point where each employer there can pay what the metropolitan areas pay. On the other hand, they would be the biggest "gypoes" in the area and they would be encouraging and bringing about the very reduced economic levels that they are trying to turn around in so many instances. So I think they would be defeating many of the other programs that the Government is working very diligently on.

Mr. FORD. Would you yield for one observation?

Mr. RUPPE. Yes.

Mr. FORD. I will tell you who convinced me that we have to do something on the area basis. I was on the committee that brought the minimum wage bill to the floor, and in listening to their arguments, they persuaded me that there is a difference between what ought to

be a living wage in one part of the country and what is the living wage in another part of the country except, as you may well guess, their argument was in favor of not imposing a minimum on those parts of the country that we thought ought to have their economy raised.

So we are apparently facing a dichotomy here of a philosophical approach that we will attempt to elevate the economy with Federal wages but not in the private sector. And that is really what bothers some of us, that we impose on private industry this sort of thing but we don't do it with respect to our own people.

Mr. RUPPE. Will the gentleman yield?

Mr. FORD. Yes, sir.

Mr. RUPPE. It's very true that in the rural areas they don't have the volume of business, in many instances, to pay a city wage. While I think you recognize the problem, I don't believe we should accept economic imbalance in those instances where it can be avoided. I know, for instance, that steelworkers in the major industries are asking comparable wages. When the employer has the capacity to do so, he should meet standards in rural areas that are met and enjoyed in major cities throughout the Nation.

Mr. LEDBETTER. Mr. Chairman, we think the idea of area wage could set a dangerous precedent because if they set up wages in the Postal Federal Employees Acts, the next thing you know they will want to pay Congressmen according to where they live.

Mr. HANLEY. This could be good. [Laughter.]

With that I'd like to recognize the gentleman from Idaho, Mr. McClure.

Mr. MCCLURE. Mr. Chairman, having come in late—and I do apologize for it—I would have no questions at this time. I have talked to both these gentlemen before. I think I have some grasp of what their statements have been, and I have no questions at this time.

Mr. HANLEY. All right. If there are no further questions, we will again thank both Mr. Jaspan and Mr. Ledbetter for their appearance here this morning. As I have said before, you have contributed greatly to the deliberations of this subcommittee.

Mr. LEDBETTER. Thank you.

Mr. JASPAN. Thank you, Mr. Chairman.

Mr. HANLEY. Thank you, gentlemen.

Mr. HANLEY. Our next witness is Mr. Carey Hilliard, president of the National Rural Letter Carriers' Association. It's a pleasure to have you with us this morning, Mr. Hilliard.

STATEMENT OF CAREY W. HILLIARD, PRESIDENT, NATIONAL RURAL LETTER CARRIERS' ASSOCIATION

Mr. HILLIARD. Mr. Chairman, members of the committee, we appreciate this opportunity to appear before your committee and present our views on H.R. 7, H.R. 4897, and other similar reclassification bills pending before your committee. My name is Carey W. Hilliard. I am president of the National Rural Letter Carriers' Association, an organization representing more than 62,000 regular, substitute, and retired rural letter carriers. Our membership includes more than 90 percent of all regular rural letter carriers of the Nation.

Today, I am accompanied by our vice president, Herbert P. Alfrey on my right, and our secretary, John W. Emeigh.

Mr. HANLEY. It's a pleasure to have Mr. Alfrey and Mr. Emeigh with us this morning.

Mr. HILLIARD. We would like to commend Representative Arnold Olsen for introduction of H.R. 7 and likewise express our thanks to you, Mr. Chairman, Mr. Cunningham, Mr. Daniels, Mr. Brasco, Mr. Button, and other members of House Committee on Post Office and Civil Service, as well as to the many other Members of the House who have sponsored reclassification legislation which would upgrade the rank and file positions in the postal service, and in particular which would equate the rural carrier schedule with PFS level 5 in the same manner as it is presently equated to PFS level 4.

First, Mr. Chairman, we would like to comment on the reclassification proposals as related to salary increase bills, both of which are currently under consideration. We deem that the subjects of pay and position classification, although closely related, are actually separate and distinct problems. Salary increases are required to keep the schedules of the existing pay structures comparable to those being paid for similar or like positions with which they are presently ranked in the private sector of our economy. The lag in comparability and the overriding necessity of increasing Federal and postal pay, in an effort to permit Government workers to catch up is clearly established. This issue is under consideration before the Subcommittee on Compensation, and our organization will appear before that committee and testify relative to the many salary bills under consideration.

Position reclassification, as proposed in H.R. 7 and related bills, is an overhaul of existing job structures to more properly relate position ranking in a fair and merited manner to cope with the changes over the years which indicate the desirability of upgrading positions. In this age of affluence, near full employment and expanding job opportunities, the Government finds itself in a competitive labor market which clearly demonstrates that Federal employment benefits must be realined to attract high caliber, qualified people and to hold its experienced, trained workers. The American public expects Federal workers to be competent, to be capable of performing their duties in a manner which will truly serve the interests and needs of all citizens in whatever their occupation might be. President Lyndon B. Johnson, in his message on Federal pay to the Congress, noted this when he said: "In America, we demand the highest level of excellence in the public service." He further stated, and I quote, "If we expect high quality, we must be able to attract and keep highly competent career employees."

This is a commendable statement from our Chief Executive. It is a promise to the people of this Nation that the employees of the U.S. Government are expected to serve in a manner geared to both doing a good job and doing it in a way that guarantees an efficient, reliable service.

Mr. Chairman, the rural letter carriers of this country are proud to join with the President in striving to put meaning into those worthy goals. The rendering of a maximum service to the public has long been a continuing objective of the rural carriers and in our dealings with the public we strive to both render a true service, do it efficiently, and in a pleasant manner.

It is difficult, however, for a locked-in group of workers who have little opportunity for advancement to see their fellow citizens and workers in private enterprises move more rapidly than they up the economic ladder. In this Nation, millions of new jobs—new types of work—are coming into being each year. A recent statistical report from the Department of Labor noted that 1.6 million new jobs were created last year. The character of employment, the job titles and the nature of positions for many of our citizens is in a state of constant improvement—a type of creeping upgrading which does grant higher income levels and thus permits individuals and families to enjoy a higher standard of living.

In our opinion, this is the crux of the issue before you today which involves the upgrading of the rank-and-file postal positions. It is simply a matter of improving job structures to permit this large group of postal workers to move up the economic ladder by bettering their relative standing in job position classification.

The argument has been made before this committee by administration officials that the cost of living and the standard of living cannot appropriately serve as a measurement tool in determining the adequacy of Federal and postal pay. We take issue with the statistical premise upon which such statements are based. Both of these important factors must be given appropriate weighting in any fair salary setting process. This viewpoint of the administration is in direct conflict with definitions and explanations of the comparability principle as enacted in Public Law 87–793 in 1962. In the Senate report on this legislation, No. 2120, dated September 24, 1962, the following observation was made on the comparability principle, and I quote:

> Comparability with private enterprise salary levels provides a long-needed logical and factual standard for setting Federal salaries. It includes the effects of such legitimate pay considerations as the cost of living, standard of living and productivity as those factors are resolved into the going rate over the bargaining tables and other salary determining processes throughout the country.

It is important to note that this report held that both the cost of living and the standard of living were legitimate pay considerations. The logic of this, in our opinion, has not changed since 1962. This is a vital part of the important decision on reclassification which must be decided by your committee and this Congress. The standard of living, and the related position of postal employees with their counterparts in other employment, must be considered as an important factor in determining whether or not the so-called technical benchmark related positioning of postal jobs is still applicable. Although the experts on classification may well build a case to show that the relationship of the selected comparable positions is the same, it is our belief that they would fail to adequately weight-in the important factor of upgrading that has taken place for the individuals employed in those other positions.

In other words, if we compared the salary levels of individuals, who were in the positions selected for ranking comparisons in 1962, with the present salary levels of the same individuals, we would unquestionably find that the majority of those persons have greatly improved their related salary standing.

It is a type of upgrading which is difficult to measure under the formula in use by Government personnel people because they hold

fast to a type of benchmark position ranking without consideration of the movement of people through those selected positions into higher positions and higher salary levels.

One of the best examples of this and most easily documented is in our own Federal classified service. These people may start their employment in grade 4, 5, and 6, but it could easily be shown that through the period of their employment they have enjoyed both grade promotion and frequently grade escalation of their positions. No one seems to cry "wolf" about the upgrading of positions in the classified service, or over the sometimes more convenient procedure of grade promotion through change in job titles. These escape hatches for upgrading are not available to rural carriers and the rank-and-file postal employee and the vast majority of postal workers. The only hope of these people, these dedicated, conscientious postal employees, is based on this important appeal to the Congress for position reclassification. Without this action, this vast army of postal workers are trapped and their aspirations for advancement, for an improvement in the status of their position, will remain simply but a dream.

To permit an improved standard of living, to boost morale and to assure the continued excellence of performance, the enactment of H.R. 7, which would upgrade rural carrier positions from the present related PFS level 4 to PFS level 5, is a decidedly meritorious action which we trust this committee will approve.

Mr. Chairman, while the National Rural Letter Carriers' Association endorses in principle the provisions of H.R. 7, we would recommend that consideration be given to provisions of H.R. 4897, which would provide equity for the many rural carriers who are presently in steps 11 and 12. The provisions of H.R. 4897 would assure our senior rural carriers in steps 11 and 12 the identical salary increases as provided for those in step 10.

Another important consideration in determining both comparability of pay and position classification is productivity. In this regard, the craft of employees which we represent—the rural letter carriers of the Nation—have made an outstanding contribution.

The record can best be documented by comparing some statistics of 1932 with the latest statistics available—the fiscal year ending June 30, 1965. We use the year 1932 because it was at this time, in line with the economy moves of the Government, that consolidation of rural routes was adopted as a continuing program.

In 1932, there were 41,602 rural routes which traveled 1,358,000 miles each day to serve the 25 million patrons then on rural free delivery. Today, 31,135 rural carriers travel 6 days each week 1,900,000 miles—a daily coverage of rural route miles greater than 80 times around the world—to serve almost 36 million patrons of the rural delivery service.

The productivity gains are highlighted when you compare the 1932 data with the most current statistics compiled by the Post Office Department:

Daily miles of travel.—1,900,000 each day, 6 days a week. An increase of 500,000 miles daily since 1932.

Number of patrons.—36 million, or almost one-fifth of the population of the United States. An increase of almost 11 million patrons since 1932. In addition, several hundred thousand businesses, schools, hospitals, and other institutions are served daily by rural free delivery.

Number of employees.—31,135 regular rural letter carriers. A decrease of than 10,000 employees in rural delivery service since 1932.

Mr. Chairman and members of the subcommittee, we believe this comparative data discloses a productivity record which is astounding, certainly one that is rarely matched anywhere in Government.

Another important aspect of this record is the cost of providing this service to rural and suburban America. In 1932, for instance, the rural delivery service cost $106 million, or 13.4 percent of the total postal budget which at that time was $793 million.

The total cost of rural delivery for the fiscal year ending June 30, 1965, was $329 million, or approximately 6 percent of the total postal cost for that year, which amounted to approximately $5,275 million.

Today, compared with 1932, we travel 500,000 more miles daily, we serve 10½ million more people plus hundreds of thousands of business outlets, and we are doing it with 10,500 less employees. And, on a related cost basis—total cost of rural delivery compared to total costs of the postal service—the price tag for making this service available to the American public has substantially decreased.

When only 6 percent of our total postal costs are required to place a traveling post office—not just collection and delivery but all services which can be secured at any downtown metropolitan post office—at the rural mailboxes of 36 million patrons each day, we believe it demonstrates an efficient operation which is truly a bargain service. We believe this record, the nature of the service, the 6-day workweek, and the knowledge and work requirements to do the job efficiently well merit and deserve the upgrading which we are strongly endorsing here today.

Mr. Chairman, may we again express appreciation for the opportunity of appearing before your committee, and to present our views on this very important legislation.

Mr. HANLEY. Mr. Hilliard, in behalf of the committee we are indeed grateful for your very fine presentation. Can you tell me the difference in the basic rate of pay of a rural letter carrier as opposed to a city letter carrier?

Mr. HILLIARD. Rural letter carrier pay is equated with that of a clerk and a city carrier. Mr. Murphy, I believe, gave the average annual salary of the clerks, the carriers, and the rural carriers when he appeared before this committee. At that time I believe the clerk's annual salary amounted to around $7,300. These are round figures. The carrier—that is the city carrier—$7,200, and the rural carrier approximately $7,400. That would be about a hundred dollars more than the clerks and $200 per annum more than the city carrier.

Mr. HANLEY. Would you agree with this analysis?

Mr. HILLIARD. I think we need to elaborate on this just a bit, Mr. Chairman. Rural letter carriers—we have roughly 10,000 rural letter carriers in the United States today serving metropolitan areas. And sometimes, in many cases these carriers are required to work up to 48 hours a week. And, consequently, the time over 40 hours is premium pay. And, of course, that is reflected in the average salaries previously mentioned.

Mr. HANLEY. Are there instances where the workweek would be considerably less than 40 hours?

Mr. HILLIARD. That's true. We do have some cases. I would say out in the Midwest we have some routes where they work normally less than 40 hours a week. That is based on the evaluated time in September when they take the annual evaluation of rural routes. It

reflects that they are working less than 40 hours, but they work 6 days a week as opposed to the rank-and-file employee who works 5 days a week.

Mr. HANLEY. I see. If comparability could be accomplished with respect to pay, would you deem it necessary to reclassify?

Mr. HILLIARD. Reclassify rural letter carriers?

Mr. HANLEY. Yes.

Mr. HILLIARD. Absolutely, sir. We endorse H.R. 7, which equates the rural carrier schedule with the level 5 employee.

Mr. HANLEY. As I notice the clock, I think that perhaps we had better adhere to a 5-minute rule. And with that, I would recognize the gentleman from Michigan, Mr. Ford.

Mr. FORD. What consideration is there in the difference in pay between one rural letter carrier and another?

Mr. HILLIARD. By law, Mr. Ford, rural letter carriers are paid on the basis of miles traveled. If a man has a longer rural route than another, obviously his pay will be a little greater than the carrier who has less mileage.

Mr. FORD. Would you say that the highest pay received by rural letter carriers is for those routes with the longest and greatest number of miles and therefore the lesser number of postal pieces?

Mr. HILLIARD. Not necessarily, sir. The highest paid could be a heavy-duty rural letter carrier whose route is evaluated at 48 hours a week. This is the highest pay that he can receive. If his route evaluates beyond 48 hours, using miles, boxes, and mail volume generated by the boxes—these are the three factors that determine the evaluation—then conceivably he could be given a day off each week, but still required to work 48 hours. But if his route evaluates beyond 57 hours, then he has to be relieved. Relief action has to take place or he has to be given sufficient auxiliary help, in effect, to keep him within 48 hours.

Mr. FORD. You didn't answer my question, Mr. Hilliard. Who makes the most money, the rural carrier with the long route and a few customers, or the rural carrier with a short route and a lot of customers?

Mr. HILLIARD. There again the route has to be evaluated. I couldn't answer that question. It's conceivable that a man carrying a rural route, we will say, of 15 to 20 miles in length in metropolitan areas could have 750 boxes and as a consequence draw maximum pay, more than a man on a long route.

Mr. FORD. I have been receiving correspondence from these heavy-route people, indicating that they feel that the present system discriminates against them in favor of their brothers with the longer routes. Is your organization considering any recommendations in this regard?

Mr. HILLIARD. We take issue with that, Mr. Ford.

Mr. FORD. That is what they tell me.

Mr. HILLIARD. There was a time in the past whenever the heavy-duty carriers could only be paid for 43 hours a week, regardless. Some of them worked 65 and 70 hours. But this organization negotiated a contract with the Post Office Department and now we provide pay based on evaluated hours. Maybe this carrier who wrote you—I don't know the case—is paid on the basis of evaluated hours. He could conceivably be drawing 48 hour-pay and working less hours each week.

Mr. FORD. Under your agreement, how frequently is the route evaluated, and who determines when to do that evaluation?

Mr. HILLIARD. The routes are evaluated annually, the last 2 full weeks in September. This establishes the pay for the following year, unless there is a substantial service change.

Mr. FORD. And this evaluation goes to all carriers?

Mr. HILLIARD. All rural routes are generally evaluated.

Mr. FORD. The last 2 weeks in September?

Mr. HILLIARD. The last 2 full weeks in September; yes, sir.

Mr. FORD. Recognizing that around the metropolitan area during the first 2 weeks of a month there is a difference in mail between that and all the rest of the weeks, because of such things as water bills and electric bills, and the rest, how do you arrive at an evaluation, using the same date, in the country and in the city?

Mr. HILLIARD. Mr. Ford, we have tried to cope with this problem. We, in fact, appealed because of a convention mandate to the Post Office Department to grant a full month's count. But we had to negotiate this contract. And, as a consequence, we finally agreed on a 2-week count. They wanted a 1-week count. We wanted a full month, so we compromised on a 2-week count.

Now, subsequent to the annual count, whenever the count is held and an evaluation established, we have built into our national agreement a memorandum of understanding with the Post Office Department. Any time there is substantial growth on a rural route, we can get a special count and a new evaluation for any rural carrier, provided there has been a 2-hour substantial service change on his rural route. We can get a special count then. We can get an immediate interim salary adjustment, followed by a special count of mail the third week in the month following.

Mr. FORD. Thank you very much.

Mr. HANLEY. The gentleman from Idaho, Mr. McClure.

Mr. MCCLURE. Thank you, Mr. Chairman.

I think your statement has been excellent, Mr. Hilliard, and I think you have brought out some very valid points for the consideration of the committee. I have only a couple of questions.

You mentioned the point in here of creeping upgrading. I think that is the language that you used. And I think it is a valid point. But how does this differ between the postal field service and the general Government service?

Mr. HILLIARD. Mr. McClure, I think that the crux of the matter is that we in level 4 are locked in. We don't have the opportunity for advancement as the people in the GS schedule.

Mr. MCCLURE. As I understood your statement, you were making two separate points here. One was with regard to the creeping upgrading and the other in which they changed classification, upgraded through change in classification of jobs. I had understood from the statement that these were two separate points, and I can understand how the second one differs from the postal field service, but I couldn't understand how the first one differed.

Mr. HILLIARD. Mr. Emeigh, can you answer?

Mr. EMEIGH. Actually, it's a very closely related point. But we use the term "creeping upgrading" because in the classified service it just happens with this job and that job and in this bureau and that agency. And it doesn't have the impact that the request which we are

presenting here has to upgrade a complete level of positions. It doesn't have the same impact that our request would have. Consequently, generally throughout Government, although this goes on all of the time, no one seems to be particularly concerned about the fact that some person's job description is changed in a certain person's office and they were a grade 7 and now they are a grade 9 or 10.

Mr. McCLURE. I understand that, and I think that is a valid point. I think that is one of the strongest points you have made and one of the strongest points that has been made in this hearing as far as I am concerned. But the creeping upgrading that you referred to, I would have understood that to be a separate point and distinct from this one.

Mr. EMEIGH. Using the same term in relation to the private sector of the economy, we do have a type of creeping upgrading there also, because of the changing nature of the positions in which many people are employed.

Mr. McCLURE. There would be no distinction between postal field service and the Government service as far as this relationship with the private sector is concerned, would there?

Mr. EMEIGH. That point is correct, Mr. McClure; yes.

Mr. McCLURE. Thank you. On pages 5 and 6 of your statement you referred to the fact that the cost of living and the standard of living are valid considerations for position classification and for the compensation. If this is the case, how can we really come to grips with the question of position classification until we know what the Compensation Subcommittee has done?

Mr. EMEIGH. I believe, Mr. McClure, that the statistics already made available by the Department of Labor have indicated insofar as the wage standards are concerned that we are a long way from comparability. And, as acknowledged in the administration's presentation, their proposal does not intend to actually achieve comparability in this year.

Mr. McCLURE. Would it be your position then that we should consider these factors as far as position classification is concerned, in the light of the administration's recommendation on compensation?

Mr. EMEIGH. They are a closely related issue, but what we pointed out in our testimony was that the reports of the administrative people tie the job title of the position that they are talking about with the so-called counterpart in private industry which they use as a so-called benchmark ranking.

And there are many changes in these positions as related between the private sector and the Federal service. For example, the nature of the rural carrier position has truly not changed over the years. Yet the nature of the positions frequently, with which they are being ranked in the private sector, does change. They use the same job description, but the people who have been in these positions in the private sector really get out of them by various means—by a slight change in their duties, by various types of changes in occupation which lets the individuals rise above the position with which they were ranked.

Mr. McCLURE. I recognize that, but you're making the point in the statement here that the cost of living and standard of living are valid points to consider in position classification. And I'm sure you realize that not everyone who has appeared before us is fully in ac-

cord with that statement, that if this is true, then we can't really make a final determination on position classification until we also know what the compensation in those levels is.

Mr. EMEIGH. I think it's entirely possible that the two committees here are going to need to have some conferences on this issue.

Mr. MCCLURE. On the arguments which you presented here?

Mr. EMEIGH. Yes.

Mr. MCCLURE. Thank you. That's all I have to ask.

Mr. HANLEY. Thank you, Mr. McClure.

With respect to the law enacted in 1955, did your association take a position at that time pro or against?

Mr. EMEIGH. Mr. Hanley, as was brought out before this committee by other groups, the struggle leading up to the enactment of the Position Classification Act in 1955 was a very long and a very difficult one. There was considerable disagreement over many, many aspects of it.

I might add, for the benefit of the committee, that the so-called infamous Frye report—and I will state that we had much disagreement with that report too—did rank the rural letter carrier positions in level 5. However, in the judgment of the Congress, when this was processed through, the position was kept related to the city carrier clerk position, which was made at the PFS level 4, just as it had been placed in the same ranking position back in 1949.

But we did take numerous positions on that legislation, and we opposed a considerable number of items that were in those bills. But I do believe that the enactment of the bill was finally agreed upon because the pay increases which it brought were long past due. And it did improve the opportunity for advancement within the particular levels themselves. So it was a step in the right direction. We didn't certainly agree with the complete provisions of the bill.

Mr. HANLEY. Did you look upon it as a vehicle used to accomplish pay increases as opposed to equitable classification?

Mr. EMEIGH. It was a combined issue at that time and of course we, as an organization representing our people, were primarily interested in the pay increase which was long past due. But we were supporting a desirable objective of bringing about some position classification which gave the opportunity for advancement, which it did finally do in that respect. It really was a combined pay and classification measure.

Mr. HANLEY. With respect to the rural letter carrier, what is the average turnover? What is the percentage, I should say, of the turnover?

Mr. EMEIGH. We have probably the highest turnover of any employee craft in the Federal Government. The reason for that is that somewhat in the same vein as Mr. Jaspan, the people who come into our service, approximately 60 percent of them move into the rural delivery service after having completed quite a number of years in some other branch of the service. Consequently, the job tenure as a rural letter carrier is considerably shorter than it is, for example, in the city carrier or the city clerk craft. That is the reason for our turnover.

Mr. HANLEY. For instance, the rural letter carrier applicant, do I interpret your remarks as saying that he previously perhaps has served in another capacity with the Department?

Mr. EMEIGH. That's right, sir.

Mr. HANLEY. Before becoming a rural letter carrier?

Mr. EMEIGH. That's correct.

Mr. HANLEY. Why does he choose to make this change?

Mr. EMEIGH. There are a number of reasons why he would choose to come over. It's possible that he has a slight salary advantage. It's also possible, for instance, a city carrier who is walking may decide he would prefer to drive. There is also the desirability of perhaps a bit less supervision. Because a rural carrier operates more or less as a traveling post office, he is not under quite as much supervision generally as may be applicable to the other crafts.

Mr. HANLEY. In essence, it's far more desirable than that of a city letter carrier.

Mr. EMEIGH. They must evidently think so. There are about 60 percent of the vacancies being filled by applicants for transfer.

Mr. HANLEY. Mr. Ford?

Mr. FORD. Do you have any figures on how many of your men transfer from one rural route to another? Do you keep track of your people when they transfer from one rural letter carrier position to another one?

Mr. EMEIGH. I would say that is extremely limited, Mr. Ford, from one rural letter carrier position to another, except perhaps on seniority bidding when we have changes within a particular post office we would have a movement among routes.

Mr. FORD. In our State it seems desirable for rural carriers who are in the Detroit metropolitan area and out in Ann Arbor to move up into Mr. Ruppe's area in the northern part of the State, in spite of the snow that he described. As a matter of fact, when there is an opening up there, we get a real flurry of letters, a whole delegation will talk to the Senator, "Do something. Help us get transferred up there." I have been curious, aside from the fact that everybody who lives around the city loves to see those pine trees up there and smell the fresh air, why they just want to pull up stakes and move into the cold winter part of the State.

Mr. EMEIGH. There are quite a number of reasons, Mr. Ford. Knowing the area you are from, practically all the rural carriers in your area are under this heavy-duty classification, and this does involve far more frequent changes in the nature of the job and the hours of work; consequently, in the total compensation, and perhaps merely the stability of the job would have some appeal.

Mr. HANLEY. Mr. McClure do you have any further questions?

Mr. MCCLURE. I have no further questions, no, sir.

Mr. HANLEY. Again, Mr. Hilliard, how frequent would the instance occur where a rural letter carrier might move on to perhaps a supervisory position in a post office?

Mr. HILLIARD. Not too often, sir. But we do have quite a number of rural letter carriers leaving our craft and moving into supervisory positions, assistant postmaster positions or postmaster positions.

Mr. HANLEY. So the rural letter carrier will look upon the status of the supervisor as a desirable one?

Mr. HILLIARD. Yes, he does, sir.

Mr. HANLEY. Mr. McClure?

Mr. MCCLURE. I might comment in that connection that in my State we get quite a number of postmasters who utilize the option of becoming rural letter carriers.

Mr. HILLIARD. This is true, especially in the smaller post offices. We have any number of rural carriers emanating from fourth-class offices, and postmasters are anxious to move over because it upgrades their salary standards.

Mr. HANLEY. Any further questions, Mr. Ford?

Mr. FORD. No, sir.

Mr. HANLEY. With that, again our deep appreciation for your appearance, Mr. Hilliard, and both of your associates. Certainly your contribution has been one of merit and will assist us in our deliberations greatly.

Mr. HILLIARD. Thank you, Mr. Hanley.

Mr. HANLEY. Unfortunately, due to the time problem again, we have to adjust our schedule. The subcommittee will now stand adjourned until Tuesday morning at 10 o'clock, at which time we will hear Mr. Michael Cullen, representing the National Association of Special Delivery Messengers, and Mr. Harold McAvoy, president of the National Association of Post Office and Postal Transportation Service, Mail Handlers, Watchmen, and Messengers.

(Whereupon, at 12 noon, the subcommittee was adjourned to reconvene at 10 a.m., Tuesday, May 16, 1967.)

RECLASSIFICATION OF CERTAIN POSITIONS IN THE POSTAL FIELD SERVICE

TUESDAY, MAY 16, 1967

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

The subcommittee met at 10 a.m., in room 356, Cannon Office Building, Hon. James M. Hanley (chairman of the subcommittee) presiding.

Mr. HANLEY. Without objection, the subcommittee will resume hearings on H.R. 7 and related bills.

Our first witness this morning is our colleague from Rochester, Congressman Frank Horton. It's indeed a pleasure for me to welcome my good neighbor from New York, Congressman Horton, and his many friends here today. I think it is especially significant, and I would be remiss if I didn't advise that Congressman Horton is the first Member of Congress to testify before this subcommittee in behalf of H.R. 7. It is a pleasure to welcome you here this morning, Congressman Horton.

Mr. HORTON. Mr. Chairman, I want to express to you my deep appreciation to you as chairman of this subcommittee and also to this subcommittee for giving me this honor of leading off and to testify on behalf of my bill, H.R. 6933.

I also want to commend you, because I have worked very closely with you on a personal basis in connection with this problem of reclassification, and I know that you and I share together the concern for reclassification for postal employees.

I feel also deeply honored here today that a large delegation from my congressional district in Rochester, N.Y., is here. They are here in connection with this meeting in Washington, but they have foregone a couple of other appointments that they had this morning to be here with me. I particularly want to thank Gordon Meier, the president of the local postal clerks and the membership of that group for being here with me on this occasion. It fortifies my position and helps me in connection with the testimony which I would like to give to this subcommittee.

Mr. HANLEY. It is, indeed, a pleasure to welcome the good people from Rochester here this morning. As you have indicated, it is certainly nice that they have taken the time to observe legislation in process.

Mr. HORTON. Mr. Chairman, I have a statement, and then I also have some matters which I will ask later for inclusion in the record so that I won't take up any time unnecessarily of the subcommittee.

Mr. HANLEY. All right.

STATEMENT OF HON. FRANK HORTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. HORTON. Mr. Chairman, I am here today as an advocate of fair pay for a day's work in the postal field service. While blame for poor postal pay and for inadequate comparability measurements is frequently and often justifiably cast at the executive branch, only the Congress can authorize and appropriate funds that must find their way into the postman's pocket if an effective, loyal and efficient postal work force is to become a reality.

As the sponsor of H.R. 6933 and H.R. 9674, I favor immediate action by the Congress in reclassifying employees in the postal field service by raising them one pay level above their present level. This action is necessary for all levels of postal employees, but especially for those in the lower salary levels. Congress can no longer hope to do justice to these public servants by providing yearly pay boosts which barely keep pace with inflation. One illustrative fact I have mentioned in other statements on this issue is that today, the starting salary of a bus driver in the District of Columbia is $6,900, and that exceeds the pay of a postal clerk with 9 years' service, which is $6,563.

James H. Rademacher, editor of the Postal Record, has pointed out the tremendous increase in the duties and responsibilities of the Nation's letter carriers. "Thirty years ago our members did not have the responsibilities of delivering the multitudinous checks, the expensive shipments of jewelry and other merchandise, and very few were charged with the responsibility of operating a vehicle in the performance of their duties," he wrote.

Perhaps the American clergyman and statesman Edward Everett described the importance of the postal system best of all. He said:

> When I contemplate the extent to which the moral sentiments, the intelligence, the affections of so many millions of people—sealed up by a sacred charm within the cover of a letter—daily circulate throughout the country, I am compelled to regard the Post Office, next to Christianity, as the right arm of our modern civilization.

Mr. Chairman and members of the subcommittee, nearly one in every 10 career employees in the postal service leaves each year. This is occurring at a time when mail volume is increasing enormously.

We need dedicated men and women to join and stay in the postal system if we are to cultivate the on-the-job experience so vital to the operation of any business, especially one as large as the postal service.

We must stimulate career-minded men and women to stay with the postal service and also reward the fine service which the postal clerks, carriers and other employees give daily to all of us.

This is not the first occasion I have had to voice my support for a decent living wage for our postal workers, Mr. Chairman. With your permission, I should like to include in the record of these hearings, my recent weekly column entitled "The Postman's Poor Paycheck," and my speech on the floor of Congress at the time I introduced H.R. 6933.

Mr. HANLEY. Without objection, it is so ordered.

(The above-mentioned material is as follows:)

THE POSTMAN'S POOR PAYCHECK

"Neither rain, nor sleet, nor gloom of night shall stay these carriers from their appointed rounds"—but a poor paycheck could.

The salaries paid our postal employees, the men and women whose work means so much to our daily business and family life, are a national disgrace.

A bus driver in the Nation's Capital is paid more to start than postal field service workers are paid after 9 years of work. Federal salary increases provided for these workers have not even kept pace with rises in consumer prices.

Congress most certainly will turn its attention this year to the operation of the entire postal system—its rates, speed of delivery, and mail classifications. While these are areas which must be studied carefully, the pay which we give to the more than 700,000 men and women in the postal system must also be reviewed.

A few days ago, I pointed out some of these inequities when introducing a bill, H.R. 6933, which would reclassify and raise the salaries of certain positions in the postal field service.

An immediate upgrading in pay scales is necessary if we are to maintain our postal system at a high level of proficiency. Proper pay is the cornerstone to attracting and keeping good personnel.

Congress has passed laws which provide that salaries paid Federal employees be comparable to those paid to persons doing the same work in the private sector of the economy. But the administration has hampered the implementation of these laws by using misleading comparability data which tends to support salary rates which are hardly adequate.

Nearly one in every 10 career employees in the postal service leaves each year. This is occurring at a time when mail volume is increasing enormously.

To counteract this, my bill provides an immediate upgrading by one level of pay for all employees in the postal system's first five grade levels.

We need dedicated men and women to join and stay in the postal system if we are to cultivate the on-the-job experience so vital to the operation of any business, especially one as large as the postal service.

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Perhaps the American clergyman and statesman Edward Everett described the importance of the postal system best of all. He said, "When I contemplate the extent to which the moral sentiments, the intelligence, the affections of so many millions of people—sealed up by a sacred charm within the cover of a letter, daily circulate throughout the country, I am compelled to regard the post office, next to Christianity, as the right arm of our modern civilization."

[From the Congressional Record, Mar. 9, 1967]

CONGRESSMAN HORTON SUPPORTS PAY-LEVEL INCREASE FOR ALL NONSUPERVISORY POSTAL EMPLOYEES

Mr. HORTON. Mr. Speaker, I would like to share with my colleagues in the House, a portion of "Level 5, Simple Justice; Not Pay Raise," by James H. Rademacher, editor of the Postal Record. The following appeared in this month's issue:

The duties and responsibilities of the nation's letter carriers have tremendously increased with the progress of the country. Thirty years ago our members did not have the responsibility of delivering the multitudinous checks, the expensive shipments of jewelry and other merchandise, and very few were charged with the responsibility of operating a vehicle in the performance of their duties. Times change, the country grows, the population explodes, and necessary adjustments must be made. It is time that the change be made in the determination of the status of the man who carries the mail.

This year promises to be one in which the Congress will thoroughly review many aspects of the postal service—everything from postal rates to rates of pay has been the subject of comprehensive legislation already introduced in the 90th Congress.

With this opportunity before us, and with the new and diligent chairman of the Post Office and Civil Service Committee we have in Representative Dulski,

this House must see to it that the often neglected matter of salary comparability is not again overlooked. For as long as the comparability principle has been in existence, a dispute has raged over how it should be applied. It obviously does little good to espouse the principle of comparable rates of pay for Federal and private employees having similar duties while seeking, as the administration has done, to hamper its implementation by using misleading comparability data which tends to support salary rates which are little better than those we know to be inadequate.

One occupation in the private sector comes to mind as being similar in responsibility to that of many persons in the postal service. I am speaking of passenger bus operators who draw a starting salary of $6,900 now in the District of Columbia. This is 23 percent higher than the $5,331 starting salary now in effect for postal workers. After 9 years' service, a postal clerk receives only $6,563. The case for raising the classification of postal workers, as provided for in my bill, is not weakened by the argument that the Congress yearly enacts salary increases for Federal employees. Last year's increase did not even compensate Federal employees for the rise in the Consumer Price Index over the past 12 months.

The best testimony to the urgent need for improving comparability lies in the fact that last year, in order to achieve a net gain of 89,000 postal employees, it was necessary for the Post Office Department to hire 180,000 new employees, or twice as many. Even discounting employees lost through retirement, these figures demonstrate the very high turnover rate among career postal employees. Considering that the Post Office employs upwards of 700,000 persons, a turnover rate of 9 percent yearly for career regulars and 18 percent yearly for career substitutes is extremely high.

The bill I am introducing today will improve comparability for both letter carriers and postal clerks, maintaining pay level differentials within the postal service while raising the classifications of many segments of the service.

If we are to achieve an efficient and loyal postal service, which can absorb the rapidly increasing volume of mail generated by our growing population and economy without skyrocketing costs, it is essential that we seek and keep high caliber people as postal employees. This can only be done through an honest and early reappraisal of past applications of the comparability principle. I know that my colleagues recognize the importance of such a reappraisal, and that they will join me in urging that it be begun.

Mr. HORTON. I might point out, Mr. Chairman, that in connection with the weekly column, what I have tried to do in my congressional district is acquaint the people of the congressional district, the 36th District of New York, with the problems of the postmen and the letter carriers. I think one of the difficulties that we have as Members of Congress is to make certain that the people in our community understand the dedication, the loyalty, the time, the effort and the expertise that is required of these men, these letter carriers and these postal clerks that serve us today in this very vital service to our business community and to our personal lives.

More perhaps than any other group of Americans, we as Members of Congress know the crucial role which the post office and its employees play in our society. Each day, every Member of this Committee receives countless letters and communications from those men and women he represents in the Congress. To all Representatives, mail is the lifeblood of our work. We must be the first to demand high standards of pay and performance for postal personnel, and the last to sit idly by while loyal postal workers are bypassed economically by their peers in private employment.

Mr. Chairman, you and your colleagues on this subcommittee are to be commended for holding early hearings on this crucial proposal. Knowing of your intimate familiarity with the needs of our Post Office Department and its employees, I am confident that the reclassification bills proposed this year are in good legislative hands.

I would also like to add, Mr. Chairman, that it has been my experience in dealing with the workers in the post office—and I am including the letter carriers, clerks, and supervisors—many people don't realize the expertise that these men and women have to have in order to do the job effectively and efficiently. I am sure I couldn't personally take on the obligation of being a full-time postal clerk, realizing that these men and women have to know the schemes of the entire city in order to sort mail—and it has to be done and done efficiently and effectively. They have the responsibility to make sure that a letter gets in the right box, so that it gets to the right carrier and thus to your home or your business office—I think this takes a lot of expertise. It takes loyalty. It takes dedication.

I think perhaps sometimes we overlook the fact that these postal clerks and letter carriers and others that work in the post office are perhaps the most overlooked servants of the Federal Government. They are asked always to sit by when it comes time to increase salaries.

I recall that in the 88th Congress they had to wait until the end of the Congress before they could get their pay increase, and then it wasn't adequate. In the 89th Congress there was a wage guideline, and they adhered to it. So far as I know, they are the only group of employees in the country that conscientiously adhered to that wage guideline. And these people have been loyal over many years. One of the men that I represent in the Rochester post office was talking last night to me. He had been in the service some 40 years.

What we have got to do, Mr. Chairman, is to make it attractive enough so that people will want to dedicate their lives to the postal service. I know of other men who gave up their good jobs with Eastman Kodak and others, many years ago, to go to the postal service. They did it because they thought that there was an adequate reward for them, for their service, that they could bring up their families on the money that they were going to be getting, and then more importantly—and I think this is something we have got to look to—to make sure that their families had an adequate provision for retirement. This is one of the attractions that Federal service can give to them.

So, Mr. Chairman, as I see this whole problem, the question is how are we going to attract the same type of loyal and dedicated servant that we have today? And the statistics that I have included in these other documents that you have put in the record today will show that it takes two men, really, to fill one vacancy because of the tremendous turnover.

You have a great responsibility on this subcommittee and on this great committee in the Congress, and I am certain that you recognize this problem and I know my other colleagues on the subcommittee, recognize this problem. I know you are going to do your best to make certain that we do keep this high standard for postal service that we have developed in this country.

I don't think that it is necessary for me to speak to the importance of this problem. I think we all recognize how important the postal service is. I am amazed that I can write a letter, put it in the post office, and tomorrow it will be delivered to some office or some business in a distant town. This means a lot of people along the way have got to do a great job.

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I think it is time for the Congress to recognize this and do everything they can to make attractive the work in the postal service. One of the ways to do it is by this reclassification. Another way is to increase the salaries of those who are in the postal service, and I certainly support that, which is a matter before another subcommittee of this great committee.

Mr. Chairman, again I would like to thank you and the members of the committee for giving me this opportunity to present to you my views on this very important matter that faces us here in the 90th Congress.

Mr. HANLEY. Congressman Horton, I want to commend you on your very excellent, comprehensive objective statement. I am well aware of your interest in this problem, as evidenced by my many conversations with you on the subject. I can only assume that the city of Rochester has a postal recruiting problem. Is this correct?

Mr. HORTON. There is no question about it, Mr. Chairman. I was speaking to some of them last night and, first of all, in some years past they had something like 3,000 to 4,000 people a year taking the civil service examination. Today they don't have nearly so many taking the examination. The situation is that many who take the examination take if for the purpose of using it for a lever to get more wages in the place where they are employed. I think the statistics in my area would be consistent with statistics in other areas that, first of all, there is a major problem in recruitment and, secondly, people who do take the examination and who do pass do not go on into the postal service because they can do better in other lines of employment in the private area.

I might mention parenthetically—and I think this is true in Syracuse, which is your district, and it is certainly true in mine, in Rochester—Rochester has one of the lowest unemployment rates in the entire country. It is slightly less than 1 percent. We are competing in the Rochester market—when I say "we," I am talking about the post office service—we are competing with private industry at a very high level, because of the shortage of manpower in our area. And this creates another problem, especially in the urban areas.

So that it is a very serious problem, this problem of recruiting. There are many vacancies right now in the postal service for clerks and for letter carriers.

I think also we should point out—and I know that the subcommittee knows this, but I want to point it out because I have a number of the clerks here, as we have already mentioned, from Rochester—you cannot just take a man off the streets and put him in as a clerk. He has to have at least a year of training, of specialized training before he can go on the job and really be confident that he can do the job and do the job properly. This is another problem, the problem of training a man to do this job.

Again, I share your concern about the recruitment problem.

Mr. HANLEY. I am of course somewhat aware of the industrial activity in Rochester, in view of the Xerox Corp. and Kodak, and I would look upon them as producing keen competition for the labor market.

The point that you have just made, relevant to the ability of an individual to learn the scheme, was touched on here just a week ago by the Assistant Postmaster General Murphy in his testimony, when

under questioning relevant to the personnel turnover, he pointed up the fact that the inability of a new recruit to learn the scheme accounted to a great degree for the turnover insofar as new personnel were concerned.

Mr. HORTON. Mr. Chairman, I want to add too in this connection that I am making a very strong plea for my postal clerks and my letter carriers, and others that work in the Rochester, Monroe County, 36th Congressional District. But I am also making this plea for the entire country. This postal system is a nationwide system. It is as important to get a letter out of Rochester delivered in New York City or delivered in New Orleans, Miami, Fla., or Los Angeles, as it is to deliver it in Rochester.

So my plea is not only for my people in my district but also for the entire postal service because it is a nationwide system.

We take this system for granted. When I say "we," I am talking about some Members of Congress and the average American citizen takes this service for granted. We do have some problems. The postal service has certainly grown in the past few years. Business is multiplying and expanding and increasing, and there is more and more use of the mails by business and industry and by people in our country. It is a tremendous problem to get sufficient personnel to handle the job on the day-to-day basis and when they don't have sufficient personnel, we have what happened last October. Those kinds of things can't happen in America. Yet they can if we don't do something about keeping these loyal servants.

The postal service is not just the brick buildings. It is not the airplanes and the trains that carry the mail. It is the people. And that is what I am concerned about, as I know you are and the other members of this subcommittee are concerned.

Mr. HANLEY. Thank you, Congressman Horton. At this point I would like to refer to the senior member of the committee, the gentleman from Nebraska, Mr. Cunningham.

Mr. CUNNINGHAM. Mr. Chairman, I join with you in commending our colleague from New York for an excellent statement and an excellent understanding of what this problem is all about.

You talk about comparability which this committee wrote into the law a few years ago. This has never been achieved. Passage of this legislation will achieve comparability, but we can't stop there. As I said yesterday in a speech before the rally of the postal clerks down at the Statler Hotel, if we pass this legislation then we are going to reach true comparability with private industry at this time. We will never get it unless we do pass the legislation under discussion.

Mr. HORTON. Mr. Chairman, I would like to commend the gentleman from Nebraska, who the entire time that he has been in Congress has been a great champion of the postal service. I know that he has great concern for this problem. I know of his efforts. I know personally of his efforts and his constituency can be very proud of the work that he has done in this field. He has labored really hard trying to get comparability. I know that his efforts for getting comparability are going to be rewarded in this 90th Congress. He has got a lot of support, I can tell him that.

Mr. CUNNINGHAM. I appreciate what the gentleman said. I believe I said to the Civil Service people and the Post Office Department people, who were up here testifying in opposition, that they seem to

make the point that we are only seeking comparability. True, we are seeking comparability, and we will achieve it for this year if we pass H.R. 7 or a companion bill. But that is just for this year. Then we are going to have to do more next year and each year thereafter. But that is only half the reason, in my opinion, why this legislation is necessary.

The other is that the departments downtown have never given any study to the changing duties and the expertise and the sophisticated job they have today as compared to years past. The complicated machinery now used is an example. In other words, the postal employees are not treated like the classified people. Once they get in level 4, they are stuck there. Now their duties have largely been changed so far as the operation of the postal service is concerned—more automation, more sophistication, more expertise is needed, and so forth. For that reason, not comparability alone—I feel that this bill is a must. I am certainly hopeful that it will be enacted into law, and I am sure that this committee is going to do everything it can to see that that is done.

As I mentioned yesterday in the talk I made—you mentioned about the busdriver—the garbage collector in New York City makes more money than the level 4 postal employee. So this is certainly deserving and I know through the leadership of our fine chairman and the other members of this committee we are going to get this thing out. What happens after that, I don't know.

Mr. HORTON. Mr. Chairman, I would like to comment on this matter of the busdriver. The way that came about was this. In the early part of this year, right after the 90th Congress got underway, I was discussing in my office on a particular afternoon this whole problem of comparability and the problem of the pay for the postal clerks and the letter carriers. I had just been studying the charts and the figures and the amounts, and so forth, and I was driving back in sort of a snowstorm toward my home where I live in Maryland, just outside the District. I had to stop behind a bus and follow a bus, and right on the back of that bus was this advertisement that they are looking for busdrivers and all you have to do is apply, $6,900. That $6,900 struck me right between the eyes, because I had just been studying about these letter carriers and the postal clerks who were not making that amount, and they had been in the service over 9 years.

Mr. CUNNINGHAM. Sir, $6,900 plus liberal fringe benefits.

Mr. HORTON. That is correct, and they don't get that in the postal service. Again I want to emphasize how important it is for us to get the caliber of person that can do this job, who will have the loyalty and will give the kind of dedication that we have come to expect from the postal service.

We are losing a lot of these people because they are retiring and if we don't provide for people to come in to take their place who have this same kind of dedication and who will be willing to make the sacrifice of Government service—and that is a sacrifice for their families and their community, and for them to make this sacrifice that means we have got to pay them a fair comparable wage—if we cannot get those kinds of people, the service is going to be degraded and when that happens the people are going to be on our necks about the service.

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

Mr. HANLEY. Thank you, Mr. Cunningham.

The gentleman from Idaho, Mr. McClure.

Mr. MCCLURE. Thank you, Mr. Chairman.

Mr. Horton, you have made a very good case for the comparison between the postal employee and private employment in your own locality. You spoke briefly about the fact that this is a national service. We have heard some comments in testimony before the committee concerning the area differential as a possibility for solving some of the problems in areas where there is a severe imbalance being felt by some of the witnesses that in other areas the comparability was not the same kind of a problem that it is perhaps in some of the urban areas. Do you have any comment on that point, sir?

Mr. HORTON. I certainly recognize the fact, for example, that in Rochester, N.Y., it costs more to hire someone for a given job than it does, for example, in some rural community, because the standard of living is not so high, the food prices are not so much, the inflation hasn't hit quite so hard. So I think it would be appropriate to make a study of this and perhaps come up with some type of approach where those who are in this tight labor market could have some additional benefits which could be of assistance to them in seeking employment in that particular area.

So I would not object to that, but I think it would have to be carefully worked out so that it would not create an imbalance insofar as the entire service is concerned.

Mr. MCCLURE. You also mentioned—and I think I recall Mr. Cunningham mentioning the fact that if H.R. 7 or comparable legislation is passed, that we will achieve comparability. Do you view this as a correct statement, that this kind of a bill will achieve the thing that this committee should be concerned with in this Congress?

Mr. HORTON. I think H.R. 7 does not go as far as my bill does. My bill has the H.R. 7 provisions. I think that only goes to level 5. My bill goes farther than that, and it does take in the level 6 and other levels. I think that my bill will more adequately—and I am not criticizing H.R. 7, for I think H.R. 7 should be the basis on which this program should be built, but I think we need to do more, and H.R. 6933 and H.R. 9674 do cover these other classifications. So I would hope that that would be built into it.

But with that built into it, I would say that that would be a very important step toward comparability. I do not mean to say by that that after 1967 we should go off and forget the postal employees. Because I think in 1968, in 1969, and in 1970 we should study it in connection with what the problems are at that time. But I think it would be a step in the right direction in 1967.

I did also mention to the subcommittee in my testimony that I felt that we should not only go about this reclassification, but that we should also increase salaries. That is the subject for another subcommittee of this important committee, but I think those two ought to go hand in hand in the 90th Congress—reclassification, as I have set it out in my bill, and also pay increases.

Mr. MCCLURE. So you don't think either one of them by itself would be an adequate answer?

Mr. HORTON. I do not. I certainly do not.

Mr. MCCLURE. That is all. Thank you, Mr. Chairman.

Mr. HANLEY. Thank you, Mr. McClure.

Congressman Horton, again our deep appreciation for your appearance here this morning. I personally look upon you as one of the most interested Members of Conrgess in the U.S. postal service. Again I think it is especially laudatory that it was you who was most persistent in your efforts to secure hearings on this legislation. In view of the fact that there have been about 170 Members who have seen fit to introduce similar legislation, you are the No. 1 to appear before this committee. Your persistent efforts, I think, should meet with the gratitude of all who are concerned with this legislation. Again our deep gratitude for your appearance and certainly the testimony that you have allowed this committee is going to be most valuable in its serious deliberation of the legislation involved.

Mr. HORTON. I thank you, Mr. Chairman.

Mr. HANLEY. Thank you.

Our next witness this morning will be Mr. Harold McAvoy, president of the National Association of Post Office and Postal Transportation Service, Mail Handlers, Watchmen and Messengers.

Mr. McAVOY. Thank you, Mr. Chairman.

Mr. HANLEY. Mr. McAvoy, it is a pleasure to welcome you and your associates to this subcommittee hearing.

STATEMENT OF HAROLD McAVOY, PRESIDENT, NATIONAL ASSOCIATION OF POST OFFICE AND POSTAL TRANSPORTATION SERVICE, MAIL HANDLERS, WATCHMEN, AND MESSENGERS

Mr. McAVOY. I would like to say, Mr. Chairman, that I am suffering from a case of laryngitis. I will carry on as far as I can and then Mr. Andrew Carniato, chairman of our executive board, will pick it up.

Mr. HANLEY. It is a pleasure to have Mr. Carniato appear at this hearing.

Mr. McAVOY. Mr. Chairman and members of this subcommittee, for the record my name is Harold McAvoy, I am national president of the above-named organization. We are part of the American Federation of Labor, Congress of Industrial Organizations, and Government Employe's Council. Our national offices are located at 501 13th Street NW., Washington, D.C.

At this time, I would like to say thank you for the privilege of appearing before you.

In order to conserve time, I would like to stress the need for early favorable action on a decent pay increase in line with true comparability, as it pertains to our job assignments in the postal service with workers in outside industry.

As outlined in the Federal Reform Act of 1962, I would like to quote:

(*a*) There shall be equal pay for substantially equal work and pay distinction shall be maintained in keeping with work performance distictions; and

(*b*) Federal salary rates shall be comparable with private enterprise salary rates for the same levels of work.

It has been stated many times, that it is hard to compare job assignments in the postal service with jobs in outside industry. This may apply to other postal employees, but I honestly don't believe the statement can apply to employees in the mail handler craft, the craft that our national organization has won exclusive rights through a national election, to represent.

In line with the comparability feature of the Federal Reform Act of 1962, I would like to make one or two comparisons, between our job assignments in the postal service, and employees in outside industry, longshoremen, checkers, and teamsters, employees in the Department of Sanitation, New York City, the city I come from, as an illustration.

The teamsters and longshoremen are close to the $4-an-hour mark. The checkers, in transportation, are at the $4 mark. The department of sanitation employees are being paid over $7,000 per year. The teamsters load and unload, plus drive. The checkers verify the load. The longshoremen just load and unload and the employees in the sanitation department just empty garbage cans. That is not taking any credit away from their jobs. I'm just trying to point this out. The above employees don't have to qualify through a civil service examination, before being assigned, as our people must do for mail handler craft assignments in the postal service.

The Civil Service Commission, at the request of our organization, made the mail handler's examination more in line with our position because of the many additional duties given to us by the Department, other than those of our job description. The examination takes 2½ hours; it consists of sorting, general knowledge, and following directions—and gross dexterity.

With your permission, Mr. Chairman, I would like to have this put in the record. This is the latest for New York State. It just closed out last month. It brings in everything pertaining to our jobs, plus additions. It takes 2½ hours for this examination, and we do have a separation code involved.

Mr. HANLEY. Without objection, it is so ordered.

Mr. MCAVOY. Thank you, Mr. Chairman.

(The above-mentioned document follows:)

EXAMINATION FOR SUBSTITUTE MAIL HANDLER

RESIDENCE AND CERTIFICATION

There is no residence requirement for employment at these post offices. However, certification to fill vacancies will be made first of the highest available eligibles on the register who actually reside within the City of New York (five boroughs) or who are bona fide patrons of post offices in that area. Persons employed by post offices in that area are considered to be bona fide patrons. Non-local eligibles will be certified only in the absence of sufficient local eligibles.

WRITTEN TEST

You will be rated on a test of ability to follow oral directions, and gross dexterity; and a test of understanding of word meanings, and ability to remember names and locations as needed for simple sorting. You must pass the test of ability to follow oral directions and gross dexterity, as well as the combination of both tests. You should expect to spend about 2½ hours in the examination room. Sample test questions will be mailed with your admission card.

TIME AND PLACE OF EXAMINATION

You will be notified of the exact time and place to report for the test.

FINGERPRINTS

Fingerprints will be taken at time of examination and again at time of appointment.

STRENGTH TEST

Applicants will be given a strength test at time of appointment which will consist of shouldering and carrying a mail sack and contents weighing 80 pounds. Those who fail to pass the strength test will not be eligible for appointment.

EMPLOYMENT OPPORTUNITIES

From the lists of eligibles in this examination, certification will be made to fill vacancies in substitute positions and occasionally in regular positions unless it is in the interest of the service to fill any vacancy from within the service or by appointment of former Federal employees.

NATURE OF APPOINTMENT

Initially, career appointments are made to substitute positions and advancement is made to regular positions according to seniority of appointment. Substitutes are required to be available for duty on short notice. Whenever ordered to report for duty they must be employed for not less than two hours.

Temporary appointments.—Temporary substitutes may be appointed for either an indefinite or a limited period. Acceptance of a temporary substitute appointment does not prevent consideration in regular order for a career substitute appointment.

Career appointments become permanent after employees have satisfactorily completed a probationary period of 1 year after career appointment. Persons who are 70 or over on the day they enter on duty will be given temporary appointments for not to exceed one year. Such temporary appointments may be renewed. Persons receiving temporary appointments will not thereby acquire a competitive civil service status.

PAY

"Substitute" employees are paid on an hourly basis and "Regular" employees are paid on an annual basis.

Night work.—Employees who are required to perform night work are paid extra for such work at the rate of 10 percent of their hourly basic pay per hour. For this purpose, night work is defined as any work done between the hours of 6 p.m. and 6 a.m.

Overtime.—Regular employees who are employed in excess of 8 hours a day are paid for such overtime service at the rate of time and one-half. Substitute employees will be paid overtime for all hours actually worked in excess of 40 hours a week.

Basic salaries of career appointees are subject to a retirement deduction of 6½ percent.

DUTIES

Loads, unloads, and moves bulk mail, and performs duties incidental to the movement and processing of mails. Duties may include inspecting, arranging and labeling empty sacks; facing letter mail, canceling stamps on parcel post; operating canceling machines, and performing other miscellaneous duties. Male and female employees will be required to perform the same duties.

PHYSICAL REQUIREMENTS

Applicants must be physically able to perform efficiently the duties of the position which are described elsewhere in this announcement. Good distant vision in one eye and ability to read without strain printed material the size of typewritten characters are required, glasses permitted. Ability to hear the conversational voice, with or without a hearing aid, is required. Persons with an amputation of arm, hand, leg or foot should not apply. Any physical condition which would cause the applicant to be a hazard to himself or to others will disqualify for appointment.

Applicants will be disqualified for appointment if they have an irremediable or incurable defect or disease which prevents efficient performance of duty or which renders them a hazard to themselves, fellow employees, or others. Remediable defects or curable diseases will not exclude a person from examination, but proof that such conditions have been remedied or cured must be received during the life of the eligible register before persons otherwise qualified may be considered for appointment.

Waiver.—Certain physical requirements stated above are waived for applicants entitled to veteran preference provided such applicants are physically able to discharge efficiently the duties of the position without any undue hazard to themselves, fellow employees or others. These requirements may also be waived for non-veterans who are presently or who have been employed in the position covered by this examination, and who have demonstrated their abilities to discharge efficiently the full duties of the position without undue hazard to themselves, fellow employees, or others.

Eligibles certified to the appointing officer will be required to pass a physical examination before appointment. Persons who are offered appointment must pay their own expenses in reporting for duty. If upon reporting at the place of assignment they are found ineligible because of physical defects, they cannot be appointed and no part of their expenses in returning home can be paid by the Government.

VETERAN PREFERENCE

Preference benefits based upon honorable separation from the armed forces are given under certain conditions in competitive examination for original appointment.

1. Five points are added to the earned rating of the applicant who makes a passing grade and who establishes claim to preference based on his or her own active service in the Armed Forces of the United States during any war, or during the period from April 28, 1952, through July 1, 1955, or in any creditable campaign or expedition. (The official dates of World War I and II are respectively from April 6, 1917 to July 2, 1921, and from December 7, 1941 to April 28, 1952.)

2. Ten points are added to the earned rating of the applicant who makes a passing grade and who establishes claim to preference as: (a) a disabled veteran (or a veteran who has been awarded the Purple Heart); (b) the wife of a disabled veteran who is disqualified for appointment because of his service-connected disability; (c) the widow (who has not remarried) of a deceased ex-service man who served in the armed forces of the United States on active duty during any war or in any creditable campaign or expedition; or (d) the mother of certain deceased or disabled ex-service sons or daughters, when the mother is widowed, divorced, or separated, or when her husband is permanently and totally disabled.

Applicants who wish to claim veteran preference should be prepared to furnish documentary proof of honorable separation from the armed forces if and when it is requested. Failure to submit such evidence may result in loss of opportunity for appointment.

AGE

Applicants must have reached their 18th birthday on the closing date for acceptance of applications. This does not apply to persons entitled to veteran preference. There is no maximum age limit.

CITIZENSHIP

Applicants must be citizens of or owe permanent allegiance to the United States.

REGISTERS

The Substitute Mail Handler register established under Announcement No. NY 101–6(63) will be terminated upon the establishment of the register resulting from this announcement.

Persons who attained eligibility on the Substitute Mail Handler register under Announcement No. NY 101–6(63) who are still interested in employment, should apply for the new examination.

Mr. McAvoy. A sample of the most recent examination is attached to my brief, which you have before you. This high-level examination was also requested of the Commission, because 90 percent of our mail handlers are high school graduates or have received some high school education.

Over the years, promotional opportunities have been rather few and far between. If a mail handler passed the clerk-carrier examination, his promotion would cost him all the seniority he had acquired as a mail handler. He would be required to start a new period of seniority and, last, but not least, he would be compelled to take the most un-

desirable tour. Because of this, most mail handlers remain mail handlers throughout their postal careers. The turnover of male employees in our craft is out of proportion. Female employees are being hired, because our male citizens have no desire for this position.

Our organization is seeking promotional opportunities within our ranks. Promotion group leader, level 4, has been given to us by the Department, and we are seeking level 5 promotions.

Gentlemen, I must say that Postmaster General Lawrence F. O'Brien, Assistant Postmaster General Richard Murphy and his staff are doing their utmost toward promotional opportunities for our people.

It is felt these promotions, if acquired, will give an incentive to the mail handlers which is lacking at present, and lift the morale of the mail handlers now at a low ebb.

For your information and guidance, I would like to present our job description, as spelled out in Public Law 68:

DUTIES OF MAIL HANDLER, LEVEL NO. 3, POSITION 8, PUBLIC LAW 68

Basic function.—Loads, unloads, and moves bulk mail, and performs other duties incidental to the movement and processing of mail.

DUTIES AND RESPONSIBILITIES

(*a*) Unloads mail received by trucks. Separates all mail received by trucks and conveyors for subsequent dispatch to other conveying units, and separates and delivers working mails for delivery to distribution areas.

(*b*) Places empty sacks and pouches on racks, labels them where labels are prearranged or racks are plainly marked, dumps mail from sacks, cuts ties, faces letter mail, carries mail to distributors for processing, places processed mail into sacks, removes filled sacks and pouches from racks, closes and locks same. Picks up sacks, pouches, and outside pieces, separates outgoing bulk mail for dispatch and loads mail onto trucks.

(*c*) Handles and sacks empty equipment inspects empty equipment for mail content, restrings sacks.

(*d*) Cancels stamps on parcel post, operates canceling machines, carries mail from canceling machine to distribution cases.

(*e*) Assists in supply and slip rooms and operates addressograph, mimeograph, and similar machines.

(*f*) In addition, may perform any of the following duties:

(1) Acts as armed guard for valuable registry shipments and as watchman and guard around post office building.

(2) Makes occasional simple distribution of parcel post mail requiring no scheme knowledge.

(3) Operates electric forklift trucks.

(4) Rewraps soiled or broken parcels.

Organization relationships.—Reports to a foreman or other designated supervisor.

In concluding our duties, I would like to add that our people separate the mail and, where the post office scheme is needed, we place the mail before the clerk. When the clerk has completed his work through his knowledge of the post office scheme, our people again take over the mail and follow through right into the motor vehicle truck.

At our last three national conventions, we went on record to ask Congress to consider the elevation of our people in pay level 3 to pay level 4; our people in pay level 4 to pay level 5. This resolution is our No. 1 mandate—and our people would be grateful if you, the members of this committee, would accept this mandate which would elevate our mail handlers one pay level, which in our opinion is our proper place in the post office pay schedule. Same would solve our pay problem.

I would like to point out at this time—after reading to you our job assignments on the work floor—that the vast majority of our people must keep moving the mail in bulk. The weight of a mail-filled bag is 80 pounds. The majority of our people must work outdoors on transportation platforms and docks. They perform their 8-hour job assignments in all kinds of weather: rain, snow, and sometimes below-zero weather in many States.

Previous witnesses have stated that the proposed pay increase is inadequate.

I would like to point out that the previous postal representatives who testified are one pay level above our people—the clerk and letter carrier are in pay level 4. Our people are in pay level 3. Ninety percent of the 40,000 employees in the mail handler craft work in our large cities. It has been pointed out, to live, for instance, in Seattle, Wash., plus many cities, that one needs a salary of $6,900 or more for a family of four. Our starting salary is $4,919 and after 22 years we reach our maximum salary of $6,745. Just how long will the Post Office Department be able to hire male employees for our mail handler craft? Quite a question.

Ninety percent of our 40,000 employees in our mail handler craft work in our large cities; and in the past several years I have been informed that females are being assigned to our job assignments, in our mail handler craft.

I ask you, Mr. Chairman, to visualize "women" lifting and moving 80 pounds of bulk mail for 8 hours, day in and day out.

In the old days the question was, What is the turnover in your mail handler craft? There is no answer to this question, as it would pertain to male mail handlers. The present answer is—the Civil Service Commission—"We can and will assign our female mail handlers to all job assignments that are open in our mail handler craft."

In closing out this question, I hope you will agree with your writer, that women were not created to move bulk mail, 80 pounds, day in and day out.

The Bureau of Labor Statistics answered a question recently pertaining to "comparability." How do you make your comparisons? The Bureau answered, "We do not use the title of the employee—we compare the work he does." I am in full accord with this procedure as it is the only way to come up with true "comparability."

Along the pay legislation path, over the years, I have heard that percentage pay increases are the only way to adjust pay schedules. If this is true, I would like to point out that at this time, pay level 3 mail handlers are $522 behind our pay level 4 people. If the administration's pay proposal was enacted into law, the present spread of $522 would still increase. It amazes our people when we hear about the small salary increase proposed for us, and yet we share the same cost-of-living problems as these employees who are being paid higher level salaries.

Our people are not seeking membership in a golf club or striving to buy the latest sports car. All we are trying to do, in our request for a decent pay increase, is to be able to continue to educate our children in the American way, plus place proper food on our tables and be able to buy a pair of shoes for our children when needed. We too would appreciate being adopted into this so-called better life for everyone instead of having to hold down our two jobs.

In closing this statement, Mr. Chairman and members of your committee, our national organization would like to go on record for H.R. 7, introduced by Congressman Olsen and H.R. 433, introduced by Congressman Cunningham, in the last three sessions of Congress, and pay bills of similar nature. I may bring out, Mr. Chairman, that the good Congressman from Nebraska, this is his third attempt to bring our people up one level, and we are eternally grateful to the distinguished Congressman.

I ask you, Mr. Chairman and members of your committee, to take under consideration that our mail handler craft employees will be the craft to move today's mail, whereas same can be delivered tomorrow in any part of the country.

The day of the railroads moving the mail is fast fading from the postal picture. The airlines will be the mover of mails in line with the present automation setup.

It is the sincere hope of our people that you and the commmittee members will place our mail handler craft employees in their proper place in the new pay schedule of the postal service.

Thank you, Mr. Chairman, for the privilege of appearing before you and being allowed to give you the thinking of our national organization.

Mr. HANLEY. Mr. McAvoy, in behalf of the committee, I want to express our gratitude for your very fine statement. It certainly is a comprehensive one and you certainly point out many inequities.

May I ask, does your association take a position with respect to the law that was enacted in 1955?

Mr. MCAVOY. Yes, sir.

Mr. HANLEY. What was its position?

Mr. MCAVOY. We were definitely in favor of it, Mr. Chairman, because it was the first breakthrough for our people. We were recognized and were definitely placed on pay and our job was written out in the law for the first time.

Mr. HANLEY. So you would have analyzed that as a step in the right direction?

Mr. MCAVOY. It was a great step in the right direction because it pinpointed the job of our people.

Mr. HANLEY. Approximately how large is your membership, Mr. McAvoy?

Mr. MCAVOY. Right now I would say about 32,000.

Mr. HANLEY. 32,000.

Mr. MCAVOY. Yes.

Mr. HANLEY. Are you aware of situations around the country where the postmaster, because of an inadequate list with respect to mail handlers, just provides open employment, open recruitment, for people in this category?

Mr. MCAVOY. Yes; in many places, including your great city, Congressman. We have seen postmasters bypass the registers. They called it a temporary situation. I was never able to define the word "temporary" because this temporary situation goes for 90 days and continues, then another temporary situation arises and they are hired again. It could go on up to a year or more. And if he is hired, he stays on only until he gets enough money to pay his bills and then he just walks out. But in the meantime it hurts us because we have no examination. We do establish a register and it is just simply ignored.

Mr. HANLEY. So you would say, then, there are many instances where the postmaster is unable to comply with the regulation and will recruit on the open market?

Mr. MCAVOY. That's right. Especially as I pointed out in my testimony, the open market to us doesn't make sense because every one of our big cities, for instance, in New York, I would say—how many?

Mr. CARNIATO. About 4,000.

Mr. MCAVOY. About 4,000 are women. In my opinion, this great backlog in Chicago, we have close to 2,000 women moving the mail there. And, to me, if anybody asked me the reason for the slowdown and knocking it out of schedule, was the fact that they had the 2,000 women. I'm not saying I have anything against women. I believe everybody should get a job, and try to meet the responsibility of homelife, but good God! I say no woman was built or born to move 80 pounds of mail out of a railroad car or down on the docks. I don't believe in it.

Mr. HANLEY. Not unless she was especially fond of Wheaties.

Mr. MCAVOY. Or an Amazon.

Mr. HANLEY. Are all of the duties described in the position description included in your testimony performed by mail handlers?

Mr. MCAVOY. That's right. Yes, sir. That is Public Law 68.

Mr. HANLEY. So this is the appropriate title, regardless of the duties?

Mr. MCAVOY. That's right.

Mr. HANLEY. I see. You mentioned Congressman Cunningham, and I too can attest to his deep interest in the problems of your people as evidence by his introduction of H.R. 433 and his efforts in the past Congresses in your behalf.

With that, it is a pleasure to call upon the senior member of the committee, the gentleman from Nebraska, Mr. Cunningham.

Mr. MCAVOY. I would like to just say, Mr. Chairman, I concur with the Congressman from the city of Rochester, Congressman Horton, when he called Mr. Cunningham a champion. He is up there. He measures.

Mr. HANLEY. Mr. Cunningham.

Mr. MCAVOY. Thank you.

Mr. CUNNINGHAM. Thank you, Mr. Chairman. I think our dedicated postal employees are real champions to put up with the situatiou which faces them, frankly. I might say that I have known Mr. McAvoy for many years, and he is a very sincere, dedicated man, highly respected by his membership, and is doing for them an extremely competent job.

It is true that I have personally familiarized myself with the work that the mail handlers do. I think that some people feel that all they do is throw sacks around. But, as you can see from his testimony, they do much more than that. So in the last 3 or 4 years I have made an attempt, without success, of bringing them up from level 3 to level 4, but I am very hopeful that if this bill is passed we will have finally achieved a long sought after goal.

So, with that in mind, according to the mandate of your convention, you say that you want to take your level 3's to 4's and the level 4's to 5's.

Mr. MCAVOY. Yes.

Mr. CUNNINGHAM. How many of your membership are in level 3 as compared with level 4?

Mr. McAvoy. I would say 95 percent, and the other 5 percent would be group leaders. You see, they are working mail handlers assigned. They are level 4.

Mr. Cunningham. That is what I thought was the case, that the great majority, 95 or 98 percent or better are in level 3.

Mr. McAvoy. That's right.

Mr. Cunningham. Mr. McAvoy, you mentioned in your statement on page 3 that the Post Office Department is doing its utmost toward promotional opportunities for your people. What are your opportunities for advancement? Are you more or less frozen in your level 3 as the carriers and the clerks are more or less frozen in level 4? When you take that job, is there not in fact very little opportunity to break out of that chain?

Mr. McAvoy. I'd like to point out that Lawrence O'Brien addressed our executive board recently. We had him in and the distinguished chairman came down, as you did, to address our salary rally, and he brought out the fact—and I want to quote the Postmaster General—he wants today's mail delivered tomorrow.

Now, realizing and being realistic in the sensible approach to that question, we know a train can't leave Portland, Oreg., even if it had wings and deliver that mail to the east coast. So we must definitely realize that the railroads aren't steady in moving the mail. So we turn to the airlines. Airlines, in my opinion, are taking over 80 or 90 percent of the mail. We definitely form a new line of positions and, in our job assignment, we do work the transportation and the sectional centers. Now, the sectional centers will bypass the big city. In this you have to create responsible positions, and Lawrence O'Brien has promised us that within the mail handler craft, due to the fact that the additional responsibility and bypassing the big cities and the airlines taking over the mail, he would definitely strive to the best of his ability to give us additional responsible jobs.

Mr. Cunningham. I think that is commendable. But up to this point, your people are in level 3?

Mr. McAvoy. That's right.

Mr. Cunningham. It is almost impossible to break out of those chains now, isn't it?

Mr. McAvoy. That's right.

Mr. Cunningham. That is all I have, Mr. Chairman, except to again compliment the leadership of the mail handlers and their good president, and we hope that we will be successful in relieving you of some of your burdens.

Mr. McAvoy. Thank you, Mr. Cunningham. We are very grateful for all the hard work you put in over the past couple of years, not only for our people but for every man in the postal service.

Mr. Hanley. Thank you, Mr. Cunningham.

The gentleman from California, Mr. Wilson.

Mr. Wilson. I have no questions, Mr. Chairman.

Mr. Hanley. The gentleman from Idaho, Mr. McClure.

Mr. McClure. Thank you, Mr. Chairman.

I am concerned about the statement that is contained on page 2 of your testimony concerning the lack of incentive perhaps, at the bottom of the page, to take the clerk-carrier examination and to move into that step. I think later on in your testimony you mentioned the fact that there is a $522 pay differential between the two levels.

Mr. McAvoy. That's right.

Mr. McClure. That would depend upon the relative steps in the two levels, and I would assume that many of these people who are moving from one job classification to the other would at a higher step in level 3 and move to a lower step in level 4. Is that correct?

Mr. McAvoy. Congressman, we are mail handlers, the next step would be clerk carrier. Now, we have qualified through an examination and so forth. But the minute we move over to a clerk or carrier position we start a new period of seniority.

For instance, we are compelled to work 5 years of nightwork. We would like to consider it a promotion because of the money that we will get eventually. But, my God, it's an awful sacrifice even to take that promotion.

Mr. McClure. The point I was trying to make is that if, as a matter of practice, the pay differential between the two positions at the time the change was made would not be as much as that $522.

Mr. McAvoy. No. That is the ultimate end. I went right down the 12 steps.

Mr. McClure. So, actually, the pay differential between the two pay positions at the time the change would be made would be very slight?

Mr. McAvoy. That's right.

Mr. McClure. And one of the reasons why there is very little effort on the part of many of your people to change into the clerk carrier classification?

Mr. McAvoy. That's true. As I say, there is a new period of seniority, plus 5 years of solid nightwork.

Mr. McClure. Would you see any possibility of changing that relationship in an effort to give more promotional opportunities to your people?

Mr. McAvoy. Well, I understand the Department, through Executive Order 10988, is going to start to renegotiate sometime in early September, and are going to strive to have that part of the negotiations. It has got to have a breakthrough some place. We have no incentive. We would like to feel we are moving up the ladder, the increase in pay will be a tremendous help to our families. But we must start a new period of seniority. The average mail handler who strives to promote himself is 10 years or more in service, he will lose all his 10 years when he moves over. It's really a heartache.

Mr. McClure. Is there some way you feel that this can be solved? Do you have any real substantial hopes that it will be solved?

Mr. McAvoy. I intend to take it up on the bargaining table, and if not, I am coming back to Congress and try to have it eliminated.

Mr. McClure. What do you specifically have in mind?

Mr. McAvoy. You can spell out a certain period of years—for instance, once a man has made 5 years of good service, that he be allowed this opportunity and he could move along in the sense with his 5 years of seniority. This would be an incentive in my opinion, to go ahead.

Mr. McClure. In other words, he would move from the mail handler's classification to clerk carrier's classification for the same number of years?

Mr. McAvoy. That's right. On the other hand, there are lots of clerks who just don't make that scheme, and they are demoted.

I wouldn't deprive them of coming back to our craft and yet retain their seniority. It would be a two-way street.

Mr. McCLURE. On page 4 of the statement, in the second full paragraph, you're talking about the changes in pay levels from 3 to 4 and from 4 to 5, and you terminate that paragraph by saying that these changes would solve your pay problem. This is one of the dilemmas that faces me at least, the relationship between pay increase and level change, and certainly the implication in this statement here is that if you could achieve the level change that your pay problem would be solved for the time being at least.

Mr. McAVOY. Well, I feel that they go hand in hand. If you talk about elevation, you talk about pay in the same breath, and if we can take our 3's to 4's and the small minority of 4's to 5's, I think it would eliminate a lot of our people who are holding down two jobs.

Mr. McCLURE. Thank you. That is all the questions I have, Mr. Chairman.

Mr. HANLEY. Thank you, Mr. McClure.

Mr. McAvoy, could you provide this committee with the national average turnover relevant to your craft?

Mr. McAVOY. I would be very happy to, Mr. Chairman.

Mr. HANLEY. Fine.

Mr. Wilson, do you have any questions?

Mr. WILSON. No questions. Thank you, Mr. Chairman.

Mr. HANLEY. With that, again we want to express our appreciation for your fine testimony this morning, Mr. McAvoy. As the subcommittee members pointed out, we are very much concerned with the status of those in your category. Hopefully, we will be in a position to improve upon the situation which now exists, and your testimony has certainly been a contribution to the deliberations of this committee. Thank you.

Mr. McAVOY. Thank you, Mr. Chairman. I just want to say in closing that there are people in Syracuse who will be very happy to know what a fine reception you gave us. Thank you.

Mr. HANLEY. Thank you, Mr. McAvoy.

Our next witness this morning will be Mr. Michael J. Cullen, president of the National Association of Special Delivery Messengers.

Mr. Cullen, it is a pleasure to welcome you and your associates to this subcommittee here this morning.

Mr. CULLEN. Thank you, Mr. Chairman. Actually, my statement was prepared for delivery on May 11 and at that time I didn't have the pleasure of the company of these gentlemen. Mr. John K. Dunning is our secretary-treasurer and Mr. John J. Ayers is our first vice president. They were not in Washington on the 11th. That is why this statement doesn't indicate that they were going to be here.

Mr. HANLEY. I appreciate your problem, and actually, it was the inability of the committee to schedule you according to the previous date. We regret the inconvenience that we have caused you.

Mr. CULLEN. They say it's an ill wind that blows no good, so actually by testifying today I have the opportunity of having not only these gentlemen but several other members of my organization present. So we appreciate the delay.

Mr. HANLEY. It is a pleasure to have your associates here this morning also, and we certainly welcome them to this subcommittee.

Mr. CULLEN. Thank you, Mr. Chairman.

STATEMENT OF MICHAEL J. CULLEN, PRESIDENT, NATIONAL ASSOCIATION OF SPECIAL DELIVERY MESSENGERS, AFL–CIO; ACCOMPANIED BY JOHN K. DUNNING, SECRETARY-TREASURER, AND JOHN J. AYERS, FIRST VICE PRESIDENT

Mr. CULLEN. Mr. Chairman and members of the subcommittee, my name is Michael J. Cullen. I am president of the National Association of Special Delivery Messengers, AFL–CIO. I am accompanied by Mr. John Dunning, secretary-treasurer, and Mr. John Ayers, first vice president. We hold exclusive recognition with the Post Office Department for the special delivery messengers throughout the country.

We appreciate the opportunity to appear before the subcommittee to express our views on H.R. 7, H.R. 4897, and the host of related bills. We would also like to commend you, Mr. Hanley, and the members of this subcommittee for scheduling these hearings and for the interest that has been demonstrated for the plight of the postal employees.

We support the broad principles of H.R. 7, yet recommend that this committee favorably consider some of the desirable features of H.R. 4897. Although it doesn't affect our members because they are all in level 4, we believe that, in all justice, reclassification should be extended to employees in levels above level 4 as provided in H.R. 4897. We also feel that the saved rate provision of this legislation is warranted to guarantee equal justice to the senior employees currently in steps 11 and 12.

You will note that our statement is extremely brief. We feel that the statements submitted by the other rank and file employees adequately presented the case for an upgrading of the positions of the postal field service and therefore we didn't feel it was necessary to repeat it in our testimony. We do feel that it might be helpful to the subcommittee if we acquainted you with the position of special delivery messenger in its relationship to the other crafts, and this is what we have tried to do in our statement.

The special delivery messengers are classified in PFS–4 under key position 11. This is the same key position which takes in the position of letter carrier. However, authorization for our position is limited to offices of the first class and over 90 percent of these positions are concentrated in the 662 offices with 100 or more employees.

For a number of years, our members have been unhappy with the evaluation of our position at level 4. Special delivery messengers have to operate a motor vehicle in the performance of their duties. Since most post offices maintain a centralized special delivery operation, the special delivery messengers work out a central point, generally the main post office. They must drive through heavy traffic and travel to the outlying areas of the city. They are required to have an expert knowledge of the different sections of the city, the locations of the different streets and the particular house numbers in order to make expeditious deliveries within prescribed time limits.

In general, the special delivery service is maintained from 7 a.m. to 11 p.m. However, the individual postmasters have the discretion of extending service from 6 a.m. to 12 midnight, if in their judgment local conditions so warrant. Special delivery mail is delivered every

day of the year, including Saturdays, Sundays and holidays. The volume of mail on some of these holidays, for example, on Easter Sunday, Mother's Day, Thanksgiving, and Christmas Day, is such that the majority of the special delivery messengers must work to see that proper service is provided. We are not complaining about this requirement. We merely wish to point out that many of our members are often deprived of the opportunity to spend these certain family days with their families.

In addition to their regular duties, our members are the trouble-shooters for many post offices. If the volume of mail is light, they are employed at other duties, generally clerical or carrier duties. If a relay is overlooked, a key broken by a letter carrier, a fire reported in a mail box, the special delivery messenger is generally called on to assist the local postal official with his problem.

In this regard, I would like to read a part of a letter which was submitted by one of my members some time ago. He states:

> I have more experience in a wider range of duties in our office than many of the regulars for the simple reason that I have been a substitute and highly flexible as far as the assignment of duties are concerned. I have done clerical work, carrier work, and mail handler work in addition to my normal duties as a special delivery messenger. I qualified as a city distributor for 7 years with scores of 100, 95, 100, and 98.5 on my examinations.

It is our opinion that the linkage between PFS–4 and GS–5 is unrealistic as it applies to our position as well as to that of clerk, carrier, and motor vehicle operator. Special delivery service is available for all classes of mail. This means that our members are responsible for registered, insured, and c.o.d. mail, as well as for the Government vehicles which are assigned to them. Special delivery messengers have been held financially liable for loss of these classes of mail and for damage to Government vehicles. We doubt that any employee in GS–5 is subject to this same jeopardy.

The last point that we would like to make is that there are no higher level positions in the special delivery messenger craft. This means that with few exceptions, practically every special delivery messenger is locked into the PFS level which is assigned to the position. We trust that this subcommittee will take favorable action to upgrade this position as well as the other positions in the PFS schedule.

Mr. Chairman and members of this subcommittee, we again wish to thank you for the opportunity to appear here today and for your concern for the welfare of the postal employees. If there are any questions, I will be happy to try to answer them.

Mr. HANLEY. Mr. Cullen, on behalf of the subcommittee, we certainly appreciate your testimony and your courtesy and thoughtfulness in having restricted your message to the specifics dealing with the special delivery messenger.

It is somewhat obvious that your philosophy on this matter parallels with that on the clerks. As you have pointed out, I would assume that the testimony provided this committee by that association would pretty much concur with your thinking on the matter.

Mr. CULLEN. That is right, Mr. Chairman. We concur entirely with the statement which was submitted by Mr. Nilan and Mr. Hallbeck.

Mr. HANLEY. Back in 1955, when the previous law was enacted, did your association take a position on it?

Mr. CULLEN. Yes, we did. At that time we supported that legislation because, going back historically, our position was first classified in 1945. At that time, in order to secure the Post Office's approval of our classification, it was necessary for our association to agree to a salary $300 less than that of clerk or carrier.

In 1955, this inequity was corrected under Public Law 68, and for this reason we did support it. However, we do take the same position as the other employee organizations, that even though that was a step in the right direction at that time, it didn't go quite far enough, that the PFS level assigned to the position should have been level 5.

Mr. HANLEY. When a person enters the employ of the Department as a special delivery messenger, does he usually retain this status, or does he take examinations and expand upon his status?

Mr. CULLEN. Well, there are no higher level positions within the craft as such. We have the same opportunity as any other employees to participate in the examination for promotion to initial level supervisory positions.

Mr. HANLEY. My question was, generally speaking, out of the craft does he usually retain this status?

Mr. CULLEN. There is not too much movement out of the craft. As I say, they have the opportunity to participate, but the number of supervisory positions that are available are limited and, of course, they must compete with clerks, carriers, and mail handlers for these promotion opportunities.

Mr. HANLEY. So then, generally speaking, the special delivery messenger makes it a career per se?

Mr. CULLEN. That's so. One of the gentlemen sitting in the back of the room has 44 years of service as a special delivery messenger.

Mr. HANLEY. I see. I had a very delightful experience with your service just Saturday back in Syracuse, when we were anticipating some very important mail which didn't arrive with the 11 o'clock delivery, the regular delivery. I happened to think about it about 1 o'clock in the afternoon and I started cussing some people and the doorbell rang and there was one of your messengers.

Mr. CULLEN. Well, that is fine. I am glad he got there. Quite frequently in situations like that, where through some mishap along the way when mail, even first-class mail, does not arrive on time—and I would say that this courtesy would be extended to Congressmen most any time if they called the post office—the local postal official would see that the special delivery messenger got that mail down to the Congressman so he wouldn't be too upset about the delay.

Mr. HANLEY. I would rather believe that this is a normal procedure.

Mr. CULLEN. This is the ordinary mail I am talking about, not special delivery mail. Special delivery mail we know gets there on time.

Mr. HANLEY. Fine.

The gentleman from California, Mr. Wilson.

Mr. WILSON. Thank you, Mr. Chairman.

Mr. Cullen, is the situation that Mr. McAvoy described—where if you do take an examination to elevate yourself, you start over in the seniority ladder—does that apply to all classes of postal employees?

Mr. CULLEN. Yes, it does. I think Mr. McAvoy was addressing himself to movement from his position to the next higher position, which is clerk or carrier or special delivery messenger. And the same situation would result that as a junior man in the craft you are obliged to take the least desirable assignments.

Mr. WILSON. You don't get any credit for the time you served in the lower position?

Mr. CULLEN. Well, you get credit to the extent that your salary is adjusted by the step in grade that you are in. But as far as consideration, for example, if an employee had 25 years of service as a special delivery messenger and he was promoted to supervisor, he wouldn't get any more consideration for that 25 years of service than an employee with 10 years of service. As far as work assignments or tours of duty, the only consideration he would get would be in his salary. It would naturally be at a higher step in the level.

Mr. WILSON. What does the salary work out to for a special delivery messenger?

Mr. CULLEN. The starting salary is about $5,353 and goes to $7,200.

Mr. WILSON. The gentleman with 44 years is making $7,200 then?

Mr. CULLEN. That's right. And he only achieved this about a year ago. This was due to the reclassification. It takes an employee 21 years of service from the day he starts until the time he reaches his top grade in the position.

Mr. WILSON. Really, the reclassification bills are the most important to the postal employees, more important than a pay raise, aren't they?

Mr. CULLEN. Well, this is true, but as Mr. Horton pointed out, this is only half the picture. We feel that the reclassification is only correcting an injustice that should have been taken care of long ago and, of course, I am sure that the recent increased cost of living and other factors would justify a salary increase independently of what action would be taken by this committee.

Mr. WILSON. I have always felt that these pay raise bills are rather ridiculous when we consider four and a half percent increase that has been recommended by the President's Commission. It means so little in the annual salary, if you get four and a half percent, to what you should get. It seems to me that, of course, we don't have comparability then. We don't have it now, but in the level that we are talking about, anything under 10 percent I think is an insult to the employees.

Mr. CULLEN. This is right. One of the Congressmen who addressed the rally yesterday said that if the employees didn't get 15 percent it didn't mean a thing to them, actually, as far as bringing them up to comparability.

Mr. WILSON. I feel that this raising the levels is the most important legislation we have affecting the pay, and I certainly am hopeful we will be successful with it. I am 100 percent behind it.

Mr. CULLEN. We certainly appreciate your help.

Mr. WILSON. I have no further questions, Mr. Chairman.

Mr. HANLEY. Thank you, Mr. Wilson.

The gentleman from Idaho, Mr. McClure.

Mr. MCCLURE. Thank you, Mr. Chairman.

Of course, in every one of these discussions, we touch on the relationship between pay and the level change. Certainly I agree with the statement that was just made—that four and a half percent pay increase doesn't really achieve any meaningful step toward a comparability between the postal field service and private employment. However, I think this is a problem that is common to all Government employment and not just the postal field service.

And there you get back to the problem of the level change being a linkage or a relationship between people in Government employment generally and not simply with relationship to private employment.

I notice that you take a slightly different position than Mr. McAvoy did, or perhaps I should say Mr. McAvoy took a slightly different position from most of the other witnesses, in which he viewed the level change as being a sufficient reflection of the demands for a pay increase. Of course that is probably about three times as much pay increase.

Mr. CULLEN. I didn't understand Mr. McAvoy to say exactly that. I thought he said that the level increase was indeed important. But I think he added in there that he thought a salary increase was also warranted. Perhaps I misunderstood him.

Mr. MCCLURE. I have one specific question with respect to your testimony, Mr. Cullen. You point out the particular difficulty of your craft because of the heavier burden of work concentrated on vacation or holiday periods. Would it be your opinion that there should be some pay differential based upon that?

Mr. CULLEN. This is one of the factors that we hoped would be taken into consideration. But, of course, there is legislation introduced which would take care of the extra work on Sundays and holidays. There is legislation to pay time and a half on Saturday and double time for Sunday. So if this were achieved, this possibly could compensate for these difficulties.

Mr. MCCLURE. Would it be your thought that we might make some differential in the special delivery rates on such days?

Mr. CULLEN. Well, this would, I think, create some administrative problems. Sometimes if a special delivery letter were mailed in ordinary mail in Los Angeles, for example, it would take 3 or 4 days to get to New York, whereas if it was mailed by airmail it would be there the next day and the postal people would have to look at every piece of mail to see when it was mailed or if it was mailed because it was Mother's Day or just as a natural course of events. So I think this would create too many problems.

Mr. MCCLURE. I have no further questions.

Thank you, Mr. Chairman.

Mr. HANLEY. Thank you, Mr. McClure.

Mr. Cullen, what is your membership, approximately?

Mr. CULLEN. 2,500.

Mr. HANLEY. 2,500. And about how many special delivery messengers do you have?

Mr. CULLEN. There are slightly over 4,000 throughout the country.

Mr. HANLEY. About 4,000.

Mr. Wilson, any further questions?

Mr. WILSON. No, sir.

Mr. MCCLURE. Mr. Chairman, I have one.

Mr. HANLEY. Mr. McClure.

Mr. MCCLURE. Out of your approximately 4,000 messengers how many of them are women?

Mr. CULLEN. We don't have specific figures on that. But I would say in the neighborhood of 50 or 60.

Mr. MCCLURE. Fifty or sixty.

Mr. CULLEN. The tendency in several large offices now is to employ women, whereas up to a few years ago the number of women we had

on the rolls, there were comparatively few. I think this situation is prevalent particularly in those areas where there is a high employment market. Atlanta, Ga., is one and Los Angeles, Calif., is another where the percentage of women special delivery messengers is particularly high.

Mr. McCLURE. Do you know what the percentage is there?

Mr. CULLEN. Frankly, I don't. I could get that information for you.

Mr. McCLURE. But it's higher than the approximately 1 or 2 percent throughout the entire Nation?

Mr. CULLEN. That's right.

Mr. McCLURE. Thank you.

Mr. HANLEY. What is the national average percentage turnover?

Mr. CULLEN. In special delivery craft?

Mr. HANLEY. Yes.

Mr. CULLEN. Actually, I think the turnover in our craft would probably be less than in the other crafts because quite a few of the employees we get transfer from other positions in the postal service. Our experience is that when they bring in new people, the turnover rate is high among the new people.

In Brooklyn sometime ago they put on 13 people as temporary messengers and within 2 weeks they only had one or two left. But, by and large, our turnover I would say, compared to some of the other crafts, is not that bad because, as I say, most of the recruitment is done from within the postal service. You see, we don't have a separate register for special delivery. If they appoint from the register, they appoint from the substitute clerk-carrier register. And they do generally give employees in the post office prior opportunity to take any vacant position before they go to the register.

Mr. HANLEY. Do I interpret your remarks as saying that the status of a special delivery messenger is preferable to that of a clerk or carrier?

Mr. CULLEN. Some people feel that it is, sir.

Mr. HANLEY. I see. Again, Mr. Cullen, I want to express on behalf of the committee our gratitude for your testimony, your appearance here this morning, and that of your associates. Certainly the information you have allowed this committee is going to be of great help in our attempt to deliberate and determine the best possible solution to this problem.

Mr. CULLEN. Thank you for your consideration, Mr. Hanley.

Mr. HANLEY. Thank you.

STATEMENT OF HON. JAMES V. SMITH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OKLAHOMA

Mr. SMITH. Mr. Chairman, I appreciate this opportunity to speak in behalf of in H.R. 7 and related bills, one of which is H.R. 9283, which I introduced on the floor of the House of Representatives April 26, 1967.

With the Reclassification Act of 1955, Public Law 68, letter carriers were placed in level 4 of the postal field service schedule. This level has an opening salary of $5,331 a year and is inhabited by permanent employees. For the letter carrier, the post office job is the job which is supposed to provide his household with sufficient money to clothe, house, feed, and educate his family. With the cost of living so high,

and constantly rising, the salaries at level 4 are not commensurate with this cost.

In addition, the wealth of experience that a letter carrier acquires over an extended period of time is not reflected in level 4 salaries. Also, the job has become far more responsible in recent years and is, therefore, deserving of the higher status inherent in a raise in level.

Every single person in the entire United States is dependent upon the postal service. Birthday and greeting cards, personal letters, business correspondence, magazines, and what seems to be the never-ending flow of bills—they all reach their destinations through the efficient and competent handling of our postal workers. Indeed, a first-class postal system is only possible by having first-class postal employees. Salaries should be at a level to attract and maintain the superior quality of personnel required in the smooth operation of our Post Office Department.

Therefore, I respectfully request that this committee report favorably with reference to H.R. 7 and related bills.

Gentlemen, I thank you.

Mr. HANLEY. Thank you, Mr. Smith. This subcommittee will adjourn until 10 o'clock tomorrow morning, at which time we will hear from representatives of the National Postal Union, the National Association of Post Office and General Service Maintenance Employees, and the National Federation of Post Office Motor Vehicle Employees.

(Whereupon at 11:20 a.m., the subcommittee was adjourned to reconvene at 10 a.m., Wednesday, May 17, 1967.)

RECLASSIFICATION OF CERTAIN POSITIONS IN THE POSTAL FIELD SERVICE

WEDNESDAY, MAY 17, 1967

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

The subcommittee met at 10 a.m., in room 356, Cannon Office Building, Hon. James M. Hanley (chairman of the subcommittee) presiding.

Mr. HANLEY. Without objection, we will resume our hearings on H.R. 7 and other related bills.

This morning our first witness is our colleague from Florida, Hon. Claude Pepper. It is indeed, a pleasure to welcome you to our subcommittee this morning, Congressman Pepper.

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

STATEMENT OF HON. CLAUDE PEPPER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. PEPPER. Mr. Chairman and members of the subcommittee, I appreciate the privilege of being here before your subcommittee. I commend your subcommittee on the fine work it is doing in an effort to improve the quality of our postal service by recognizing and rewarding the work that is being done in the performance of that service by those very fine employees.

My bill, H.R. 7103, is a companion bill of H.R. 7 on which you will be having hearings this morning. The gist of it is, as you know, Mr. Chairman and members of the subcommittee, to give a grade leve increase to postal employees.

It seems there is no other way that we are likely to accomplish the general raising of these several levels. Recently the President proposed, I believe, something over a 4-percent increase in postal employees compensation. I think everyone agrees that an increase in the neighborhood of 9 percent, would be necessary in order to reach a fair level of comparability to the compensation paid to people performing similar services in private industry.

Under the President's proposal, the comparability level would be reached, I believe, in three stages—this 4.9 percent, I believe is the current increase that he recommends, then the remainder of the raise would be in two steps, so that the final step would come in 1968 or perhaps in 1969.

The people I have talked to in the postal service seem to feel that if we could get this grade level increase, raise all these levels up one degree or one stage, and then get the program that the President is

offering, we would achieve something like justice for these postal employees.

It is regrettable that the compensation they are receiving now is so low and so unfairly discriminatory against them. I know in my area, in many of the various postal groups, the matter of moonlighting is an accepted necessity. Wives having to work to supplement income is an accepted requirement.

Anybody who performs creditable service for the Government of the United States in a responsible position should be able to earn enough in the United States to support a family as an American family should be supported. If the wife wishes to work to supplement the family income, that is all right. If the man, in order to gain more, wishes to accept two jobs instead of one, that is all right. Although I think all of us recognize that in the long run it is not best for the health of the individual, perhaps not best for him and his family relationships, and it may in the long run prevent him from giving the best quality service in the regular hours that he is employed. I think that that all ought to be a matter of choice not necessity, for the members of the family.

A man, working for the Government of the United States in a responsible position, should be able to make a decent income for himself and his family. Now, that doesn't mean luxury, but that means a decent income.

I was talking to a postal employee the other day in my area, and he pointed out that a fireman in the city of New York started to work at a higher salary than he receives as a postal employee with 6 years of experience. That is not fair. How are we going to keep good, responsible, competent people in the postal service if they cannot make a decent living? How are we going to attract more people of similar character, whom we need very badly, into the ranks of postal employees if private industry attracts them with better compensation then they can receive in the postal service?

Our experience has shown that it takes so long to get a pay bill through, that ordinarily the disparagement has come about again by the time we get the legislation enacted. In other words, postal salaries are always behind.

One of the ways that I think we could accelerate the achievement of what I believe to be just compensation and just reward and recognition by a grateful Government, would be to adopt the principle of H.R. 7, which I have incorporated in H.R. 7103. I very heartily commend it to the favorable consideration of this distinguished committee.

Mr. HANLEY. Congressman Pepper, we are delighted with your appearance here this morning and your extemporaneous testimony certainly very positively points up the fact that you have done your homework on the matter. I personally recognize you as one who, through the years, has exerted every effort in the direction of upgrading the status of the postal employee and, in fact, all Federal employees.

So, in you, I can only say that from my observation, the postal family has a very close and dear friend. Your testimony has certainly been most comprehensive and objective.

Mr. Ruppe of Michigan.

Mr. RUPPE. I have no questions. I would like to echo your remarks, Mr. Chairman, that this is a very fine bit of testimony and very well thought out.

Mr. PEPPER. Thank you.

Mr. Chairman, I made a little statement on upgrading in the record in the House, March 14 of this year. In order that it might appear in relationship to my appearance here today, I offer it, if I may do so, with propriety for the record.

Mr. HANLEY. Without objection, it is so ordered.

(The above-mentioned document is as follows:)

[From the Congressional Record of Mar. 14, 1967]

CONGRESSMAN CLAUDE PEPPER INTRODUCES LEGISLATION IN SUPPORT OF POSTAL EMPLOYEES' RECLASSIFICATION

Mr. PEPPER. Mr. Speaker, once again my concern for our postal service has prompted me to action. This time that action takes the form of legislation that will provide more pay to our postal employees by reclassifying certain key positions ranging from carrier and clerk to the postmaster himself. This action is timely, it is essential, and, it is logical.

For many years I have watched the workload of our public servants increase, and on numerous occasions I have introduced and fought for appropriate remedial legislation. The workload has increased in all of our executive departments—including Agriculture, Health, Education, and Welfare, Commerce, and Labor—and it will continue.

But the work demanded of our postal employees has increased beyond the horizons of our imaginations and it will continue to typify and exceed the tempo of our Nation's social and economic advancement. As each of our executive agencies becomes more effective in reaching the farmer, the sixth-grade teacher, the custodian, the electronic technician, and the banker, the postal service must carry more responsibility.

Increased responsibility necessitates reward—not as a prize, but as frankly commercial acknowledgment of services rendered. No dreamy philosopher's compliments to the public servant can compensate adequately for the personal satisfaction an employee derives from his position's paycheck enabling him to advance his own social and economic status.

Our Nation cannot afford to allow a lag in any sector; our progress must continue and the advancement of our Postal Service is crucial.

Let us look at this crucial advancement from the economic angle: According to the President's 1967 economic report, our gross national product has grown 50 percent in 6 years. In constant prices, the President has computed the gain to average 5½ percent a year; and has observed that the physical output of our factories and mines is up more than 50 percent.

This economic advancement obviously affects our communications system. In 1965, the Postal Service carried 72 billion pieces of mail. Estimates for 1970, just 3 years away, are set at 90 billion.

This 90 billion pieces of mail estimate, however, should neither awe nor inhibit us. The estimate represents a document of faith in our economic progress, it is a challenge to us.

Last fall we saw an example of what can happen to us when our communication system falters when the well-respected Chicago Post Office employees suddenly discovered they were being submerged in an unprecedented avalanche of mail. Due to population increases and the economic boom, postal authorities had predicted an autumn increase of 4 percent for the Chicago mail volume. Instead, the main post office found itself responsible for twice that increase, and reports show that the increase might have been 28 percent higher than that of the previous year at some points.

As a result of this unexpected volume, one department store claimed a $2 million loss because their sales flyers were logjammed; and other business enterprises as well as the public were doubtlessly penalized to a similarly oppressive degree.

Until regulations could be altered in Washington, about 500 postal workers had volunteered to stay on the job on their days off in dedicated service to move the mountains and keep the correspondence from continuing its spilling momentum.

Certainly these postal workers and their counterparts throughout the country are performing vital services, and I am convinced that the time for meaningful action has arrived. Reclassification for certain key positions in the postal field

service is essentail, and it is a logical step toward enabling our communication system to maintain its contemporary tempo.

Mr. Speaker, in this session I have previously introduced legislation to assist and upgrade the level and salary of our postal employees. My proposal embodied in H.R. 6992 and introduced March 9 was intended to include and assist as many of our public servants in the postal service as possible. After becoming more concerned about the needs of our clerks and carriers who actually make up the vast majority of our postal employees and perform a vital function, I introduced H.R. 7103 on March 13 as an additional form of assistance.

The legislation I have introduced is far reaching. In order to assist as many of our employees as possible, I have devised a grade-level reclassification that will provide more meaningful recognition and a salary more commensurate with the responsibilities carried by the clerk and carrier as well as the postmaster charged with keeping the mails running smoothly in Chicago or in our villages and towns scattered throughout our vast land.

We must recall that in addition to the reliance we place on our own local mailman in city or country, we must also rely on the large post offices and the services they perform for every rural route and hamlet resident. It has been brought to my attention that the postmaster of our largest first-class office maintains responsibility for approximately 18,000 employees and boasts 3,000 carrier routes within his jurisdiction.

Clearly, this is big business.

It is this sprawling, vast, and vital communication network that gives us such an awesome challenge to keep current in the face of a booming economy, increasing population, and surging correspondence. It is a business that cannot fail, and a business that cannot allow its employees to work without pride and satisfaction. Every employee—clerk and carrier as well as supervisor—must be dedicated and capable. In the words of an old but perceptive slogan every chain is only as strong as its weakest link.

These proposals seek to strengthen every link. It provides an up-to-date reclassification for key postal employees' positions at various levels. It gives the questionable position the positive slant rather than downgrading it, and computes the amount of work transacted in each office in a more realistic manner. Most important to the individual employee, it gives him greater compensation in recognition of his rapidly increasing letter and package burdens.

I am convinced that enactment of this legislation is a logical, essential, and timely step forward.

Mr. PEPPER. I want to say that the postal employees, as well as the Government, are fortunate to have their affairs in such responsible hands as this subcommittee.

Mr. HANLEY. I am grateful for your remarks, and again our gratitude for your appearance here this morning, Congressman Pepper.

Mr. PEPPER. Thank you very much.

Mr. HANLEY. Our next witness this morning is Mr. Sidney Goodman, president of the National Postal Union.

STATEMENT OF SIDNEY GOODMAN, PRESIDENT, NATIONAL POSTAL UNION

Mr. GOODMAN. Thank you, Mr. Chairman.

My name is Sidney A. Goodman, and I am privileged to serve as president of National Postal Union, located at 509 14th Street NW., Washington, D.C. We represent more than 60,000 postal employees, organized in excess of 500 local affiliates in 50 States, as well as Puerto Rico and the District of Columbia.

Mr. HANLEY. It is a pleasure to welcome you here this morning, Mr. Goodman and your associates.

Mr. GOODMAN. Thank you, Mr. Chairman.

Mr. HANLEY. We look upon you as an expert in the field of postal service and personnel problems.

Mr. GOODMAN. Thank you very much.

We wish to express our sincere appreciation to the distinguished chairman and members of this subcommittee for the prompt manner in which they undertook the monumental task of reviewing the Federal pay reclassification system.

Public Law 84–68, establishing a new classification schedule for postal employees, was enacted during 1955. At that time, based upon reports prepared by an independent survey group, a strong effort was made by the then administration to place post office clerks and letter carriers in level 3. However, this was not successful, particularly since it was revealed the alleged survey upon which the reports were based were of extremely short duration and very limited in their scope.

During 1962, after extensive hearings had been held on administration proposals to reform the reclassification system, Public Law 87–793, known as the Federal Employees' Reform Pay Act of 1962, was enacted. The then administration in an obvious attempt to keep lower level postal employees from improving their positions in the postal field service salary schedule, developed the theory of "linkage." Stating that a definite concession was being made, the administration spokesmen recommended level 4 of the PFS schedule be linked with grade 5 of the Classified Act schedule. Considerable emphasis was given the allegation that grade 5 in the Classified Act schedule was generally accessible to university and college graduates. However, because of the fact that most level 4 employees in the postal service spent their working lifetime in that level, the administration was prepared to propose a linkage with grade 5.

Many drastic changes have taken place, economically and sociologically, since Public Laws 68 and 793 were enacted. For the past decade, the United States of America has gone through a period of unparalleled prosperity, practically full employment, and ever-increasing worker productivity. As a result, individuals with university and college degrees to fill Government positions in the lower grades and levels are in increasing demand and much less available. Very few, if any, college or university graduates are interested today in Government positions in the GS–5 category. The U.S. Civil Service Commission has been compelled by economic circumstances to offer such people a minimum of GS–7 or GS–9 with the prospect of rapid advancement in addition. Even under these conditions, it is difficult to obtain a sufficient supply of competent manpower to provide not only for current needs but for the inevitable demands of the future.

So we are now confronted with a situation where post office clerks and letter carriers who were originally linked with college and university graduates are now falling farther and farther behind in the "progress" parade. True, GS–5 is still listed in the Classification Act schedule and is still linked with PFS–4, but there no longer exists the actual relationship between the two that originally led to their linkage.

At the time Public Law 84–68 and Public Law 87–793 were under consideration, all parties concerned admitted that the duties performed in the postal service by post office clerks and letter carriers were unique and almost impossible of comparison with work in private industry. The linkage arrived at between PFS–4 and GS–5 was apparently intended as a way out of an impossible dilemma. This situation

no longer exists as the GS–5 group of 1955 and 1962 is no longer the GS–5 group of 1967.

If we are to be logical and accept the original linkage as proper and justified, then inevitably we must conclude that PFS–4 is no longer valid as a criteria for postal clerks and letter carriers. At the very least, they should be moved into a PFS level 5 category with a similar upgrading of one level for all levels beneath them.

Mr. Chairman, I pause in my formal testimony to make a few offhand remarks. You will note that in our statement we may repeat references to letter carriers and clerks. We say this only because the original bill, as introduced by a distinguished member of this committee, Congressman Olsen, H.R. 7 called for upgrading of level 4 employees to level 5.

Well, Mr. Chairman, we want to place the heaviest emphasis on the fact that National Postal Union and Industrial Union speaks for all nonsupervisory employees and is particularly concerned with lower paid categories. There is a unity in the pay structure, and by any rule of reason it is the lower paid employee who spends the largest proportion of his salary for the fundamental necessities of life, who requires the greatest relief.

We call to your attention to lower level maintenance employees, for example, level 1 janitor and charwomen, level 2 custodial laborers, level 3 mechanics' helpers. We point too in the motor vehicle to garageman level 3, and particularly the large category of mail handlers people who are also in need of particular relief.

So that we remind the committee that, while most of the bills introduced refer to moving level 4 employees into level 5, that close scrutiny should be given the situation as it confronts lower paid employees.

With reference to the linkage, we will point out that the Commission and the administration have developed a nebulous theory to rationalize and justify the failure to afford the economic relief promised us 5 years ago, in 1962. Instead of engaging in rhetoric, let's look at what real life sees. A mail handler could be linked more logically to a hod carrier and a member of the Hod Carriers Union would receive $5 an hour. If you will look at the current pay schedule, you will note the substantial difference.

If we look at the motor vehicle category, for example, we find that motor vehicle operators and tractor-trailer operators, who are in level 4 and level 5 respectively, might be compared to the teamsters. Mr. Chairman, the lowest rate for a teamster is $4 an hour, and there is no employee in level 4 or level 5 that comes near that figure.

So when we speak about linkage, Mr. Chairman, I would suggest that rather than getting involved in academic arguments and exchanges which go on interminably and which we have watched for 5 years, we should look at the facts of life and the facts of life are that the Post Office Department faces a continuing and acute shortage of personnel and particularly in some of the categories I have mentioned.

There is absolutely no question but that the rate of pay is a major and decisive factor in attracting and retaining desirable personnel. There is no shortcut and there are no polemics that can obscure this fundamental fact of life.

Mr. Chairman, when I and my colleagues came into the service in the 1930's, post office employment was considered highly preferential.

If we compare the status—whether from an economic point of view or otherwise—of postal employees as against so-called comparable jobs outside in 1967, we cannot fail to appreciate that postal employment has dropped sharply in the labor market. And this is one of the reasons beyond the question of adverse working conditions and retrogressive personnel procedures, that the Department faces a continuing problem in this field.

The Post Office Department is the largest agency in Government, the largest civilian agency. It should set an example. We appreciate the problems from a fiscal point of view of the administration with respect to the balancing of the budget and the question of not contributing toward inflation. Nevertheless, the administration in failing to tackle this problem in a wholehearted way, in a comprehensive manner, has simply postponed from year to year a continuing problem which at this point has just reached crisis proportions, as the Postmaster General himself has noted in a recent speech.

So, Mr. Chairman and members of this subcommittee, I would soberly and strongly urge this subcommittee to face up to the difficult assignment that it has without shrinking from the fact that there is no shortcut. If the Post Office Department is to continue as a meaningful public service, if it is to provide the kind of service which the public has a right to expect, then I submit, Mr. Chairman, the responsibility of this subcommittee is inescapable.

I urge strongly that this subcommittee consider H.R. 4897 as a much more commendable bill. It provides for upgrading of one level, people in levels 1 to 5 and we ask and urge very strongly that this bill be amended to include the upgrading of level 6 employees, because otherwise the inequity is glaring. Any rational approach to the whole problem, not only calls for upgrading of employees but particularly calls for a uniform approach.

I urge that this subcommittee act favorably on a bill that would upgrade all nonsupervisory employees, levels 1 to 6 by one grade.

In closing, Mr. Chairman, may I say that we believe that long overdue justice will be done postal employees in the lower levels by the enactment of H.R. 4897. We suggest that the provisions of H.R. 4897 be extended to include PFS, level 6 in addition to PFS, levels 1 through 5.

We again express our sincere appreciation, Mr. Chairman, for this opportunity of presenting our views.

Thank you.

Mr. HANLEY. Mr. Goodman, we too, in behalf of the committee, express our appreciation for your very fine testimony here this morning and much of it again was extemporaneous, which only is indicative of your expertise in the field and your knowledge relevant to the inequities and problems that obviously exist in the postal field service.

May I ask, with respect to the 1955 law, at that time did your association take a position on it?

Mr. GOODMAN. Mr. Chairman, we were in the strongest possible opposition to enactment of the law as proposed at that time, and its enactment was over our strongest objections.

Mr. SILVERGLEID. May I clarify that, Congressman Hanley?

Mr. HANLEY. Mr. Silvergleid.

Mr. SILVERGLEID. This organization, of course, was not in existence in 1955.

Mr. HANLEY. I see.

Mr. SILVERGLEID. However, as component parts of another postal union, we were strongly opposed to the enactment of Public Law 68 in 1955.

Mr. HANLEY. Could you summarize your prime objections to the 1955 law?

Mr. GOODMAN. Yes. The law again did not reflect actuality. Understandably, the administration was seeking what they felt was a uniform and equitable approach to salaries. The argument of making a distinction between duties and responsibilities sounds rational. But when closely examined, particularly in the context of the actual bill enacted, we find something else entirely different.

The original law provides for 49 key positions but provides authority for the establishment of an infinite number of additional positions. So that the ones specified in the law are key positions and the positions established by the Department are standard and so-called individual positions. You get a quick picture if you take the 49 key positions in the law and project it against the minimum of over 1,000 standard and individual positions that have been established by the Postmaster General under the authority granted him in this law.

In practice, it means that we have hundreds of job descriptions that are overlapping and duplicating. They are, in effect, Mr. Chairman, doubletalk. And I use this term not in a derogatory sense but as a most accurate description.

The Department can, and does at whim, cancel job descriptions, revise job descriptions, establish new job descriptions, and, frankly, it is a field day.

It is my opinion that there is virtually no one—and I mean it literally—no one in the postal service that could actually be knowledgeable on the differences which theoretically exist between the hundreds of standards and positions established by the Department. I often joke and say there is one man in the Department who has the greatest knowledge. They keep him in a glass cage and throw him a piece of raw meat every day.

We have a proliferation of job descriptions that actually defies logic, and we have been through this time and time and time again. I would suggest and urge that the members of this committee somehow find time to grab a handful of job descriptions—and I would be glad to provide a frame of reference—and take a look at the wording and you will see it's a never neverland. There is no beginning. There is no logic, and no one can examine it closely and fail to conclude but that the alleged differences in duties and responsibilities are little more than myths in practice.

Thank you very much.

Mr. HANLEY. In summary, I interpret your remarks as saying that in effect the 1955 law was highly inadequate.

Mr. GOODMAN. That is correct.

Mr. HANLEY. Mr. Goodman, your association represents a membership of how large?

Mr. GOODMAN. 65,000 postal employees.

Mr. HANLEY. 65,000. I noted in your testimony that you lay particular stress on the lower levels, perhaps 1, 2 and 3. I wonder if your association has ever surveyed or analyzed the number of people who

take advantage of promotional opportunities in the Department? Or do they pretty much remain in this category?

Mr. GOODMAN. Almost by definition, 95 percent of all postal employees will inevitably remain at their original level and title and position. This happens to be a fact of life. The administration allegedly took cognizance of this in arriving at the original linkage; that is, PFS–4's as against GS–5's.

But, Mr. Chairman, when you mention the words "promotional opportunities", you're waving a red flag at the National Postal Union. Once we begin to introduce this aspect, we come into a totally new field. I think that the recent statement of policy by the National Civil Service League is entitled "Abandoning Patronage in the Postal Service" only lifted up a small corner of the problem that we face in this field. It involved the appointment of postmasters primarily and rural letter carriers.

But, Mr. Chairman, the whole question of promotional opportunities in the Post Office Department is a subject that has been long neglected, and corrective action in this field is long overdue because, very frankly with the exception of a procedure which provides examinations into initial supervisory positions, the whole structure has changed very little since enactment of the Pendleton Act in 1884.

While under existing procedure there is an examination for initial supervisory positions, the Department very cutely makes no comment on the rest; namely, most of the higher level positions—8, 9, 10, 11, 12 and 13—and any number of jobs in level 7, which is nominally the initial supervisory level, are not even included in theory in any kind of a promotional examination whatsoever.

I think that when the Department talks of modernizing the structure, they very carefully avert their eyes from this very major phase of operation which involves providing motivation for employees. And at a time when the Post Office installations are becoming more and more letter factories, when the work necessarily becomes more and more noncreative, it seems to me that any management, properly concerned with truly modernizing, would have as a matter of first consideration the whole question of open competitive written examinations for promotion to high-level positions as a means of motivating people to take the kind of interest which employees must take if the service is to do a meaningful job.

But, Mr. Chairman, we could be in session here for a week on the whole question of promotional opportunities. But I do appreciate your observation and it's a tribute to the conscientious way you have pursued your assignment in this case.

Mr. HANLEY. You have used the figure of 95 percent with respect to the number of people who stand still as opposed to advancing their status as career employees of the postal service.

Mr. GOODMAN. Right.

Mr. HANLEY. So I further interpret your remarks as this being a reflection on the promotional system as opposed to the actual initiative and ambition of the employee.

Mr. GOODMAN. That's right.

Mr. HANLEY. The gentleman from Michigan, Mr. Ruppe.

Mr. RUPPE. Thank you very much for your testimony. Would you have an alternate suggestion to the 1955 legislation, or legislation that might better accomplish the objective of that law?

Mr. GOODMAN. Two questions would be involved here, sir. One is a question of whether the Post Office Department lends itself to the type of approach reflected in the original legislation; namely, whether the employment lends itself to a distinction between duties and responsibilities at least to the extent that it is defined in the original law.

Now, if we were to go on this premise, then I think the law would not only have to define the jobs much more fairly, but it would have to sharply limit the right of the agency to arbitrarily establish hundreds and hundreds of positions. The Department can, by changing a single sentence in a job description, create entirely new positions.

For example, last year the Department decided to establish three level 18 jobs. They called them regional coordinators. They are in charge of anything from 10 to 15 States. I don't comment on the necessity for a job as such, but I merely point out that with a wave of a wand the Department establishes three level 18 jobs.

Mr. Chairman, do you know what we go through trying to get one single level 4 job upgraded to the level 5 position? We have hundreds, literally hundreds, of cases of people in one level being utilized at higher level rates for months, for years. We get survey after survey after survey. But the Department, while it will pay under the higher level provision of the law, invariably resisted to death the question of upgrading a position as such. That is because once you upgrade one position, you theoretically leave the door open to hundreds or even thousands of similar moves.

But the Department will establish level 16's, level 17's, level 18's at their will and this is never any problem because it only involves a small number of people and because there are undoubtedly political factors present. But this is the type of inequity we face under the type of bill originally enacted. And if we are going to have that type of pay structure, then it should sharply curtail the authority of the agency and more clearly and equitably define job descriptions.

Mr. RUPPE. Are many people reclassified upward as a result of new job evaluations during a year?

Mr. GOODMAN. Relatively few, with the exception of letter-sorting machines recently introduced, and even this only involves possibly 500 or 600 employees throughout the country. We find no upgrading as such taking place, except in very isolated cases.

Mr. RUPPE. If an employee feels that he should be in a higher classification, does he have an appeal right or an appeal board to go to?

Mr. GOODMAN. He most certainly does, Mr. Chairman. And may I say on paper this is the finest appeal procedure you could ever find, except nobody ever gets upgraded. The original law specifically provides that an employee may appeal directly to the Civil Service Commission, or he may avail himself of departmental procedures which are outlined in part 757 of the Postal Manual.

I have aided literally hundreds of employees to initiate appeals for upgrading. It involves a very cumbersome procedure, the execution of forms 820 in quadruplicate which goes through the postmaster and the region and Department. They have a special graveyard for those, Mr. Congressman. They lay there by the thousands.

Mr. RUPPE. So, it is really a very smaller, insignificant percentage of the appeals, in reality, that ever come down in favor of the employee?

Mr. GOODMAN. That's true. I wouldn't hesitate to say less than 1 percent.

Mr. SILVERGLEID. May I interject at that point, Sid?

Mr. GOODMAN. Yes.

Mr. SILVERGLEID. You were present I believe, Mr. Congressman, when the Assistant Postmaster General, Dick Murphy, Bureau of Personnel, made his statement—and rather plaintively, I thought—that he was opposed to overall upgrading, but he felt that there were many, many jobs that had additional responsibilities that should be evaluated over a period of time, and so on. This was rather amusing because they have had 12 years to play with that, and they are still upgrading very, very few, as President Goodman just pointed out.

They have the initiative. They can do it overnight. But they talk about it when they appear before a congressional committee and do nothing about it after they give their testimony.

Mr. GOODMAN. Mr. Chairman, could I ask for 2 minutes to explain a classic case, which I think would dramatize it for people not in the postal service? Six years ago I initiated an appeal for upgrading on behalf of——

Mr. HANLEY. Forgive me. If the gentleman from Michigan will yield.

Mr. RUPPE. I would be very happy to yield, Mr. Chairman.

Mr. GOODMAN. I think you will be interested in this. Six years ago I initiated an appeal on behalf of half a dozen employees in the New York Post Office who were assigned to processing cases involving injury on duty. I spent 2½ years on this effort and the net result was that two of these employees were upgraded from level 4 to level 5 and the other four employees were left untouched.

Now, the interesting part of this is that the six employees do the same identical work, as conceded in a written statement by a top official of the Post Office Department. Do you know how the Department and the Commission figured out to make the distinction? They put these two people that they upgraded in nominal charge of the work and then said that the other people do routine work.

Now, it is a matter of fact that the processing of an injury on duty, beginning with the CA–1 form, Report of Injury, cannot be handled collectively. Each case is individual. Each case must start in the beginning with its witnesses and there is no way to separate the so-called responsible and knowledgeable work from the routine work.

Mr. Chairman, I think that is one of the most glaring instances of just an arbitrary decision which is made purely on the basis of economics. Six people doing exactly the same work. Two of them are selected and are told, "You have the responsibility." The other four are helpless. And there is no way to separate the various phases of work. And the Department admits this. And to this day it still goes on.

Mr. RUPPE. Then the final decision is left with the Department?

Mr. GOODMAN. They have the ultimate authority because you have to appeal to the Commission and then the Commission goes right back to the Department for the decision.

Mr. RUPPE. Could you tell me what, in your judgment, percentage of the postal employees are in the supervisory level or above?

Mr. GOODMAN. If we use level 7 as the beginning of supervisory positions, although we cannot tell it by grade—for example, we have a supervisory position in maintenance which is level 3, group leader custodial laborers—ordinarily supervisor positions start at level 7 and

even level 6, but we have some lower ones. But if we look at the total picture, my own estimate of the number of supervisors would be somewhere in the neighborhood of 30,000.

Mr. RUPPE. Do these people largely come from within the postal service, or start out in the supervisory grades from outside the service? What would be your estimate of the percentage?

Mr. GOODMAN. Well, in fairness, no one starts out as a supervisor unless they come at a relatively high level. People are appointed to top regional jobs. People are appointed to postmaster. But in fairness to the Department, no one can begin as a level 7 supervisor or a level 8 or 9, 10, 11 or 12. That is not possible. The top jobs can be political appointments. In the other jobs, politics is involved, but all of us generally come in at the first step of our particular level and proceed upward.

Mr. RUPPE. Then the postal service would be accurate in stating that the supervisory people do come almost entirely from the ranks of many employees?

Mr. GOODMAN. That's right.

Mr. RUPPE. How they got there, or on what basis they were selected, that was your point of debate?

Mr. GOODMAN. Right.

Mr. RUPPE. In other words, the motivation or the effort of the individual employee may not be the determining factor on what makes him supervisory material?

Mr. GOODMAN. That is correct. But the overall majority do come from the ranks necessarily, and of course the postmasters are strictly appointments. I didn't think of them in terms of supervisors. I omitted the 33,000 postmasters who would obviously not come from the ranks, generally.

Mr. RUPPE. That is a different situation. Do you feel that the examination, the testing scheduling, or testing mechanism could therefore be improved in the selection of supervisors to the betterment of the morale and so forth in the postal service?

Mr. GOODMAN. Absolutely. No. 1, I think that the examinations given, while they have some relevance, do not have the degree of relevance they should have in some areas and in other areas they are totally unrelated. They place perhaps an otherwise good eligible at a disadvantage from the standpoint of requiring an unnecessary degree of literacy and, frankly, this is of a particular disadvantage to members of minority groups who for various reasons have not had an opportunity to acquire the education available to many other employees. So that I think that much could be done to improve the examination.

But beyond that, there should be open, written, competitive examinations with a published list, with appointment in sequence—this is a meaningful promotional procedure—not what we currently have where there is no such thing as a list and where there is no such thing as a meaningful appeals procedure on merit. You can only appeal on procedural aspects, so-called, on promotions where you are bypassed, and this has become really a farce. This is a constant source of resentment on the part of eligibles. You have no appeal so far as being bypassed for promotion, except on the procedural aspects. The regulations specifically provide merit cannot be considered.

Mr. RUPPE. When you say there is no list, is there no indication of the jobs becoming available, or the job openings that are in existence?

Mr. GOODMAN. Oh, yes, the form is fine. The vacancies are posted, and you can bid for them and you can take the initial supervisory examination. But you don't know what the next fellow got, and he doesn't know what you got. You may know that you're both eligible and an audit committee, so-called, looks you over, but if you're bypassed in favor of a junior employee, you have no appeal rights so far as merit. The agency, and only the agency, decided who is best qualified.

Mr. RUPPE. There is no indication of your standing on any portion of the test or in a composite list of the whole?

Mr. GOODMAN. Not as against the competition, no. You are given your individual mark. He is given his individual mark. It's all very secret, hush-hush, undercover.

Mr. RUPPE. So that a fellow going into the system really has no way of knowing exactly where he should apply himself, or what extra effort he should make, should he choose to apply for a supervisor's job later on?

Mr. GOODMAN. That's correct.

Mr. RUPPE. Thank you.

Thank you, Mr. Chairman.

Mr. HANLEY. Thank you, Mr. Ruppe.

Mr. Goodman, if I interpreted your remarks correctly with respect to the appeals system, your description in effect would be a venture in frustration.

Mr. GOODMAN. I yield to the distinguished chairman on the language. It is very well put, Mr. Chairman.

Mr. HANLEY. Can you tell us about how long it takes to process an appeal from the point of initiation until the matter has been disposed of?

Mr. GOODMAN. The whole procedure has become greatly formalized. I would say that it takes an absolute minimum of 6 months before you can even begin to get any meaningful reply from the Department because you must first process it on the local level; then go through the region; then it comes to our office; we take it across to the Department; but they lay for interminable months there. It is not unusual to have an appeal on promotion lying around for a year or a year and a half. This is quite common.

Mr. HANLEY. Generally speaking, the results of this process are somewhat unsatisfactory?

Mr. GOODMAN. That is a masterpiece of understatement, Mr. Chairman. As a matter of fact, it is almost a hopeless dead end and one that impels employees to become more and more cynical with every passing day.

Mr. HANLEY. Would your association have figures with respect to the number of appeals that perhaps you are aware of and what the net results of them were?

Mr. GOODMAN. Yes. I can tell you very flatly that I am not particularly happy about this, that while I think the National Postal Union does a good job in the grievance field particularly, as of the moment I can only recall one case that we have been successful with out of about 50 or 60 over the past 2 years, and that was in an instance involving a glaring procedural inequity. But, as far as merit, forget it! There is no such thing. The postmaster will be upheld automatically. The region will be upheld automatically. And, as I say, the Depart-

ment's regulations specifically provide for no consideration of merit as such.

Mr. HANLEY. The gentleman from Michigan, Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

I am sorry I could not hear the first part of your testimony, Mr. Goodman I am also sitting on the subcommittee that is at the moment hearing the proposed pay increase legislation, and I wanted to try and get over here to take a look at your statement and let you know we are interested in your testimony.

I am interested in knowing if you feel that the people you represent fit into a category similar to the situation described by the letter carriers in being in some way slotted into a unique spot so that they are frozen. I know that you were present when they testified. Do you feel that the arguments that they make for reclassification on the basis of static employment apply to your people as well?

Mr. GOODMAN. Yes. It is generally true for reasons earlier commented upon, that our people are generally frozen. There is no movement in the postal service comparable, for example, to the classified service where someone can be appointed as a GS–4 or GS–5, but within 3 years will be up to GS–8, GS–9, or GS–10. This is very common in the classified. It is very rare in the postal service because by definition only a very small percentage can even help to move to level 7. So that we do have that degree of rigidity. That is, employees are generally frozen in.

At least 95 percent of the employees will retire from the service doing more or less the identical work they were doing the first day they came in the service. This is one of the problems. Because after 50 years it is literally true that we have people retire and doing exactly the same work as they did the first day they came in to work. This will be particularly true, for example, in the clerical category.

I have stood at innumerable little affairs involving the retirement ceremonies. The gift is given to the employee as he comes off the distribution case. That is where he came in 50 years ago. And this is a serious factor from the standpoint of motivation, and it points up the urgency of providing a proper promotional procedure.

Mr. FORD. Do we get into this position because we have too few or too many classifications?

Mr. GOODMAN. It's a relative term. My own feeling is that we have too many, but above all I think that the flexibility inherent in the original law gives entirely too much power to the agency head. It is almost an open invitation for a proliferation of job descriptions and that is what has inevitably resulted.

Mr. FORD. I have had the suspicion that we have the same job called a number of different things, and that we fool ourselves into believing that we actually have a very sophisticated classification breakdown when, in fact, all we are doing is calling a rose by some other name.

Mr. GOODMAN. I heartily agree, Mr. Congressman.

Mr. FORD. How do you suggest that, in considering reclassification legislation, we could approach that problem, Mr. Goodman?

Mr. GOODMAN. If we are ever to have a similar type of structure, I strongly suggest that instead of 49 key positions they be cut in half or less. But, further, that the agency be precluded from arbitrarily revising job descriptions and writing new ones at its whim, which has led to the situation which you so accurately described.

Mr. FORD. Does this have any regional flavor that you can detect? Do we have traditions on one part of the system that are different than another part that lead to more or less abuse of the system? Or is it something that is found throughout the system? Is there a difference, for example, in the handling of this in the larger offices vis-a-vis the smaller offices?

Mr. GOODMAN. Yes. In practice, we find there is more sophistication in the larger offices. Ultimately all are bound by these same legal standards, but we find some differences based on the fact that in many offices many jobs do not exist at all, whereas a large installation will have hundreds of different job descriptions.

Mr. FORD. And what started as a potential promotion is really not?

Mr. GOODMAN. No. The promotional system is one of the saddest things. In 1967 the Post Office Department is 100 years behind the times. It's a nightmare, and it is an insult to postal employees. It really is, Mr. Congressman.

Mr. FORD. Thank you, very much.

Mr. HANLEY. The gentleman from Michigan, Mr. Ruppe.

Mr. FORD. Mr. Chairman, I would just like to apologize. I have to run away again because Mr. Nilan of the postal clerks will be winding up his testimony. I have some questions for him.

I would like to observe that when you heard a rustling behind you when you were answering my questions, you are now physically supported by the postal clerks who are in the room with you.

Mr. GOODMAN. Thank you very much, Mr. Congressman. I hope you will convey fraternal greetings to my colleague.

Mr. HANLEY. Mr. Ruppe.

Mr. RUPPE. Could you elaborate just a bit further on why the proliferation, rather than a restriction, of job description works against your organization? I did not totally grasp that.

Mr. GOODMAN. Well, it's relatively simple. Because of changes in operations, the actual work in a particular position changes. It requires a degree of more skill or responsibility. But the Department, of course, keeping its eye on the budget, fiercely resists upgrading. If it resists upgrading, giving more money, it must find some way on paper to describe the new position at the same time justifying the failure to upgrade the position.

So they take an existing job description and amend it slightly to take into consideration the newer aspects of the position, but being careful to write it in such a way that it doesn't appear to justify the higher level position. So that we have an exercise in rhetoric, as was pointed out by Mr. Ford. And this is all it is.

There are any number of jobs in which off the record a supervisor will say, "Gee, I wish I had it in my power to give more money," it's true, but on paper you wouldn't recognize that job. On paper it is just a little bit of a change here and there, but in practice there is significant difference. But we constantly encounter the resistance of the Department to upgrade them because from a budgetary point of view they have their eye on the appropriations and understandably want to keep the cost down on personnel.

Mr. RUPPE. Does your organization have any particular policy or view toward the mechanization that is underway in the system, or the mechanization that has been proposed for the postal service?

Mr. GOODMAN. Yes. We support technological change, because this is inevitable. Much of it is long overdue, and much of it is commendable from the standpoint of eliminating manual work. The big flaw from our point of view is in two fields. One, the failure to give proper consideration to the impact on human beings. We find the greatest emphasis on the technical and mechanical aspects and always the question of what happens to people under it comes in at the tail end, if at all. This is one phase.

We have a constant battle attempting to get the Department to take action on the human aspects involved in the introduction of new machinery.

Secondly—and this is a very basic factor—we sit here and we talk about upgrading and we talk about pay increases and the Department issues the statistics year after year, pointing out the increasing volume, and nobody ever talks about the right of the employees to share in the increased productivity which the Department boasts about, Mr. Congressman.

I would suggest to the members of this committee that this question be raised sharply with the Department, taking their old figures, taking their old boasts, we would like to know why postal employees, as distinct from employees in the private sector, are not given an opportunity to enjoy this increased productivity. This is a valid factor in negotiations in the private sector. You never hear a word about it in the Post Office. All we talk about are so-called comparability, catching up. Catching up with what, Mr. Chairman?

All we hear is that we are going to modernize and that we are going to increase production and play a more vital role. Why should it not be reflected in greater fiscal incentives given to employees?

Mr. RUPPE. Assuming that the productivity is certainly a factor in the individual's output, plus presumably a mechanization factor, would the mechanization have resulted in an upgrading of any significant proportion to your members individually?

Mr. GOODMAN. Not significantly, and this again is wrong. For example, while ultimately the new machinery may lead to an absorption of clerical positions in particular, with no one being fired but an absorption which otherwise would have been filled, we have yet to see—and we have raised this repeatedly with the Department—a sign of proper training, proper planning in the maintenance category.

Whatever else happens in the other categories, we should see the establishment of numerous high-level positions in maintenance, because they will be entrusted with maintaining the new equipment and the new sophisticated materials that they bring in. And each time the Department nods and says, "Yes, we agree," but does nothing.

I predict now that every time the Department brings in new machinery they will wind up bringing in a cadre of so-called experts from the private industry. They now have had 5 or 6 years to train postal people. They do not do this. They always wind up with a cadre from outside industry. And then we have the greatest difficulty in getting them to afford an opportunity for our own people to receive training which will enable them to take over these new jobs.

Mr. RUPPE. Do you know offhand how many GS levels an employee is apt to go up in the course of his career, assuming he started at the GS–1, GS–2, or GS–3? I know you have indicated that your group

pretty well has to stay at the same level. I was wondering how that contrasts to the classified service.

Mr. GOODMAN. Frankly, I am not in a position to make an authoritative statement, but even the minor familiarity with the classified service would indicate that there is a great deal of fluidity. When you come into the classified service as a GS–3 or GS–4, it's totally unlike level 3 or 4 of the postal field service because in the classified service, if you walked in and checked with employees who have been there 5 years or more, you will find that 99 out of a 100 have moved up one, two, or three levels within 5 years. This is very common. It's a much more fluid service. The postal service, on the other hand, as I said, you find a minimum of 95 percent stuck.

Mr. RUPPE. They can get up to grade 5, 6, 7, or 8 without a college education, for instance.

Mr. GOODMAN. That's correct.

Mr. RUPPE. Thank you very much.

Mr. HANLEY. Thank you, Mr. Ruppe.

Just touching briefly on your comment relevant to the expanded mail volume and its ramifications insofar as personnel are concerned, do I interpret you as saying that with this increased volume we should expand upon the promotional opportunities as opposed to the general expansion from the standpoint of personnel?

Mr. GOODMAN. That's correct. You need more.

Mr. HANLEY. Promotional opportunity?

Mr. GOODMAN. That is right. You need more and more motivation to offset the depersonalization that is taking place, and ultimately, while you can't put it on paper, morale is a very significant factor in production. In fact, in the outside sector they know this, but in the Department, because they can't show it on charts and on graphs, they tend to ignore it because they call it an intangible. In fact, it can be a decisive factor in real efficiency.

Mr. HANLEY. It has been suggested to this committee that the problem of classification and the related problem of pay could be adjusted on a geographic basis. I am sure that you are aware of this proposal. What would the position of your association be?

Mr. GOODMAN. Not having a mandate—and this being one of the items which our national executive board at our next convention will deal with—frankly, I merely give an offhand personal opinion.

No. 1, unquestionably there is a degree of validity to this approach. I think this is undeniable. Saying this, however, doesn't say that therefore it should be adopted. In the postal field service it is obvious that there would be very major administrative problems. For example, in the United Automobile Workers, although they have numerous plants throughout the country, the plants are hundreds of miles apart. In the postal field service you have Post Office Department installations which are contiguous. I don't know how anyone will decide where one office would begin and the other office would end in terms of area wages, for example.

It is obvious that to the extent that you have to have a cutoff somewhere, if you're on the other side of the line you're going to fall into all these different categories. It is equally obvious that therefore employees all over these lines of demarcation all over the country would tend to move across the line, because many of our people commute 5, 10, 15, 20 miles to work. They might seek to commute 20

miles to get to another office in another area wage. I merely mention this as one aspect of the administrative problem we would be faced with if and when this was ever adopted.

But the question is coming into purview more and more, and I suspect that in the next year or two organizations, such as the National Postal Union, will be taking a firm position in regard to the entire subject.

Mr. HANLEY. You suggest that we would have a major administrative problem if this formula was devised.

Mr. GOODMAN. It would appear to me, sir.

Mr. HANLEY. Thank you.

The gentleman from North Carolina, Mr. Henderson.

Mr. HENDERSON. Thank you, Mr. Chairman. I have no questions.

Mr. HANLEY. Again, Mr. Goodman, in behalf of the committee, I want to express our gratitude to you and your associates for your appearance here this morning. You made some very valid points. You have offered us much in the way of food for thought. Certainly the content of your testimony is going to be invaluable to this committee in its deliberations in attempts to erase the inequities which obviously the postal family endures under the current system. Our appreciation for your attendance today.

Mr. GOODMAN. Thank you, Mr. Chairman.

Mr. FULTON. Mr. Chairman, may I ask permission to put in a statement?

Mr. HANLEY. At this point I recognize the gentleman from Pennsylvania, our colleague, Congressman Fulton.

Mr. FULTON. I am glad to be here, and I want to compliment the subcommittee on taking the jurisdiction to go into these vital points that are so beneficial for the postal workers, our Federal employees, and actually should have a beneficial effect on raising our military pay structure as well.

I am cosponsor of H.R. 7 and I have also introduced H.R. 8207 and H.R. 8208. I will submit a statement to this committee recommending favorable passage and full comparability.

Mr. HANLEY. Without objection, your statement will be included in the record.

Mr. FULTON. Thank you very much. It is a pleasure to be here. I started out in Congress as a member of the Civil Service Committee before it was combined. When the Congressional Reorganization Act combined both the Post Office and the Civil Service Committees, my friend and colleague, Congressman Robert Corbett, of Pittsburgh, remained on the committee, and I was transferred to the House Foreign Affairs Committee. I believe that your committee is doing a good job, and your members are all doing a good job.

Mr. HANLEY. We recognize the gentleman from Pennsylvania as one Member who has taken a particular interest in the inequities which exist in the current pay scales of the U.S. postal workers and Federal employees.

Mr. FULTON. Thank you so much for the good comments and courteous welcome.

Mr. HANLEY. Thank you, Mr. Fulton.

(The above-mentioned statement is as follows:)

STATEMENT OF HON. JAMES G. FULTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. Chairman and members of the subcommittee, I am very pleased to appear before you today and offer my views on the legislation being considered by the subcommittee.

Permit me to say, first of all, that the subcommittee is doing a great service to the postal employees, and indeed to every patron of the postal service by opening to public scrutiny the present classification system. The classification of postal employees has not received a critical and detailed review since the enactment of Public Law 68 of the 84th Congress, and I believe that by undertaking this necessary examination your subcommittee is doing a great public service.

Mr. Chairman, as a sponsor of three bills under consideration by this subcommittee, H.R. 2037, H.R. 8207, and H.R. 8208, I support an immediate reclassification of employees in the postal field service.

Our postal employees have a great responsibility, the delivery of over 80 billion pieces of mail each year. As the volume of mail increases in future years, the responsibility will also increase. I am confident, as I know you are, Mr. Chairman, that our postal employees will be equal to the challenge. Each postal employee is delivering a greater number of pieces of mail each succeeding year.

One of the major problems now confronting the Postal Establishment is the recruitment and retention of qualified employees. In many areas of the country personnel vacancies exist in our post offices, and we are unable to fill these positions because we are not offering adequate employment inducements.

Our present salary structure is unable to meet the wage standards offered by private industry. The existing classification structure is also unresponsive to the needs of a growing nation. It has not had an indepth examination for 12 years, and the need for revision is urgent.

The beginning salary is only one of many factors in this complex problem. Another phase of the problem, of equal if not greater importance, is the lack of advancement opportunities.

A beginning clerk or carrier is likely to remain in his initial salary level for the duration of his employment. I strongly urge this subcommittee to explore every possible avenue in an attempt to provide the necessary advancement opportunities. This lack of advancement challenge is, in my opinion, one of the major causes of the recruitment and retention crisis the Postal Establishment faces today. This crisis will continue unless adequate advancement opportunities are offered.

The duties of all postal employees have greatly increased since the enactment of Public Law 68 in the 84th Congress. That classification bill was a progressive step, and to a certain extent reflected the duties of employees in 1955.

The great increase in duties and responsibilities of our employees warrants an examination of the classification system. The interest of this subcommittee is a recognition of the increase in responsibilities.

Mr. Chairman, once again permit me to express my appreciation for this opportunity to express my views, and to restate my opinion that this examination of the postal classification structure is a great service to both postal employees and postal patrons.

Mr. HANLEY. Our next witness this morning is Mr. Everett Gibson, president of the National Federation of Post Office Motor Vehicle Employees.

Mr. GIBSON. Thank you, Mr. Chairman.

Mr. HANLEY. It is a pleasure to welcome you here this morning, Mr. Gibson, and your associate.

STATEMENT OF EVERETT G. GIBSON, PRESIDENT, NATIONAL FEDERATION OF POST OFFICE MOTOR VEHICLE EMPLOYEES, AFL–CIO

Mr. GIBSON. Mr. Chairman and members of the subcommittee, my name is Everett G. Gibson, and I am president of the National Federation of Post Office Motor Vehicle Employees, AFL–CIO. Our national headquarters is located at 412 Fifth Street NW., Washington,

D.C. I am accompanied by our national secretary-treasurer, Mr. Chester W. Parrish.

Mr. HANLEY. It is a pleasure to welcome you here this morning, Mr. Parrish.

Mr. PARRISH. Thank you, Mr. Chairman.

Mr. GIBSON. Mr. Chairman, after completing my statement, if it is permissible, I would like our secretary-treasurer to add a few comments.

Mr. HANLEY. Fine.

Mr. GIBSON. We are also happy today to have our entire national executive board here with many of the delegates where we have joined with the United Federation of Clerks and the other affiliates in their rally in Washington.

Mr. HANLEY. We are delighted to welcome the members of your national executive board. It is certainly nice to have you with us this morning and have you indicating your interest in this legislation as per your attendance here this morning.

Mr. GIBSON. Thank you, Mr. Chairman.

We have national exclusive recognition under Executive Order 10988, and are the sole bargaining representatives for all motor vehicle employees under the terms of the national agreement, with the Post Office Department. We also have local formal recognition for supervisors in the operations and maintenance divisions of the motor vehicle service.

Mr. Chairman, our membership is composed of the various classifications listed below:

Vehicle maintenance.—Garagemen, PFS–3; junior mechanic, PFS–4; automotive mechanic, PFS–5; mechanic-in-charge, PFS–6; vehicle maintenance analyst, PFS–6; administrative clerk VMF, PFS–5; storekeeper, automotive parts, PFS–5; general clerk, VMF, PFS–4; administrative assistant, PFS–6 and 7; chief of supplies VMF, PFS–7, 8, and 9; automotive painter, PFS–5; body fender repairman, PFS–6; foreman, automotive, PFS–7 and 8; foreman, body shop, PFS–7; chief mechanic, PFS–7, 8, and 9; vehicle maintenance instructor, PFS–8; superintendent, vehicle maintenance, PFS–7–13; and assistant superintendent of vehicle maintenance, PFS–7–11.

Vehicle operations.—Vehicle operator, PFS–4; tractor-trailer operator, PFS–5; vehicle dispatcher, PFS–5 and 6; foreman, vehicle dispatcher, PFS–6 and 7; vehicle operations analyst, PFS–7; vehicle central control officer, PFS–7 and 8; schedules examiner, PFS–6; general foreman, vehicle operations, PFS–8 and 9; tour superintendent, V.O., PFS–9; superintendent of operations, PFS–7–12; office clerk, PFS–4; driver instructor and examiner, PFS–5; and chief, driver instructor and examiner, PFS–6.

We want to express our appreciation to you, Mr. Chairman and the members of this subcommittee in considering H.R. 7, H.R. 4897, and other related bills proposing to reclassify certain positions in the postal field service, including those of the motor vehicle service employees.

We agree with the principle of H.R. 7 and H.R. 4897, which propose to reclassify postal employees in the postal field service salary levels 2 to PFS–3; employees in PFS–3 to PFS–4; employees in PFS–4 to PFS–5; and employees in PFS–5 to PFS–6; and eliminate salary steps 11 and 12 of each of these salary levels. It is our opinion that if no consideration is given to those employees now in level PFS–6 and above, this would only cause distortion of the entire salary structure of the postal field service. To justify this statement, we would like to give you some examples of the classifications we have within our motor vehicle service.

The motor vehicle service has several technical positions, such as vehicle maintenance analyst and body-fender repairman, who are presently in PFS–6. Unless we upgrade these technical positions, there will be no incentive for our automotive mechanics to seek these positions, as they will be in the same salary level as PFS–6.

The Post Office Department today has great difficulty in obtaining qualified automotive mechanics at the present salary level PFS–5, because the present salary of outside industry pays automotive mechanics approximately $3.50 to $4 per hour plus fringe benefits. A qualified automotive mechanic is of great importance to our maintenance program. Bearing in mind that the motor vehicle service has many various types of vehicles at any given motor vehicle service facility, as compared to outside industry and most of our vehicles are a heavy type, such as 3 to 5 tons and tractor-trailers, it is our opinion that a qualified automotive mechanic is worth just as much the day he starts to work in our service as he is after 20 years of service. It is because of the low starting salary for automotive mechanics that makes it difficult to obtain this type of employee.

Under the present staffing criteria of the Post Office Department, we have the position of mechanic-in-charge, PFS–6, that is, the first initial level supervisor, yet in many instances they are the sole supervisor of our auxiliary garages, having full charge of all the personnel assigned, plus the stockroom carrying all the necessary parts for our vehicles. It is our opinion that this position should be upgraded to no less than an automotive foreman, PFS–7.

The chief of supplies at our motor vehicle service facilities are formally in a PFS–7 and under the present staffing criteria, this same position has been downgraded to a storekeeper, PFS–5. As an illustration, at our Charlotte, N.C., facility, we had a chief of supplies who was in the salary level PFS–7 for 9 years when they had 75 vehicles assigned to that facility; today they have 375 vehicles and this position has been downgraded to a storekeeper, PFS–5. This type condition exists in many of our motor vehicle service facilities and is an indication that a higher classification should be given these employees.

The superintendents of maintenance in our service are underpaid, as no consideration is given to the various type vehicles, amount of stock, plus employees and as compared to the salaries paid by outside industry for like responsibilities.

In our operations division we have vehicle dispatchers in PFS–5 and PFS–6 and foreman, vehicle dispatching, PFS–6 and PFS–7. It is our opinion that for years these positions were all PFS–7 and that their duties and responsibilities have not decreased, and that these employees should be reclassified in a PFS–7. The position of vehicle operations analyst, prior to the staffing criteria, was always one level higher than that of a dispatcher and now are in the same PFS–7 level. A vehicle operations analyst saves the Government thousands of dollars per year in accident claims and with their present duties and responsibilities should be in a PFS–8 salary level.

The above cases are used to bring to the attention of this committee just what would happen if the committee did not consider upgrading all PFS levels, not only in the motor vehicle service, but in the entire postal field service. It is true that the opportunities for promotion within our service are very few, but in order to have our employees consider such promotions, the salary PFS levels must be

placed in a PFS level compared with the duties and responsibilities of each position.

It is our opinion that a reclassification is long overdue and we are confident that this committee will take into consideration the testimony of those who have submitted evidence of the need for this legislation. We endorse a reclassification for all postal field service employees, and we sincerely hope that consideration will be given to all of the motor vehicle employees who we represent.

We thank you, Mr. Chairman and members of the committee, for permitting us to present our views on the pending legislation and that a bill will be reported that will provide a reclassification of all postal field service employees.

Mr. HANLEY. Mr. Gibson, in behalf of the committee, we are most appreciative for your appearance here this morning and your very comprehensive testimony which has reflected some excellent points with respect to the category of people whom you represent.

May I ask, does the Department have a training program for mechanics?

Mr. GIBSON. They have a training program for our maintenance people.

Mr. HANLEY. For instance, where the basic employee comes in, hopefully to become a mechanic, do you have this type of program?

Mr. GIBSON. No. We only get automotive mechanics. If they have 3 years' employment, however, they are a full-fledged mechanic coming into the service.

Mr. HANLEY. I see. The criteria then requires at least 3 years of experience as a qualified mechanic?

Mr. GIBSON. Yes, sir.

Mr. HANLEY. To initially start with the postal service he would need that much?

Mr. GIBSON. Yes, sir; at the first level.

Mr. PARRISH. I might add, Mr. Chairman, with your permission, motor vehicle operators are also required to be qualified operators before they enter the service. They have 1 year of practical experience before entering the postal service. All of our people are technical people and have the experience necessary before they enter the service.

Mr. HANLEY. I see. On an hourly basis you have pointed out a private sector would pay this type of person from $3.50 to $4 an hour. How does this compare with the PFS from the standpoint of hourly rates?

Mr. PARRISH. PFS–4, step 1, is $2.56 an hour. If we get a motor vehicle operator into our service, we pay $2.56 an hour. An automotive mechanic, level 5, step 1, $2.74 an hour. In making comparison with outside industry, I brought along some wage determinations made by the Labor Department which I would be happy to turn over to the subcommittee.

Just to give you a comparison, Mr. Chairman, in the State of Wisconsin, a truckdriver, tractor-trailer, gets $3.43 an hour. This determination is what the Government requires an outside contractor to pay his employees. A straight job motor vehicle operator in our service is $2.56 an hour. And it goes on. We have several States listed here.

Mechanics in the State of Michigan, automotive mechanic, $3.25 an hour. In the State of New York, $3.24 an hour. I'm sorry, this is

over-the-road service. This is a truckdriver and teamster rate. Automotive mechanics in the State of Michigan, $3.47 an hour; in the State of California, $3.87 an hour. So we are running well over a dollar an hour under what the Government will require now under the Public Service Contract Act to pay its employees.

So the Government itself is paying its employees less than what we require the contractor to pay. And we think the Public Service Contract Act is one of the finest pieces of legislation ever passed by the U.S. Congress, because now you're requiring contractors who do business with work to pay living wages to their employees where this wasn't happening before. The Government was actually a contributor to the poverty program in a roundabout way.

Mr. HANLEY. I was especially interested in your comment relevant to the situation in Charlotte, N.C., relevant to downgrading. Was this action appealed?

Mr. GIBSON. There was an appeal, but the only thing they added was 2 years saving in the salary level.

Mr. PARRISH. It's in the process of being appealed now, Mr. Chairman. And also we, as an organization, have appealed not only this position but other positions that have been downgraded in the Post Office Department. They have promised us that they will take another look, but of course this is a long period for them to look at something. Last November we had a meeting with them. We are going to talk to them about it again next month. But it is a long, long process before they get around to realities.

Mr. HANLEY. How long ago was the downgrading effected?

Mr. PARRISH. In various cities, Mr. Chairman——

Mr. HANLEY. Forgive me. The particular instance which you refer to in your testimony.

Mr. PARRISH. A year ago.

Mr. HANLEY. A year ago?

Mr. PARRISH. Yes, sir. This is when the employee was first notified that his position was being downgraded, and he filed an appeal under the adverse action and appeals procedures.

Mr. HANLEY. Up to this point the matter has not been resolved?

Mr. PARRISH. No, sir.

Mr. HANLEY. I see.

Mr. PARRISH. This is only one case, but there are a number of cases throughout the country.

Mr. HANLEY. The gentleman from North Carolina, Mr. Henderson.

Mr. HENDERSON. Thank you, Mr. Chairman.

Going back to the points you made with regard to this contracting, does the Post Office Department do any of its automotive maintenance through contract?

Mr. PARRISH. Yes, we do, I'm sorry to say. We object to the contracting by private contractors, but some people take the easy way out and subcontract entirely too much of our work that we could, in our opinion, do more efficiently if we were properly staffed. But, as a result of the staffing criteria, some of our garages are just not staffed the way they should be, so they subcontract radiator repair work, automatic transmissions, et cetera. There are a number of small jobs or units, and also they contract to repair entire vehicles in outlying areas where they have no facility.

Mr. HENDERSON. How extensive is this? Do they do the complete overhaul?

Mr. PARRISH. In our service?

Mr. HENDERSON. Outside.

Mr. PARRISH. Outside, some places they do all of the work by contracting.

Mr. HENDERSON. Is it very extensive?

Mr. PARRISH. Well, no. A major job would be brought in to a close-by facility. But you have some garages that do what we call the A and B inspections. This is the preventive work. They do brake jobs, motor tuneups, repair, brake shoes, and so forth. It's practically the entire service except for a major overhaul.

Mr. HENDERSON. I wonder if you consider this a major problem now.

Mr. PARRISH. Well, it's a wasteful problem, in our opinion, in many cases.

Mr. HENDERSON. It has been, but with the Service Contract Act, do you think it is going to continue?

Mr. PARRISH. With the Service Contract Act, if it's applied the way it was intended to, it's going to certainly make them wake up and bring some of this work back to the Government people who can perform the work efficiently.

Mr. HENDERSON. Mr. Chairman, I would be tempted to ask the gentleman to bring us information, but I think that after the Service Contract Act has had an opportunity to become fully effective, it's going to take some time for us to get the full impact and for them to get the in-house capability that they need. Would you think that as a result of not doing this as they should, the full impact has occurred? I think if you would bring us specific instances of contracting out, where it could be done cheaper in-house, we would like to have it.

Mr. PARRISH. I would be very happy to, Mr. Henderson. The reason we make the statement that we can do the work cheaper is that it's just commonsense that if you have a facility, you have a garage that is manned and staffed, you have your supervisors, you have your personnel, you have your equipment, why send work out to a garage across the street where, when this man charges you for doing the job, he takes into consideration the cost of his rent, his lights, his overhead, et cetera, and it averages about $6 an hour for a private garage and that is what he charges an individual, either you or I when we would have our car repaired. It's based on a flat rate, taking into consideration all overhead.

Mr. HENDERSON. There is one other thing, Mr. Chairman, that I would say because I am very appreciative of the strong statement you made in support of that act here. And that is the word "caution." The battle is not over by any means.

Mr. GIBSON. We realize that, sir.

Mr. PARRISH. We realize that.

Mr. HENDERSON. Within the Post Office there is quite a clamor for Congress to exempt the postal services from the Contract Act, and I hope your organization is going to stay on top of this and stay just as strong as you have been this morning.

Mr. PARRISH. We will, and also the AFL–CIO is supporting us on our stand.

Mr. GIBSON. Mr. Henderson, also when you make exceptions, you're going to run into difficulty of other exceptions you will have to make if you make it for just one individual group.

Mr. PARRISH. It's surprising that the Committee on the Post Office Department would take this stand since it was the President of the United States that asked for this bill to start with, or the administration encouraged it. But we realize the problem. The Post Office does have a problem, and it's going to get a little greater.

Mr. HENDERSON. I think we ought to give the administration all the credit that is due on that act. But I think, if you read some of the testimony that has been going on before this committee of the House for years, you would find that we had some interest in this area long before the executive department did, and we are now having to fight the executive department to get them to carry out their own act.

Mr. PARRISH. Right.

Mr. HENDERSON. The one they supported so vigorously.

Mr. GIBSON. Mr. Henderson, may I add under that same act that the Department's view in intercity transportation of mail is not costed out between a Government-owned vehicle or any vehicle we may have available. This is arbitrarily let out of contract, regardless of cost.

Mr. HENDERSON. Of course last year when we had the transportation proposal before the Postal Operations Subcommittee, there were very few employee organizations that took much interest in it. I personally had a lot of misgivings about it and, in looking back now, I think that if we had enacted it we would have been acting contrary to the goal and purpose of the Service Contract Act.

It is my opinion that if we fully implement the philosophy of the Service Contract Act, all the mail is going to be moved by Government employees, and we can do it cheaper.

Mr. PARRISH. Right.

Mr. HENDERSON. We can do it cheaper than the private sector can. And we can maintain our vehicles cheaper.

Mr. PARRISH. Yes, sir.

Mr. HENDERSON. If we can't, then I think maybe it would be proposed that we get out of the business. And I am certainly not in favor of getting out of the post office business. I think what we have got to do is do our job and do it in-house and do it at the cheapest cost to the taxpayer. I agree with you that even in our highway transportation we are not getting the cheapest service for the people, and it is because one of the problems is personnel. We are not paying our employees what we ought to pay them within the service.

Mr. PARRISH. I agree with you.

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

Mr. HANLEY. Thank you, Mr. Henderson.

Mr. Parrish indicated that the Government is paying its employees less than it requires its employees to pay for comparable work. Can you give us any rationale here?

Mr. PARRISH. Under the Service Contract Act where the Labor Department issued the determination, this is what they are telling the State of Michigan that they have to pay their employees, or the State of New York, or the other States. This goes back to the Post Office Department. This is put on the bid. The contractor bidding for this type of work, whether it be automotive maintenance or the hauling of the mails, is required to pay his employees no less than this

amount. And I'm basing this on the PFS salary level, the PFS entrance level that we pay to a mechanic in the same place.

So we tell a mechanic in Detroit, Mich.: "You come to work for us. We are going to pay you $2.74 an hour. You work for Jones automotive firm across the street and you're making $3.45 an hour, but this is a good job. We want you to work for us for $2.74 an hour." This is the difference. And maybe the garage across the street is doing some of our work for us. So this contractor is required, or this garage is required to pay his employees the higher rate, the prevailing rate. Of course in many instances they will pay him a heck of a lot more than the prevailing rate because the prevailing rate takes in all people in the area.

Mr. HANLEY. As I understand your comments, it is that in your opinion that all levels in the PFS schedule must be raised if we raise any one of them. Is this correct?

Mr. GIBSON. I think you're going to distort the whole salary structure if you don't. And I have always been in favor that when you move anyone up you move everyone so you make room for the others to move up.

Mr. HANLEY. Was your organization in existence in 1955 at the time of the enactment of that law?

Mr. GIBSON. Yes, sir. But I was not here at that time. We had another legislative director, and we opposed it. However, it was a means of getting additional salaries for our people where we had no alternative.

Mr. HANLEY. But your position was actually negative on it?

Mr. GIBSON. Yes, sir.

Mr. HANLEY. I see.

Mr. HENDERSON. Mr. Chairman, may I make one other comment? I am not going to put these gentlemen on the spot and ask them to comment, but rather make the comment myself.

I think that we need to be cautious as we use the wage determination by the Department of Labor for arguments for our own increased pay too early and too hard. Let's let that act operate to get its primary objective of doing this job in-house and be assured that with the record of this committee, and the Congress in the last 5 or 6 years, we will do a fair job of getting the pay of our employees up.

If you carried your argument to the ultimate extreme and said that we ought to use those wage determinations as a basis for our own pay, we find that you have made the best argument for the executive to contract all the work out.

Mr. GIBSON. We would change our testimony on that point.

Mr. PARRISH. We weren't saying that we should be the same as the wage determination, no, sir.

Mr. HENDERSON. But, as I say, our big fight has been, and will continue to be, to make the contractors pay the American worker what they ought to pay. If they are going to work for the Government at least they ought to pay what the Government pays.

As soon as we enact this law, and it results as you have pointed out in some areas in glaring discrepancies, don't turn around and take the argument the other way and defeat our primary purpose.

Mr. GIBSON. Thank you.

Mr. PARRISH. I appreciate your suggestions, sir.

Mr. HANLEY. Thank you, Mr. Henderson.

Again, Mr. Gibson and Mr. Parrish, this committee is most grateful for your appearance here this morning. You have certainly made some excellent points in your testimony, some suggestions that certainly are most deserving of consideration and merit action. In your testimony and your appearance here this morning you have provided a great assist to the deliberations of this committee in our efforts to improve upon the legislation. Thank you.

Mr. GIBSON. It is always a pleasure to appear before this committee.

Mr. HANLEY. Thank you. Our next witness this morning is Mr. Ross Messer, legislative representative for the National Association of Post Office and General Services Maintenance Employees.

Mr. Messer, it is a pleasure to welcome you here this morning, and also your associate.

Mr. DIEKEMPER. Thank you, sir.

STATEMENT OF ROSS MESSER, LEGISLATIVE REPRESENTATIVE, NATIONAL ASSOCIATION OF POST OFFICE AND GENERAL SERVICES MAINTENANCE EMPLOYEES

Mr. MESSER. Thank you, Mr. Chairman and members of the subcommittee, for the opportunity to appear before you today. I am Ross A. Messer, legislative representative of the National Association of Post Office and General Service Maintenance Employees, AFL–CIO, with headquarters at 724 9th Street NW., Washington, D.C.

Today, I am accompanied by our national president, Mr. Edward M. Diekemper. Also our executive board is in attendance, and delegates who are here attending the legislative conference are with us.

Mr. HANLEY. We are delighted to welcome the members of your executive board and the delegates to your conference, as well as Mr. Diekemper.

Mr. MESSER. This association is the national exclusive representative with the Post Office Department for the 17,000 postal field service maintenance employees under the terms of our national agreement with the Post Office Department. This association also has formal recognition with General Services Administration for the maintenance employees in the Public Buildings Service of that agency. We have locals in the 50 States, Puerto Rico, Virgin Islands, and the District of Columbia.

We wish to take this opportunity to thank you, Mr. Chairman and the members of your subcommittee, for your interest in the proper classification of positions in the postal field service and for the scheduling of early hearings on this important subject.

Mr. Chairman, the maintenance service is a very important part of the postal service. The maintenance service is not composed of janitors and laborers alone. Employees in the maintenance service are in PFS levels 1 through 15.

It is true that the primary function of the maintenance service is the operation and maintenance of the post office building and its equipment. However, with the advent of mechanization, the maintenance service has become a very integral part of the postal service and the movement of the mails.

The mechanics in the maintenance service maintain the most modern automated letter-sorting machines, facing cancelers, edger stackers,

sack sorters, and parcel sorters, as well as automatic elevators and some of the largest and most modern air-conditioning systems in the United States.

Exhibit A shows the cities for which contracts were awarded on or before June 30, 1966, for the installation of the various types of new equipment being installed in the new mechanization and modernization program of the Post Office Department. Exhibit A, Mr. Chairman, is the first large item of mechanization which the Postmaster General announced on May 19, 1966, which was the awarding of contracts for $60 million worth of equipment. That exhibit shows the cities and the types of equipment to be in those cities.

Exhibit B is a list of the cities for which mechanization contracts will be awarded by July 1, 1967, for mechanization for new buildings, alterations, and modification to present buildings, and new equipment. This program was announced by the Postmaster General on March 8 of this year, and it has a price tag of $23 million, which is in addition to the other $60 million.

Mr. Chairman, we would like to comment on the reclassification proposals as related to the salary increase bills, both of which are currently under consideration by different subcommittees of the House Post Office and Civil Service Committee.

It is our belief that the subject of pay and position classification, although closely related, are actually separate and distinct problems.

Salary increases are required to keep the schedules of the existing pay structure comparable to those being paid for similar or like positions with which they are ranked in the private sector of our economy. The lag in comparability and the overriding necessity of increasing Federal and postal pay in an effort to permit Government workers to catch up is clearly established.

The pay issue is under consideration before the Subcommittee on Compensation, and our organization will appear before that committee and testify relative to the salary bills under consideration.

Position reclassification, as proposed in H.R. 7, H.R. 4897, and related bills, is an overhaul of the system of job structure to more properly classify position ranking in a fair and related manner to cope with the changes over the years which indicate the desirability of upgrading positions.

Public Law 68, of the 84th Congress, which contains the key positions for the postal field service, has not been amended or thoroughly reviewed for amendments, to the best of our knowledge, until just recently.

Many changes in the basic functions, duties, and responsibilities of the employees have been made since the enactment of Public Law 68, approved June 10, 1955.

Mr. Chairman, this association endorses the principle in the provisions of H.R. 7. However, we would recommend that consideration be given to H.R. 4897 which would provide equity for the many maintenance service employees who are presently in steps 11 and 12. The provisions of H.R. 4897 would assure the senior maintenance service employees in steps 11 and 12 the identical salary increase as provided for those in step 10.

With the construction of many new postal facilities, the alteration of and modernization of present postal facilities, and the installation of all of the new mechanized equipment, it is becoming more difficult

for the Department to secure qualified personnel to work on the parcel-sorting machines, sack-sorting machines, letter sorters, edger stackers, facer cancelers, culling and facing conveyors, closed-circuit television systems, audio systems, automatic elevators, and air-conditioning equipment. All of this new equipment which is being installed is very technical and requires considerable training and study on the part of the mechanics, in order to properly maintain the equipment and keep it in operating condition at all times.

An equipment breakdown during the peak mailing period may cause a serious delay in the mail, as well as a costly loss of man-hours to the Department.

The mechanics working on this equipment, to a large extent, are in PFS–5. It has been our contention for a number of years that this work should be at least PFS–6.

The Department has taken the position that in accordance with the provisions of Public Law 68, 84th Congress, PFS–5 is the proper allocation for the mail processing equipment mechanic, standard position 6–63.

Mr. Chairman, H.R. 4897 would remedy this situation by placing the mail processing equipment mechanic, PFS–5, along with other skilled mechanics in the maintenance service in PFS–6.

The mechanical work in post offices is not limited to skilled mechanics in PFS–5.

In the post office maintenance service, there are a number of employees in PFS–2, PFS–3 and PFS–4 who are required to perform mechanical work not requiring the skill of a PFS–5 mechanic.

In many of the smaller and medium-sized, first-class post offices, employees in PFS–2 and PFS–3 are required to make mechanical repairs to the building and its equipment, including air-conditioning and heating equipment, to canceling machines, tying machines, and conveyors.

In many of the medium-sized and larger post offices, employees in PFS–4 are required to work side-by-side with PFS–5 mechanics and in a number of instances do the same work. However, these PFS–4 mechanics cannot be promoted to PFS–5 mechanic positions because they cannot qualify on the examination required by the Post Office Department for promotion to PFS–5 positions. Many of these PFS–4 mechanics have been in this position for quite a few years and have instructed many of the PFS–5 mechanics who were appointed from other crafts, after qualifying on the Department's examinations.

Mr. Chairman, H.R. 4897 would not assist these PFS–4 mechanics in qualifying on the Department's written examination, but it would boost their morale by placing them in PFS–5.

This association strongly endorses the provisions of H.R. 4897, to upgrade positions in PFS–1 through PFS–5 to PFS–2 through PFS–6.

This association also represents many of the approximately 1,400 maintenance service supervisors.

Supervisory positions in the maintenance service start at PFS–4, with the highest supervisor being in PFS–15.

It is rather difficult to understand the logic of the Post Office Department in placing supervisors in level 4, which is the same level occupied by a large number of nonsupervisory employees in the maintenance service and is the same level as clerks and carriers. The

Department originally placed some of these supervisors in PFS–3. However, through the efforts of this association, they were elevated to PFS–4.

The provisions of H.R. 4897 would also benefit maintenance service supervisory employees in PFS–4 and PFS–5.

It is our belief that all supervisory positions in the maintenance service should be upgraded at least one level and that no supervisory position in the maintenance service should be lower than PFS–6.

The supervisors in the maintenance service, particularly those in cities with the new automated equipment, have very great responsibilities in seeing that this new automated equipment is operational at all times for the expeditious handling of the mail.

It is our sincere hope that this subcommittee will take favorable action on H.R. 4897, to upgrade the postal field service positions in PFS–1 through PFS–5 to PFS–2 through PFS–6, and that the subcommittee will amend the bill to include at least a one-level upgrading for all maintenance service supervisory positions.

(Exhibits A and B are as follows:)

EXHIBIT A

Post Office Department accelerated mechanization and modernization program, May 19, 1966

[Contracts awarded for all equipment listed below except facer-canceler and closed-circuit TV systems which will be let by June 30]

Post office locations	Self-service units	Source data complex	Letter sorters	Optical readers	Facer cancelers	Edger stackers	Mail preparation lines	Sack sorters	Parcel sorters	Closed circuit TV	Stamp sensors
Akron, Ohio		X			1	1					
Albany, N.Y.		X			1	1					
Albuquerque, N. Mex.	1	X				1					
Alexandria, Va.	1										
Ann Arbor, Mich.	1										
Atlanta, Ga.		X	2		1						
Austin, Tex.			1								
Azusa, Calif.											
Baltimore, Md.		X				4					
Berkeley, Calif.					1	1					
Beverly Hills, Calif.					1	1					
Binghamton, N.Y.								1			
Birmingham, Ala.		X			1	1					
Bloomington, Minn.	1										
Boston, Mass.		X	2	2	1						
Bridgeport, Conn.					1	1					
Bronx, N.Y.		X				3					
Brooklyn, N.Y.		X			1	6					
Buffalo, N.Y.	1	X								2	
Camden, N.J.					1	1					
Canton, Ohio					1	1					
Cedar Rapids, Iowa	1										
Charlotte, N.C.		X									
Chattanooga, Tenn.					1	1					
Chicago, Ill.	1	X	5		1		2			1	
Chula Vista, Calif.	1										
Cincinnati, Ohio	1	X	2		1	4				2	3
Cleveland, Ohio	2	X			1						5
Colorado Springs, Colo.					1	1					
Columbia, S.C.					1	1					
Columbus, Ohio	3	X	2								2
Crestwood, Mo.	1										
Dallas, Tex.	1	X			1	4					
Dayton, Ohio		X									2
Denver, Colo.	1	X			1	4				1	
Des Moines, Iowa		X	2		1						
Detroit, Mich.		X			1	6				1	
Downington, Pa.											
El Paso, Tex.	1		1		1	1					

Post Office Department accelerated mechanization and modernization program, May 19, 1966—Continued

Post office locations	Self-service units	Source data complex	Letter sorters	Optical readers	Facer cancelers	Edger stackers	Mail preparation lines	Sack sorters	Parcel sorters	Closed circuit TV	Stamp sensors
Elizabeth, N.J.					1	1					
Elkins Park, Pa.											
Erie, Pa.					1	1					
Fairfield, N.J.											
Flint, Mich.					1						
Flushing, N.Y.		X									
Frederick, Md.											
Fort Lauderdale, Fla.	1				1	1					
Fort Wayne, Ind.					1	1					
Fort Worth, Tex.		X	1								
Fresno, Calif.						1					
Grand Rapids, Mich.		X			2	1					
Greensboro, N.C.		X			1	1				2	
Harrisburg, Pa.		X			1	1				1	
Hartford, Conn.		X	1		1	1					
Harvey, Ill.	1										
Houston, Tex.	1	X	2	1							
Huntington Station, Long Island, N.Y.	1										
Indianapolis, Ind.		X	2			3					3
Jackson, Miss.					1	1					
Jacksonville, Fla.		X			1	1					
Jamaica, N.Y.		X									
Jersey City, N.J.		X			1	1					
Kansas City, Mo.	1	X	2		1	1					
Knoxville, Tenn.					1	1					
Lansing, Mich.					1						
Lehigh Valley, Pa.					1	1					
Lewiston, Pa.											
Lincoln, Nebr.					1	1					
Little Rock, Ark.					1	1					
Long Beach, Calif.		X			1	1					
Long Island City, N.Y.		X			1	1					
Los Angeles, Calif.		X	3		1	1				1	
Los Angeles, Worldway AMF								1			
Louisville, Ky.		X									2
Lubbock, Tex.					1	1					
Madison, Wis.					1	1					
Marietta, Ga.	1										
McKeesport, Pa.	1										
Memphis, Tenn.	1	X						1			
Miami, Fla.	1	X								1	
Milwaukee, Wis.	2	X									
Minneapolis, Minn.	1	X	1	1		3		1	4		
Mobile, Ala.					1	1					
Montgomery, Ala.					1	1					
Moorestown, N.J.	1										
Mount Prospect, Ill.	1										
Nashville, Tenn.		X	1		1	1				1	
National City, Calif.	1										
New Haven, Conn.		X									
New Orleans, La.		X	2		1	1					
New York, N.Y., GPO		X					4			1	
New York, Church Street station						5					
New York, FDR station									5		
Newark, N.J.		X	2								
Norfolk, Va.	1	X			1	1					
North Miami, Fla.	1										
Oakland, Calif.		X				2		3	8		
Oklahoma City, Okla.	1	X	1							1	
Omaha, Nebr.		X	2			2				2	
Orlando, Fla.	1				1	1					
Palo Alto, Calif.	1										
Paoli, Pa.											
Pasadena, Calif.	1				1	1					
Paterson, N.J.					1	1					
Peoria, Ill.					1						
Philadelphia, Pa.		X	2		1	2				2	
Phoenix, Ariz.	3	X			1	3		1			
Pittsburgh, Pa.	1	X			1	4					
Pomona, Calif.	1										
Portland, Maine		X									
Portland, Oreg.	1	X	2	1	1					2	
Providence, R.I.		X									

Post Office Department accelerated mechanization and modernization program, May 19, 1966—Continued

Post office locations	Self-service units	Source data complex	Letter sorters	Optical readers	Facer cancelers	Edger stackers	Mail preparation lines	Sack sorters	Parcel sorters	Closed circuit TV	Stamp sensors
Raleigh, N.C					1	1					
Reading, Pa					1	1					
Richmond, Va		X			1	1					
Rochester, N.Y		X									
Rosemont, Ill											
Sacramento, Calif	2	X	2		1	1					
St. Ann, Mo	1										
St. Louis, Mo		X			1	4					
St. Paul, Minn	1	X									
St. Petersburg, Fla	1										
Salt Lake City, Utah	1	X									
San Antonio, Tex		X	2								
San Diego, Calif		X									
San Francisco, Calif		X	2	2	1	5					
San Francisco, AMF								1			
San Jose, Calif		X	1								
San Juan, P.R					1	1					
San Leandro, Calif	1										
Santa Ana, Calif	1										
Santa Clara, Calif											
Scottsdale, Ariz					1	1					
Scranton, Pa					1	1					
Seattle, Wash		X	2	1	1	3				1	
Shreveport, La					1	1					
Spokane, Wash	1	X			1	1					
Springfield, Mass		X			1	1				2	
Stamford, Conn											
Syracuse, N.Y											
Tacoma, Wash	1										
Tampa, Fla		X									
Toledo, Ohio	1	X	1		1	1					
Topeka, Kans	1				1	1					
Torrance, Calif	1										
Towson, Md	1										
Trenton, N.J		X			1	1					
Tucson, Ariz	1					1					
Tulsa, Okla		X	1		1	1					
Van Nuys, Calif						1					
Virginia Beach, Va	1										
Washington, D.C		X			1					1	
West Hartford, Conn	1										
Whittier, Calif	1										
Wichita, Kans	2	X									
Wilkes-Barre, Pa								1			
Willow Grove, Pa											
Wilmington, Del	1				1	1					
Worcester, Mass					1	1					
Youngstown, Ohio					1	1					
Unassigned					14						
Total units	66		52	8	[1] 95	130	6	10	17	25	17
Total number post offices	58	75	29	6	81	81	2	8	3	18	7

[1] 1 assigned to postal laboratory.

Post Office Department accelerated mechanization and modernization program—cities for which mechanization contracts will be let by July 1, 1967

Post office locations	Mechanization for new buildings			Alterations and modifications to present buildings			New equipment				
	Conveyor belt systems	Parcel sorting machines	Sack sorting machines	Letter sorter installations	Updating mechanical equipment	Edger, stacker installations	Letter sorter machines	Facer-cancelers	Culling and facing conveyors	Edger-stackers	Closed circuit TV
Akron, Ohio								1		1	
Albuquerque, N. Mex								1		1	
Alexandria, Va								1	1	1	
Alliance, Ohio									1		
Amarillo, Tex								1		1	
Anaheim, Calif								1		1	
Annapolis, Md									1		
Arlington, Va								1		1	
Ashland, Ky									1		
Atlanta, Ga				1							
Atlantic City, N.J								1		1	
Auburn, N.Y									1		
Austin, Minn								1			
Austin, Tex									1		
Babylon, N.Y								1		1	
Bakersfield, Calif									1		
Baldwin, N.Y								1		1	
Baltimore, Md									1		
Bartlesville, Okla								2		2	
Baton Rouge, La									1		
Bay Shore, N.Y								1		1	
Beaufort, S.C									1		
Bessemer, Ala									1		
Beverly Hills, Calif									1		
Birmingham, Ala								1			
Bismarck, N. Dak								3		2	
Boston, Mass	1	9	5	1				2	1		
Boulder, Colo								1		1	
Bowling Green, Ohio									1		
Buffalo, N.Y								1		1	
Burlington, Ohio									1		
Canton, Ohio								1			
Carlsbad, N. Mex									1		
Cedar Rapids, Iowa								1		1	
Charleston, W. Va								1		1	
Charlotte, N.C								1		1	
Charlottesville, Va									1		
Chicago, Ill					X		4			16	
Chicago, Ill., O'Hare AMF											2
Chicago, south suburban		[1]1									
Chillicothe, Ohio									1		
Cincinnati, Ohio				1	X		2	1		1	
Cleveland, Ohio							2	2		3	
Clovis, N. Mex									1		
Columbus, Ga								1		1	
Columbus, Ohio				1				2		2	2
Covina, Calif									1		
Cumberland, Md									1		
Dallas, Tex								2		2	
Danville, Va									1		
Dayton, Ohio								2		3	
Dearborn, Mich								1		1	
Delaware, Ohio									1		
Des Moines, Iowa								1		1	
Detroit, Mich					X			3		2	
Dothan, Ala								1			
El Monte, Calif									1		
Endicott, N.Y									1		
Evanston, Ill								1		1	
Evansville, Ind	1							1		1	
Eureka, Calif									1		
Fairmont, W. Va									1		
Falls Church, Va									1		
Farmingdale, N.Y									1		
Far Rockway, N.Y									1		

[1] Facility constructed.

Post Office Department accelerated mechanization and modernization program—cities for which mechanization contracts will be let by July 1, 1967—Continued

Post office locations	Mechanization for new buildings			Alterations and modifications to present buildings			New equipment				
	Conveyor belt systems	Parcel sorting machines	Sack sorting machines	Letter sorter installations	Updating mechanical equipment	Edger, stacker installations	Letter sorter machines	Facer-cancelers	Culling and facing conveyors	Edger-stackers	Closed circuit TV
Flint, Mich.										1	
Flushing, N.Y.								1		1	
Ft. Lauderdale, Fla.								1		1	
Ft. Wayne, Ind.								1		1	
Ft. Worth, Tex.								1		1	
Franklin Park, Ill.									1		
Freeport, N.Y.									1		
Fresno, Calif.								1		1	
Fullerton, Calif.									1		
Gary, Ind.								1		1	
Glendora, Calif.									1		
Goldsboro, N.C.									1		
Grand Island, Nebr.									1		
Greensboro, N.C.								1			
Greenville, N.C.									1		
Greenville, S.C.								1		1	
Gretna, La.									1		
Hampton, Va.-peninsula facility								1	1	1	
Harrisonburg, Va.									1		
Hicksville, N.Y.	1		1								
Hobbs, N. Mex.									1		
Honolulu, Hawaii					X			1		1	
Houston, Tex.							1	2		7	
Huntington, N.Y.									1		
Hyattsville, Md.									1		
Indianapolis, Ind.				1				1		1	
Jacksonville, N.C.									1		
Jamaica, N.Y.								1		1	
Jeffersonville, Ind.									1		
Jamestown, N.Y.									1		
Kansas City, Kans.								1		1	
Kansas City, Mo.								1	1	1	
Kent, Ohio									1		
Kingston, N.Y.									1		
Laguna Beach, Calif.									1		
Lancaster, Ohio									1		
Lancaster, Pa.								1		1	
La Porte, Ind.									1		
Laramie, Wyo.									1		
Las Vegas, Nev.								1		1	
Lawrence Kans.									1		
Lawton, Okla.									1		
Levittown, N.Y.									1		
Lexington, Ky.								1		1	
Long Beach, N.Y.									1		
Los Angeles, Calif.					X		2	2		9	
Los Angeles Worldway AMF							2				
Louisville, Ky.								1		1	
Lubbock, Tex.								1			
Lynchburg, Va.									1		
Madison, Wis.								1		1	
Manhattan, Kans.									1		
Manitowoc, Wis.									1		
Marysville, Calif.									1		
Massapequa N.Y.									1		
Memphis, Tenn.								1		2	
Miami, Fla.									1	4	
Michigan City, Ind.									1		
Milwaukee, Wis.							2	1		4	
Mineola, N.Y.									1		
Minneapolis, Minn.							1	2		2	
Minot, N. Dak.									1		
Modesto, Calif.									1		
Moorhead, Minn.									1		
Morgantown, W. Va.									1		
Mount Vernon, N.Y.									1		

Post Office Department accelerated mechanization and modernization program—cities for which mechanization contracts will be let by July 1, 1967—Continued

Post office locations	Mechanization for new buildings			Alterations and modifications to present buildings			New equipment				
	Conveyor belt systems	Parcel sorting machines	Sack sorting machines	Letter sorter installations	Updating mechanical equipment	Edger, stacker installations	Letter sorter machines	Facer-cancelers	Culling and facing conveyors	Edger-stackers	Closed circuit TV
Murfreesboro, Tenn									1		
Nashville, Tenn				1						1	
New Albany, Ind									1		
Newburgh, N.Y									1		
New Haven, Conn								1		1	
New Orleans, La					X			1		1	
New Rochelle, N.Y									1		
New York, N.Y								2			
New York, Church Street station							4				
New York, FDR station											1
New York, Murray Hill station	1	5									
New York, Yale truck terminal	1	5			X						
Newark, Ohio									1		
Newark, N.J				1							
Norfolk, Va								1		1	
Norman, Okla									1		
North Hollywood, Calif								1		1	
North Little Rock, Ark									1		
Oakland, Calif							2	1		1	
Ogden, Utah								1		1	
Oklahoma City, Okla				1							
Omaha, Nebr				1							
Orlando, Fla								1		1	
Ontario, Calif									1		
Ottumwa, Iowa									1		
Oxford, Ohio									1		
Palo Alto, Calif								1		1	
Panama City, Fla									1		
Petersburg, Va									1		
Philadelphia, Pa				1			2	2		6	
Phoenix, Ariz							2				
Pine Bluff, Ark									1		
Pittsburgh, Pa					X	1		1		1	
Plattsburgh, N.Y									1		
Ponca City, Okla									1		
Ponce, P.R									1		
Portland, Maine	1		1								
Portland, Oreg				1						2	
Pueblo, Colo								1		1	
Richmond, Va								1		1	
Riverside, Calif								1		1	
Roanoke, Va									1		
Rockford, Ill								1		1	
Rock Hill, S.C									1		
Rocky Mount, N.C									1		
Rockville Centre, N.Y									1		
St. Louis, Mo								1		2	
St. Paul, Minn								1		1	2
St. Petersburg, Fla								1		1	
Salem, Oreg								1		1	
Salisbury, N.C									1		
San Antonio, Tex								1		1	
San Bernardino, Calif								1		1	
Sacramento, Calif				1							
San Diego, Calif								1		1	
San Francisco, Calif						1	2				2
San Jose, Calif										1	
San Leandro, Calif									1		
Santa Ana, Calif								1		1	
Santa Clara, Calif									1		
Santa Monica, Calif								1		1	
Scarsdale, N.Y									1		
Schenectady, N.Y									1		
Seattle, Wash						1		1		1	
Shawnee Mission, Kans								1		1	

Post Office Department accelerated mechanization and modernization program—cities for which mechanization contracts will be let by July 1, 1967—Continued

Post office locations	Mechanization for new buildings			Alterations and modifications to present buildings			New equipment				
	Conveyor belt systems	Parcel sorting machines	Sack sorting machines	Letter sorter installations	Updating mechanical equipment	Edger, stacker installations	Letter sorter machines	Facer-cancelers	Culling and facing conveyors	Edger-stackers	Closed circuit TV
Sheboygan, Wis.									1		
Selma, Ala.									1		
Silver Spring, Md.								1		1	
Spokane, Wash.								1		1	1
Stillwater, Okla.									1		
Stevens Point, Wis.									1		
Stockton, Calif.								1		1	
Syracuse, N.Y.								1		1	
Tacoma, Wash.								1		1	
Tampa, Fla.								1		1	
Texarkana, Ark.; Tex.									1		
Toledo, Ohio											1
Tonawanda, N.Y.									1		
Topeka, Kans.								1			
Tucson, Ariz.								1		1	
Tulsa, Okla.				1							1
Valley Stream, N.Y.									1		
Van Nuys, Calif.								1		1	
Ventura, Calif.									1		
Washington, D.C.							2	2		9	
Waukegan, Ill.									1		
Waukesha, Wis.									1		
White Plains, N.Y.								1		1	
Wheeling, W. Va.									1		
Wichita, Kans.								1		1	
Wilkes-Barre, Pa.								1		1	
Winona, Minn.									1		
Yonkers, N.Y.								1		1	
York, Pa.								1		1	
Youngstown, Ohio								1		1	
Xenia, Ohio									1		
Unassigned									50		
Total units	6	15	7	13	8	3	30	114	158	158	12
Total number post offices	6	3	3	13	8	3	14	98	108	97	8

Mr. MESSER. Mr. Chairman, before closing, if I may, I would like to touch on training just a moment. We have been working with the Post Office Department now for approximately 2 years to establish training on both the national level and the local level in order to properly maintain the new equipment which is being received.

The Department has established a number of technical training centers throughout the country where a few of the employees are selected to attend, and they are given training courses on the new equipment. The employees are supposed to go back to their home offices and to impart some of this knowledge to the other employees who are going to be required to work on this equipment.

However, it hasn't worked out this way. When the employees get back to their home office, they have no opportunity to pass this knowledge on to the other employees unless it is an employee that he is working immediately with. There is no time allowed for on-the-job training or for anyone to give on-the-job instructions unless the man just happens to be working with the other man.

We feel that something is going to have to be done on the local level in order to get some training on the local level.

Now, in quite a few cities when the Mark II machines and facer cancelers have been received, no one in those offices have had any training on them. Some of the employees haven't had any training on the new equipment and have uncrated and installed the machines and placed them in operation before anyone in those offices was sent out to a training center on those machines. And in some instances, I regret to report, the man who went and took the training did not work on the machine when he returned. It's something that we are working with the Department to try to work out, but we haven't been able to get it completely worked out yet.

I would also like to add that some of our locals throughout the country, in order to qualify their employees for passing the examinations to be promoted to do this mechanical work, have, through cooperation of their local school boards, set up off-the-job training, night adult education, so that the maintenance employees could study electricity, electronics, and basic mechanics so that they can qualify to get to work on this equipment.

Now, our local in Los Angeles has just completed a very successful course. I think they had 36 employees who completed the course, and quite a few of them have qualified on the examination. But this is being done through the union and not through the Post Office. We feel that the Post Office should take the initiative to train these employees in this new equipment which is coming in so that they will not have to go to private industry and bring in people from private industry in order to maintain this equipment.

We have the mechanics there. We have mechanics who are outstanding mechanics, but they can't pass the examination that is required of them for a promotion. Although they work on this equipment daily, they just can't put it in writing.

We have been working with the Department to try to either find some way that we can get credit on the examinations for their past experience and their know-how, but so far, unless a man passes all three portions of the test, he cannot be considered for promotion to these jobs. There is no credit given for his know-how and his work that he can do, but when a man passes the test that more or less automatically qualifies him to come in, even though he does not have the mechanical background to go with it.

We have had many instances where people from other crafts have passed the electromechanical examination with a very good grade, but when they came over they didn't even know how to take a machine down. And they couldn't have put it back together after they had taken it down. These men in level 4 who have been unable to pass the examination have had to train and instruct these employees from the other crafts so that they would be able to do the work for which they qualified on this written examination without knowledge of the equipment. We just can't see that a written examination should be the sole factor in bringing these people in.

Mr. Chairman, I wish to again thank you and the members of the committee for this opportunity to appear before you today.

Mr. HANLEY. Mr. Messer, on behalf of the committee, we too want to express our gratitude to you and to your associate for your

appearance here this morning. You have certainly made some very fine points per your testimony.

I am especially delighted with the distinction that you have drawn between the responsibility of this committee and our first cousin committee, that of Compensation. In the minds of many, this has been a confused matter, so you spell it out quite well in your testimony here this morning, that in effect our objective is somewhat long range.

Mr. MESSER. That's right.

Mr. HANLEY. And you again very well point out the necessity for our activities in view of the drastic changes which we foresee insofar as the mechanical implementation of the postal service is concerned.

Mr. MESSER. If I might state right here, Mr. Chairman, our level 5 mechanic, which is the mail processing equipment mechanic, is based on the standards in Public Law 68 that were established in 1955, before the Post Office had any of this automated equipment.

I might also add that in 1954, we opposed reclassification with all of our might. The employee organizations in 1954 were successful in defeating the reclassification in that year. A pay raise bill was passed in lieu of the reclassification bill. The President at that time vetoed the pay raise bill because it did not contain reclassification.

In 1955, a reclassification bill was passed. We were still opposed to the bill. However, in order to get a salary increase, we had to make certain concessions and try to improve the reclassification as much as we could so that the employees would get an increase in pay that year.

Mr. HANLEY. Your analysis, as an organization, of the 1955 law was in effect that it was simply allowing increased remuneration as opposed to the objective of the bill on reclassification?

Mr. MESSER. To a large extent that is right, sir, because we had many objections to some of the provisions in the reclassification and to the allocation of the positions in the basic law.

Mr. HANLEY. So whatever support you might have given it back in 1955 was simply as a result of your efforts to expand upon the pay of members of your craft?

Mr. MESSER. That's right. We have to have a salary increase. That's right, sir.

Mr. HANLEY. I interpret your remarks with respect to the criteria insofar as a person getting employment in your craft in the Postal Department that actually the technical background, the ability to perform far surpasses that of the theoretical background which a person might have through his ability to pass a written examination.

Mr. MESSER. All the theory in the world, sir, will not properly service a machine. The man must have the mechanical ability to get into the machine and find out what is wrong with it, to remedy the trouble and get the machine in operation at the quickest possible time. And all the theory in the world, if he does not have the mechanical ability and the mechanical knowledge to do the work, will not get the machine back in operation.

Mr. HANLEY. You make another interesting point with respect to the fact that to an extent the Department does have a technical training program. However, if I interpret your remarks correctly, there isn't anything in the way of a followthrough after this person has participated in the training program in a technical Post Office program?

Mr. MESSER. That's right, sir. There is no followthrough after he goes back home. There is no time allowed. There is no setup. The Department has been working on this for a year and a half attempting to get it established and work out ground rules for it. But so far it has not been put into an actual operational basis on the local level.

Now, back a few years ago, they tried a training program in Philadelphia, and they took some of our employees who qualified on the mechanical aptitude test along with some clerks and carriers who qualified on the mechanical aptitude test and they gave them about 2 weeks on-the-job training. After the 2 weeks' training, our boys, the maintenance service employees, were required to go back on their jobs and work. The clerks and carriers were being replaced by substitutes. They continued the on-the-job training for approximately 6 months. At the end of 6 months, they gave the electromechanical examination, which was to qualify employees to work on the new mechanical equipment.

If I recall correctly, we had three employees in the maintenance service who qualified. But there were a large number of the clerks and carriers who had picked up this 6 months' experience on the equipment that did qualify. Now, here were employees not even in the maintenance service who got 2 weeks' training, plus 6 months' actual experience on the equipment, while employees in the maintenance service who should have been getting the experience only had the 2 weeks' training with no further experience on it. They were pulled off and put on their own jobs.

We have no substitutes in the maintenance service to relieve us when someone is off. The work is either not done or parceled out to other employees to help absorb. But in the other crafts, where they have large numbers of substitutes, it's quite easy for them to detail employees over to the maintenance service instead of properly staffing the maintenance service.

Mr. HANLEY. To cite a hypothetical example, I think of the 100 experimental self-service Post Office facilities that are underway throughout the country, are you aware of any program that the Post Office Department has which allows the technical training for an individual to properly service and maintain this particular unit?

Mr. MESSER. Yes, sir. They have a training center, I believe it's in Los Angeles. If my figures are correct, if my memory serves me right, there have been 92 clerks that have gone through this technical training center and 68 maintenance employees.

Now, we have had quite a few discussions with the Post Office Department and the Post Office Department has arbitrarily decided that the minor repair to these self-service stations will be performed by employees in the clerical craft, due to the stamps, the money and the things of that nature. I understand that the clerks that are handling this are bonded for something like $10,000.

So our men, the maintenance employees, only do the major overhaul work on the self-service equipment. And if the clerk goes out and he gets into something that he can't work on or some problem that he can't solve, then the maintenance man is called out. But when he works on it, the clerk must be in attendance, due to the cash, all of the stamps, and things of that nature that are there.

Mr. HANLEY. I see.

The gentleman from North Carolina, Mr. Henderson.

Mr. HENDERSON. Thank you, Mr. Chairman.

Mr. Messer, I would like to talk with you just a minute about a point you make on page 5, going on over into 6, with regard to the small- and medium-sized first-class post offices. You say, "employees in PFS–2 and PFS–3 are required to make mechanical repairs to the building and its equipment, including air-conditioning and heating equipment." What are their primary duties at that level, of PFS–2 or PFS–3?

Mr. MESSER. PFS–2 is a laborer. His duties, as they are spelled out, require that he assist with the firing, the operating of the air-conditioning equipment, and also assist with mechanical repairs.

Mr. HENDERSON. What is the beginning salary at that level, approximately?

Mr. MESSER. Level 2 starts at $4,424. Wait a minute. I believe that is the wrong rate, sir. Just a minute.

Mr. HENDERSON. How about $4,552?

Mr. MESSER. Yes; $4,552 is right. I had an old card. He starts at $4,552.

Mr. HENDERSON. Is PFS–3 a starting position?

Mr. MESSER. Most of those are filled by promotion from the man from level 2 when the vacancy occurs.

Mr. HENDERSON. Level 2 is the starting position, is it?

Mr. MESSER. In the smaller offices; yes, sir.

Mr. HENDERSON. You say in addition to his regular duties, he does have the duties of mechanical repairman?

Mr. MESSER. That's right, sir.

Mr. HENDERSON. Not only as to the knowledge but to some of the equipment, including the air-conditioning and heating?

Mr. MESSER. He assists the fireman laborer, who would be the level 3 man, who has the overall responsibility of the building and its equipment. But in most instances they work a split shift. The fireman laborer, we will say, works in the morning. The laborer works in the afternoon. The fireman laborer will take care of the equipment in the morning. If there is a breakdown, the fireman laborer works on the equipment in the morning. If there is a breakdown in the afternoon, the laborer works on the equipment.

Mr. HENDERSON. At that position, what is the competitive examination? You have talked about problems of passing the examination.

Mr. MESSER. At this position, there is no written competitive examination. The Civil Service Commission at the present time, their regulation is the filing of a form 57 with your stated qualifications, your prior places of employment, and the experience that you have had in those various places. You are then rated on what you have on your form. There is no written examination for that work.

Mr. HENDERSON. What general prior experience and background, would you say, they ordinarily have?

Mr. MESSER. Well, in order for a man to come in as a level 3, he must have had at least 6 months' experience in the operation and maintenance of a heating system. The man in level 2 does not have to have the experience in operating equipment, but it helps him get a job. He gets a higher rating.

Mr. HENDERSON. I wouldn't expect you to know, but it might be of interest to me—and I will dig it out, Mr. Chairman. I am not sure what it will be—but I do have some concern. Of course I think these

are the positions that get very little attention when we think about our salary structure, but, on the other hand, it would be interesting to see how that compared with the starting salary of schoolteachers in the 50 States. I think my indictment here is our starting salary for schoolteachers and not any other implications are to be made.

Mr. MESSER. Mr. Henderson, in many areas you will find very low starting salaries for schoolteachers.

Mr. HENDERSON. I happen to know in North Carolina our starting salary for schoolteachers is less than this. Our starting salary for schoolteachers is less.

Mr. MESSER. In many areas the starting salary of schoolteachers is very low, which is a regrettable fact for a nation of our stature.

Mr. HENDERSON. Well, again I think it is one thing that we should be very proud of in the Federal system, and that is that we have heretofore, up to this point, established a nationwide pay scale and when I hear these people talking about ulterior determinations, I think I know who would get hurt by such. It would be the lower scales.

Mr. MESSER. It would be the lower scales very muchly, sir.

Mr. HENDERSON. I was thinking that so many of these are employees who are represented by your organization.

Mr. MESSER. That's right, sir. So far as I recall, we do not have a convention mandate against it, although we have always opposed the area wage scales in the post offices, particularly due to the suburban areas of the large cities. Where is the cutoff going to be? Where is the dividing line going to be?

Now, we have had quite a bit of experience on area wage rates through our GSA members. At the time that the minimum salary was raised to $1.40 an hour, it was necessary that GSA increase their wage rates in approximately 100 wage areas in order to pay the minimum rate of $1.40. So those employees are in a very poor financial situation.

Mr. HENDERSON. I would like to ask one other question. If you would like it on the record, fine. If you do not want it on the record, I am sure the committee would agree that it be stricken from the record. But in your organizational efforts, are you successful in getting below the smaller and medium-sized first-class post offices in getting membership?

Mr. MESSER. Below the first-class? There are very few post office operated buildings below the first-class. I don't think you will find over two dozen second-class post offices that are in federally operated buildings. Those that are are offices that were first-class and have been relegated to second-class. In other words, second-class post offices are in leased buildings and the leasor furnishes the janitor service and in many of the second-class offices they don't have any equipment. The letters that are received are all hand-stamped. they don't have canceling machines and things of that nature.

Mr. HENDERSON. In your small first-class offices, where you have very small numbers of maintenance employees, let me ask you this question—how many do you have where you only have one or two employees?

Mr. MESSER. I would say we have at least 2,500 members in the one- and two-man offices.

Mr. HENDERSON. And they are members of your organization, are they?

Mr. MESSER. Oh, yes. We have plenty of them in the small offices, in the one- and two-man offices. We have a lot of members.

Mr. HENDERSON. How many potential members would you say are there? I am trying to arrive at what is your success in getting to this level. Do most of them belong to your organization.

Mr. MESSER. In the smaller offices we have very good representation; yes, sir. Nationwide there are only about 17,000. That includes New York, everywhere.

Mr. HENDERSON. And 2,500 of your members are in the small offices?

Mr MESSER. About 2,500 are in the two-man offices.

Mr. HENDERSON. To tell you why I was interested in this information, I would be interested in what your position would be on this area coverage, and if you have them all over the country.

Mr. MESSER. We have them in every State in the Union. We have them in Puerto Rico. We have them in Hawaii in the small offices. We have three different offices in the Virgin Islands, and there are only five employees in the Virgin Islands, and we have all five of them. And they are in three different offices. We have quite a few in your area in the very small offices.

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

Mr. HANLEY. Thank you, Mr. Henderson.

Mr. Messer, I interpreted your remarks as saying that many of the mechanics cannot be promoted because of their failure to pass the written examination.

Mr. MESSER. That's right, sir.

Mr. HANLEY. Would you suggest that the standards for promotion be lessened, or lowered?

Mr. MESSER. Well, we are trying to get the Department to give credit for experience, not throw out the examination completely, no, but to give the man who has had the experience a certain number of points for having the experience to apply toward his passing the examination. We think he should also have some theory, but these men who have done this work for years— and there are many of them who are doing this work on the weekends when the level 5 man is off— when the level 5 man is not working the level 4 man is taking care of it. If there is a breakdown, he fixes it and keeps it in operation. And we think that they should have credit toward this examination for the experience that they have shown on the job and the ability to take care of this equipment.

Mr. HANLEY. Are many postmasters around the country having trouble recruiting mechanics to the extent that they don't have any on the list and have to go outside?

Mr. MESSER. So far they have not had to go outside, because our supply, when it is depleted in the maintenance service, is then opened up to the clerks and carriers. Of course the clerks and carriers, all being in level 4, are very happy to take an examination to move into the level 5 and get a promotion out of it. Your clerks and carriers, you have a lot of young men in these crafts, and you have a lot of men who have just come out of the service. Some of them are veterans who have been in the military with radar experience and things of that nature, and they pass the examination and they move over. They do not have to go outside of the postal service to get the technicians or the mechanics.

Mr. HANLEY. I see.

Mr. MESSER. But it is causing a complete dead end on promotions for those who are already in the maintenance service unless we can get some relaxation but not complete elimination of the examination with credit for on-the-job experience in qualifying on the examination.

Mr. HENDERSON. Let me ask you, what does the examination consist of?

Mr. MESSER. There are three parts to the examination. One is electronics, the second is electrical, and the third is mechanics.

Now, they use this examination for a number of positions.

Mr. HENDERSON. I was going to ask why electronics in the postal service?

Mr. MESSER. Much of this new equipment they get they claim is going to be electronics.

Mr. HENDERSON. Is going to be?

Mr. MESSER. Yes. And they have been using this electronics exam since 1963. We have a protest pending in the Department now. They also use the electrical and the mechanical part of this examination for elevators and air-conditioning. We received quite a few complaints from the field, from people who were taking the elevator and the air-conditioning examination, that there was nothing in it that applied to elevators. They said, "What do we know about a pulley and a sprocket and conveyor belts and conveyor rollers which we do not have on the mailroom side?"

Mr. HENDERSON. Let me ask you one other question on the point that you made here. You say they have experience in the job. How do we know that? Does the postmaster or the superintendent of the building, or someone, know that they have got experience in doing the job?

Mr. MESSER. Sir, we have even had postmasters who have tried to get a waiver of the examination so they could promote some of these employees. But they can't waive it.

Mr. HENDERSON. Mr. Chairman, I do not want to take all the time, but let me say in the hearing in the other subcommittee, I was very much impressed by a statement that Chairman Macy made. You might be interested in digging it out. You were there, but I don't know whether you heard that statement or not. He said that nothing was as good for determining whether a man could do a job or not as performance on the job.

All these exams are designed to try to give this test that will say the man ought to be able to do it. But that is not proof of the pudding. It is getting him in the job and doing it.

Mr. MESSER. I believe that was in answer to a question from one of the committee members relative to the type of examination that these employees would be given at the completion of their period of service before they could be converted.

Mr. HENDERSON. Right. So I think that we might have an avenue to exploit here, because if we have people who are performing jobs and their performance is good to the extent that the postmaster would ask for a waiver and he would be willing to substantiate that on proof of performance, it seems to me that that would be better than any electronics test that you or I could design.

Mr. MESSER. I think it would be much better, sir.

Mr. HANLEY. Thank you, Mr. Henderson.

Again, Mr. Messer and Mr. Diekemper, you have the gratitude of this subcommittee for your appearance here this morning and for the splendid testimony you have provided us. You have made a number of excellent points, all of which will be most helpful to the deliberations of this subcommittee in our efforts to eliminate many of the problems which exist in our current system.

Our appreciation for your attendance today.

With that, we will adjourn this subcommittee until further notice.

Mr. MESSER. Thank you very much.

Mr. DIEKEMPER. Thank you, sir.

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

(The following statements were received by the subcommittee for inclusion in the record:)

STATEMENT ON HON. ALEXANDER PIRNIE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. Chairman, members of the committee, I am pleased to have the opportunity to present my views in support of H.R. 8304, the postal reclassification legislation. This measure, which I am pleased to note has received broad, bipartisan support, is badly needed to insure that our post offices continue to be manned and our mail delivered by dedicated, intelligent, and responsible people. If we do not act now to make the salaries of these employees more adequately reflect their responsibilities, we shall be faced with a national "postal crisis." We cannot sit idly by and let that happen.

While this bill will not by itself prevent that "crisis," I think it will help significantly in averting a disaster because it deals with the very core of the postal system—the letter carrier. No one questions the need for modern, efficient post offices or a stepped-up research effort but many question the necessity of higher postal salaries. Ironically, new buildings and research techniques will be useless without capable postal manpower. This legislation puts the horse back in front of the cart.

However, this bill is not just a pay bill. It is more than that and while it will mean higher salaries for our letter carriers, it will also redress an injustice which was perpetrated in the Reclassification Act of 1955 (Public Law 78). This law was intended primarily to upgrade postal supervisors and postmasters. The gains which were permitted to letter carriers were by way of compromise and were grudgingly granted.

Letter carriers were placed in level 4 of the postal field schedule and this was artifically "linked" with grade 5 of the classified scale. As a matter of reference, it is significant to note that grade 5 is the usual starting salary for women clerk typists in the Federal service. Most of these employees only tarry there briefly on their way to higher grades. In other words, it is a status for transients.

Yet level 4 in the postal schedule is inhabited by permanent employees who are the principal breadwinners in their families. For instance, 90 percent of all letter carriers remain letter carriers for the rest of their active lives.

The measure will lift these letter carriers by one full notch in the postal pay structure to level 5.

This is justified on many grounds. Perhaps the simplest and most persuasive point is that the job of the letter carrier has become far more responsible in recent years and is, therefore, deserving of the higher status inherent in a raise in level.

As an example, consider the amount of money and negotiable paper that a letter carrier delivers daily—everything from welfare checks to "bank by mail" envelopes, from salary checks to stock transactions. The Post Office Department estimates that trillions of dollars yearly pass through the mails.

Yet the letter carrier today has a starting salary $1,600 less than a learner bus driver in Washington, $2,000 less than the beginners salary of a policeman or fireman in most cities and $3,000 less than garbage collectors receive in several of our metropolitan areas.

When "comparability" breaks down like this, is it any wonder that the Post Office is having trouble attracting qualified young men into the service, or retaining its best employees? Today, less than half the 700,000 postal employees in the country have as much service as 3 years. In fiscal year 1966, the turnover was

35 percent among career substitutes and anywhere from 50 to 90 percent among temporaries. The sad fact of the matter is that the Post Office is too often being used as a temporary haven for those who are seeking easier jobs that pay better.

This is a dangerous situation. Despite all the mechanical improvements that have been implemented, the key to topnotch, efficient postal service is the quality of the men who trudge the streets of our Nation delivering the mail to our doors. No machine will ever replace them and I think it is time that this fact was recognized.

It takes several years to become a truly competent and experienced letter carrier and today's employees are simply not content to accumulate that know-how with the knowledge that they have little chance for advancement or a higher salary. I cannot say that I blame them. In fact, when I met with several of these men from my district recently, I came away wondering how their dedication could survive their economic predicament.

The Postmaster General has stated that the Post Office Department is in a "race with catastrophe * * * a race we could well lose, though it is certainly within our power not to lose it." I concur with this analysis but hasten to add that I believe we should start winning this race by initiating constructive action immediately. A logical first step would be passage of level 5 legislation to insure an adequate army of qualified postal employees. I urge the committee to take that step.

STATEMENT OF HON. DANTE B. FASCELL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Postmaster General Lawrence F. O'Brien has declared that his Department is now in a constant race with catastrophe. It is, he says, "a race we could well lose."

This is a race we dare not lose. No service for which the Federal Government is responsible is so vitally important to every American citizen as that provided by the Post Office Department. It is no exaggeration to describe the postal service as the cornerstone of the economic and social life of this Nation. We must take whatever measures are necessary to preserve it as an effective and indispensable instrument in the service of the American people.

Of course, I am most concerned and best informed about the importance and the problems of the postal service in the congressional district I represent, the 12th of Florida. It is simply impossible to overstate the dependence of the people of this district on the mail service. It ties together the economy; it is an essential educational instrument; it informs them of their common interests; it establishes a unity in their social life.

But look at what has happened to this district in recent years, and think what it means in terms of greater and more complex problems for the mail service. For example, in 1950 the area now comprising the 12th District contained only about 254,000 people. Ten years later, in 1960, this population has risen by about 79 percent to 454,000, almost 10 percent of the total population of the State. This is still the official size of my district though the figure is now 7 years out-of-date.

What a staggering additional burden this sort of population change and growth places upon the Post Office Department, and these population convulsions are going on in many areas of the country.

Population expansion and movement is only one of many factors contributing to the difficulties of the Post Office Department. All of us know this, and those in the best position to know it are generally among the first to admit it.

But no amount of handwringing, lamentation, or even reorganization will solve these problems unless the employees of the Department are assured of financial reward equal to the work they are doing and to the responsibilities they are carrying.

This is not the situation today, and it is for this reason that Congress must pass remedial legislation. The bills we are now considering, such as H.R. 7, are designed to accomplish just this purpose. They would reclassify the lower grades of the postal service—the grades that cover about 85 percent of all postal employees—to a higher level that would more accurately reflect the true significance and value of their work.

A letter carrier today starts at the small sum of $5,331 per year. At the end of 15 years of service he is still, under the present postal field schedule, making less than $7,000, or just about what a beginning bus driver gets in Washington, D.C.

He has other troubles, one of the worst of which is, perhaps, that he has little opportunity to advance. Although his work is skilled and calls for conscientious and careful attention, his opportunities for promotion and advancement are few and far between.

The results are inevitable, costly, and unnecessary, and if we do not correct the situation, they may very well be disastrous. The turnover rate per annun among career substitues is about 35 percent; among temporary substitutes it is over 100 percent. Last year the Post Office Department, in order to fill 80,000 jobs, had to hire 180,000 employees.

Is it any wonder that we hear constant and often justified complaints about the quality of the postal service? It is difficult to imagine a less efficient or more expensive way to run an enterprise.

The Post Office Department is now handling about 80 billion pieces of mail a year, and its workload is increasing at the rate of about 3 billion pieces annually. If it is in a state of crisis now—and it is—think what the condition will be in a few years unless drastic action is taken now by Congress to forestall any further decline.

I am not implying that the reclassification of these hundreds of thousands of lower level positions is a cure-all. But the legislation, such as H.R. 7, to bring about this reclassification, is certainly a long step in the right direction.

It will mean increased compensation for thousands and thousands of letter carriers and clerks—richly deserved increases.

But it will also mean a great deal more. It will place them in a category from which they may rightly enjoy some hope and expectation of progressing on up the pay scale. There is little reason for them to cherish this hope and expectation under present circumstances.

Reclassification would also give to these people a pride in their work and a sense of professional status to which they are now fully entitled but simply cannot feel. It is difficult to overestimate the importance of these intangibles, but they would certainly make for greater stability and increased efficiency in the Department.

An employee of the postal field service is the No. 1 representative of the Federal Government in every city, hamlet, and rural area of this Nation. He lives in the community where he works. He pays local taxes, goes to local churches, shops in local stores, and sends his children to local schools.

For the services he performs he is entitled to a full measure of pride and a full measure of respect from his neighbors. He does not now completely enjoy this feeling and this attitude. I believe, however, that the passage of the reclassification legislation now before this committee would do much to raise his self-esteem and his standing in his community.

I feel certain that approval of this legislation would improve the quality of the postal service by making it a worthwhile career for the able people already employed in it and by making it sufficiently attractive to bring in and retain the high caliber of young people required to carry on this most essential service in the future.

STATEMENT OF JOHN A. MCCART, OPERATIONS DIRECTOR, GOVERNMENT EMPLOYES' COUNCIL, AFL–CIO

Mr. Chairman and members of the subcommittee, the council desires to commend you and your associates for undertaking this examination of the Postal Classification Act. Twelve years have elapsed since its enactment in 1955. It is essential that Congress enact an upward adjustment of the salary levels of postal employees in the lower grades.

The 34 AFL–CIO unions comprising the Council are gratified at the recognition accorded this problem through the introduction of bills on the subject by more than 170 Members of the House of Representatives. To each, we express appreciation for their understanding of the acute problem experienced by the hundreds of thousands of postal workers occupying the lower PFS salary levels.

Both we and spokesmen for the Post Office Department and Civil Service Commission agree on one basic point—the pressing need for an overhauling of the postal classification system. They believe it should be accomplished through an "in depth" study. We contend that the facts in the case are sufficiently clear to warrant immediate action by Congress.

Vast changes have occurred in the postal system since the Postal Classification Act became law. The volume of mail has reached unprecedented heights, with the prospect of continuing increases. Mechanization and automation are playing an increasing role in the swift movement of mail.

In earlier testimony to the subcommittee on this subject, Assistant Postmaster General Richard J. Murphy asserted, in effect, that higher levels should be assigned to Post Office jobs because of increased responsibilities—"not simply 'more' work of the same character."

We contend that the huge increase in workload in postal operations has caused greater demands on employees in terms of sharper skills, increased responsibility, physical exertion, and hazards.

One significant component of the postal job picture is increased productivity. Employees are working at an accelerated pace and with greater accuracy as the public requires more and better service. Introduction of mechanical equipment and automatic processes have resulted in substantially higher productivity on the part of postal employees.

As the years progress, postal laws and regulations become more complex. Employees must master these rules so that they can accomplish their own functions efficiently and in order to impart accurate information to mail users.

The opportunity for the majority of postal employees to advance in their careers through promotion is quite limited. In his testimony of April 27, 1967, Assistant Postmaster General Murphy alluded to a study in 1964 of the Federal Government's comparability process by a group of private industry salary experts. They found that for the most part postal jobs represent "static careers," with 80 percent of the workforce occupying levels PFS–4 and below.

Testimony of Civil Service Commission Chairman John W. Macy, Jr., on April 27, 1967, reveals that agency undertook a classification audit of selected postal positions during April 1967, to determine the proper grade allocation. On its face, the study did not include a representative sampling of postal jobs. The individuals making the audit spent a very limited time with the employes involved. It is difficult to understand how the Commission was able to develop any valid conclusions from a brief, unscientific review of the duties entailed.

Moreover, it is our conclusion that an abundance of evidence exists to warrant action by Congress now, rather than accepting the results of a hit-or-miss random sampling or a lengthy examination of postal classification over a number of years.

Hazards accompanying an accelerated work tempo and introduction of new equipment and processes are other factors contributing to greater job responsibility. It is unnecessary to emphasize in detail the mounting difficulties experienced by postal employes who are required to operate vehicles. Any motorist can vouch for the risks experienced by users of our streets and highways. Installation of highly automated equipment inside post offices offers additional safety hazards to employees.

In 1965, the total direct cost of injuries in the Post Office Department exceeded $11 million—more than any other Federal agency.

Under the direction of the President of the United States, the Federal Government has undertaken a laudable campaign to reduce accidents in Federal activities 30 percent by 1970. Efforts must be concentrated on the possibility of avoiding injuries and the consequent suffering and cost. But the fact remains that work of postal employees in the lower levels involves more numerous hazards as the methods of processing mail become more sophisticated.

Schemes which postal clerical employees must master have become much more numerous and complex. The number of vehicles and their maintenance has increased substantially.

In the 11-year period 1954–65, approximately 1 million additional business routes have been established. Nearly 15 million residential routes have been added.

As appropriations are made available, 80,000 routes will be mechanized.

More and more, users are relying on mail to conduct financial transactions. Federal Government checks are distributed to millions of citizens entitled to various types of benefits. In increasing numbers, people are using mail to maintain checking and savings accounts. Contracts involving expenditure of millions of dollars are transmitted by mail. Payments of taxes which are essential to the maintenance of Government functions at all levels are processed by the Post Office Department.

While the most dramatic impact of this awesome operation is experienced by letter carriers and clerks, the increased workload, skills and mental and physical application is reflected in the work of all related occupations down to the individuals in PFS–1.

These developments are convincing proof of the necessity for upgrading lower level postal jobs. The need is immediate. The evidence is compelling. There is

no need to delay a decision to approve reclassification legislation pending an "in depth" study.

The Council urges the subcommittee to act favorably on postal reclassification legislation at an early date.

STATEMENT OF HON. SEYMOUR HALPERN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

I would first like to thank you for this opportunity to present to your distinguished committee my views on my bill, H.R. 7341, which is identical with H.R. 3383, and similar bills designed to adjust the rates of basic compensation of certain officers and employees in the Federal Government. I would also like to express my appreciation to this committee for their prompt and careful consideration of this most urgent matter.

For years, the salaries of Federal employees have lagged substantially behind those in private employment. In the case of postal employees, this lag has been even more obvious. With this in mind, one economic fact of life must be recognized: no matter how dedicated a Federal officer or employee is, if he cannot afford to maintain the same standard of living enjoyed by people outside the government having ability equal to his own, family obligations may force him to leave the civil service. Today, we are faced with this danger. Postal employees could earn more by entering the private sector of the economy.

The present levels of pay and benefits offered are outdated and economically unreasonable. The trends of the economy of this Nation are such that with the rising cost of living, salaries must increase hand in hand with prices. In private industry, self-correcting mechanisms are available to make the transition to higher wages run smoothly. But in the public service industries, changes in salaries must be legislated, and the time to change the pay scale for postal workers is long overdue. It is the duty of Congress to right the obvious inequities which now exist in the postal system.

We have heard lately several proposals to improve the postal system, including President Johnson's idea to convert the Post Office Department into a Government corporation. I say we must begin these improvements where they are most needed, at the employee benefit level. We cannot expect to continue to recruit such first-rate employees without offering them their just due.

That is why I am so avid in my support and sponsorship of legislation which would raise postal levels, thereby allowing a higher pay level.

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