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90-27 **COMPENSATION FOR SELECTIVE SERVICE
SYSTEM EMPLOYEES**

GOVERNMENT

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HEARING
BEFORE THE
SUBCOMMITTEE ON
POWER AND CIVIL SERVICE
OF THE
COMMITTEE ON
OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES
NINETIETH CONGRESS

FIRST SESSION

ON

H.R. 3902

A BILL TO EXTEND THE APPLICATION OF THE CLASSIFICATION ACT OF 1949 TO CERTAIN POSITIONS IN, AND EMPLOYEES OF, THE EXECUTIVE BRANCH OF THE GOVERNMENT

H.R. 10718

A BILL TO PROVIDE FOR THE UNIFORM APPLICATION OF THE POSITION CLASSIFICATION AND GENERAL SCHEDULE PAY RATE PROVISIONS OF TITLE 5, UNITED STATES CODE, TO ALL EMPLOYEES OF THE SELECTIVE SERVICE SYSTEM, AND FOR OTHER PURPOSES

NOVEMBER 7, 1967

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COMPENSATION FOR SELECTIVE SERVICE SYSTEM EMPLOYEES

TUESDAY, NOVEMBER 7, 1967

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

The subcommittee met, pursuant to call, at 10 a.m., Hon. David N. Henderson (chairman of the subcommittee) presiding.

Mr. HENDERSON. The subcommittee will come to order.

The Manpower and Civil Service Subcommittee is meeting this morning in public hearing to consider the position classification and pay rates of local board and appeal board employees of the Selective Service System.

H.R. 3902, introduced by Mr. Byrne of Pennsylvania, and H.R. 10718, which I introduced, would "provide for the uniform application of the position classification and General Schedule pay rate provisions of title 5, United States Code, to all employees of the Selective Service System."

Employees of the Selective Service System have their compensation fixed in accordance with the Classification Act of 1949, as amended, except that, and I quote:

The compensation of employees of local boards and appeal boards may be fixed without regard to the Classification Act.

As a result of hearings in April 1966 on this subject by the Subcommittee on Civil Service under the chairmanship of Hon. Lindley Beckworth, a request was made for a joint study by the U.S. Civil Service Commission and the Selective Service System regarding the pay of the local and appeal boards personnel of the Selective Service System. The report was submitted to the committee in January 1967.

A summary review of the joint report indicates that there are some 7,800 local board employees working under 56 different State compensation systems. The average pay in 1966 for local board clerks for the State of New York, according to this report, was \$4,184 per year; yet in the neighboring State of Vermont the local board clerks were paid \$5,001 per year.

In another comparison the report shows that postal clerks at the PFS-4 level exceed the pay of comparable Selective Service clerks in several States by as much as \$1,541 a year.

We are glad to have the Chairman of the Civil Service Commission and the Director of the Selective Service System present this morning. I have indicated to both gentlemen that the hearing should provide a means for them to show the members any personnel administrative changes that have resulted from their joint survey, as well as their comments on the need for legislation as reflected in the two bills

before the subcommittee; namely, H.R. 3902 and H.R. 10718, which bills, without objection, will be included in the record at this point. (H.R. 3902 and H.R. 10718 follow:)

[H.R. 3902, 90th Cong., first sess.]

A BILL To extend the application of the Classification Act of 1949 to certain positions in, and employees of, the executive branch of the Government

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 201(b) of the Classification Act of 1949 (5 U.S.C., sec. 1081(b)) is amended to read as follows:

"(b) Subject to the exemption specified in section 202, and except as provided in sections 204 and 205, this Act shall apply to all civilian positions, officers, and employees in or under the departments, including positions in local boards and appeal boards within the Selective Service System and employees occupying such positions."

SEC. 2. So much of section 10(b)(4) of the Universal Military Training and Service Act (50 App. U.S.C., sec. 460(b)(4)) as precedes the words "That any officer" is amended to read as follows: "(4) to appoint, and to fix, in accordance with the Classification Act of 1949, the compensation of such officers, agents, and employees (including employees of local boards and appeal boards) as he may deem necessary to carry out the provisions of this title: *Provided*,"

SEC. 3. The rate of basic compensation of each employee appointed to a position in a local board or in an appeal board within the Selective Service System prior to the effective date of this Act shall be adjusted, as of such date, as follows:

(1) If the rate of basic compensation of such employee is equal to any scheduled rate for the grade to which the position of such employee is allocated, such rate of basic compensation shall be the new rate of basic compensation for such employee;

(2) If the rate of basic compensation of such employee is less than the minimum scheduled rate for the grade to which the position of such employee is allocated, such minimum rate shall be the new rate basic compensation for such employee;

(3) If the rate of basic compensation of such employee falls between any two scheduled rates for the grade to which the position of such employee is allocated, the higher of such two rates shall be the new rate of basic compensation for such employee; and

(4) If the rate of basic compensation of such employee is greater than the maximum scheduled rate for the grade to which the position of such employee is allocated, such rate of basic compensation shall be the new rate of basic compensation for such employee.

SEC. 4. This Act shall take effect at the beginning of the first pay period which begins more than ninety days after the date of enactment of this Act.

[H.R. 10718, 90th Cong., first sess.]

A BILL To provide for the uniform application of the position classification and General Schedule pay rate provisions of title 5, United States Code, to all employees of the Selective Service System, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 5102(b) of title 5, United States Code, is amended by inserting immediately before the period at the end thereof "including positions and employees of the Selective Service System and positions and employees of the local boards and appeal boards of that System".

SEC. 2. The rate of basic pay of each employee in a position under a local board or appeal board of the Selective Service System on and immediately prior to the effective date of this section shall be adjusted, as of such effective date, as follows:

(1) If the rate of basic pay of such employee is equal to a scheduled rate of that grade of the General Schedule in section 5332 of title 5, United States Code, in which his position is placed, such rate of basic pay shall be the new rate of basic pay for such employee.

(2) If the rate of basic pay of such employee is less than the minimum scheduled rate of that grade of the General Schedule in which his position is placed, such minimum rate shall be the new rate of basic pay for such employee.

(3) If the rate of basic pay of such employee is between any two scheduled rates of that grade of the General Schedule in which his position is placed, the higher of such two rates shall be the new rate of basic pay for such employee.

(4) If the rate of basic pay of such employee is higher than the maximum scheduled rate of that grade of the General Schedule in which his position is placed, such rate of basic pay shall continue to be the rate of basic pay for such employee.

SEC. 3. That part of section 10(b)(4) of the Universal Military Training and Service Act (50 App. U.S.C. 460 (b)(4)) which precedes the words "That any officer on the active or retired list of the armed forces" is amended to read as follows:

"(4) to appoint, and fix, in accordance with the provisions of chapter 51 and subchapter III of chapter 53 of title 5, United States Code, relating to classification and General Schedule pay rates, the basic pay of such officers, agents, and employees (including employees of local boards and appeal boards) as he may deem necessary to carry out the provisions of this title: *Provided,*"

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

Mr. HENDERSON. We will first hear from Mr. Macy, to be followed by General Hershey.

Mr. Macy, it is always a pleasure to have you before the committee and we will be glad to hear from you.

STATEMENT OF HON. JOHN W. MACY, JR., CHAIRMAN, CIVIL SERVICE COMMISSION, ACCOMPANIED BY HAROLD H. LEICH, CHIEF, POLICY DEVELOPMENT DIVISION, BUREAU OF POLICIES AND STANDARDS; AND FRANK S. MELLOR, PAY SYSTEMS SECTION, BUREAU OF POLICIES AND STANDARDS

Mr. MACY. Thank you very much, Mr. Chairman. I appreciate very much your inviting me to come this morning to express the Commission's views on H.R. 10718, a bill to provide for the uniform application of the position classification and general schedule pay rate provisions of title 5, United States Code, to all employees of the Selective Service System, and for other purposes.

As you have indicated, H.R. 10718, introduced by you, and H.R. 3902, a similar bill introduced by Mr. Byrne of Pennsylvania, would bring the local and appeal board clerks of the Selective Service System whose pay is now fixed administratively by the Selective Service System, under the classification provisions of chapter 51 of title 5, United States Code, and under the pay scales of the general schedule. The Civil Service Commission favors the purpose of H.R. 10718.

For many years, the Civil Service Commission has been concerned about the pay of local board clerks of the Selective Service System, but the view has prevailed in the past that the salary rates for these employees must be fixed administratively in order to preserve the local community character of the selective service boards.

We now support these proposals to have the position of local board clerks classified under the regular classification system and to pay the clerks in accordance with the general schedule which applies to nearly all other clerical employees in the Federal service.

In October 1966 there were some 7,815 local board employees and 52 appeal board employees in the Selective Service System whose pay rates were fixed administratively under authority of section 10(b) of the Universal Military Training and Service Act. With respect to other aspects of their employment, such as retirement, annual

and sick leave, and competitive status, employees of local and appeal boards of the Selective Service System are treated in the same manner as other civil service employees.

As a matter of simple justice, the Commission believes that these employees should be paid in accordance with the general classification system and the general schedule in the same manner as other Federal employees. It is the decided policy of the Government to pay clerical employees nationwide salary rates fixed on the basis of the level of duty and responsibility of their positions. We see no justification for continuing an exception which works to the disadvantage of a large number of the local board clerks of the Selective Service System who are performing duties which are so important to the Nation.

Last year, in response to a request of this committee, the Selective Service System and the Civil Service Commission undertook a joint study of the pay of local and appeal board clerical personnel. A report on this study was submitted to the committee in January of this year. The study showed a great variation in salary rates among clerks doing essentially the same job in different locations in the country, but these variations did not, in general, bear a rational, systematic relationship to prevailing rates in private industry in the locality. On the average, but with many variations from city to city, salaries for clerks in metropolitan areas approximated those for employees under the general schedule. But, in smaller cities and rural areas, the average salary for local board clerks was significantly lower than salaries under the general schedule.

The report also showed that pay and pay systems varied widely among States. For substantially the same positions, average State salaries in metropolitan areas ranged from \$4,500 to \$6,000, and in rural areas, from about \$3,800 to about \$5,000.

In a number of localities salary rates for local board clerks were found to be very low. In some instances they were equal to the lowest rates in the GS-1 salary range.

In light of the established principles for fixing salaries for Federal employees, we believe that the regular classification system and the general schedule should be applied to local board and appeal board clerks.

To accomplish this objective, we recommend enactment of H.R. 10718, but with technical revisions along the lines of the language attached to this statement.

This language would amend section 10(b)(4) of the Military Selective Service Act of 1967—Public Law 90-40—formerly the Universal Military Training and Service Act, so as to eliminate the present provision authorizing an exception to the Classification Act of 1949, as amended. The authority for the exception having been removed, the provisions of chapter 51 of title 5 and the general schedule would automatically apply.

The language we propose does not include conversion provisions because regulations of the Commission issued under authority of section 5334(d) of title 5 of the United States Code are adequate to take care of the conversion. Under these regulations an employee, paid less than the minimum appropriate for the general schedule grade, would have his salary increased to the minimum for the grade. Others would have their salaries adjusted to the nearest rate which is not less than their existing rate. An employee paid more than the maximum rate would retain his existing salary.

The proposed language would provide that the conversion would take place on a date specified by the Director of the Selective Service but no later than the first day of the first pay period which begins more than 12 months after the date of enactment. We believe that it is important to allow this flexibility in the timing of the change. An adequate period must be allowed to permit the orderly classification of the positions, including time for the Civil Service Commission to prepare classification guides which might be found necessary. The maximum 12-month period allowed coincides with that which was allowed in 1954 for changing the pay treatment of the employee in crafts, trades, and labor positions which had been under the former CPC schedule that was then abolished.

I shall be pleased to answer any questions that you have.

Mr. HENDERSON. I would suggest that the suggested substitute language for H.R. 10718, attached, be printed in the record at this point, to complete your statement.

(The document referred to follows:)

SUGGESTED SUBSTITUTE LANGUAGE FOR H.R. 10718

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 10(b)(4) of the Military Selective Service Act of 1967 (50 App. U.S.C. 460(b)(4)) is amended by striking the first proviso and the word "further" in the second proviso and by amending the language preceding the first proviso to read:

"(4) to appoint officers, agents, and employees as he considers necessary to carry out the provisions of this title and to fix their compensation:"

Sec. 2. The amendment made by the first section of this Act shall become effective on the date specified by the Director of Selective Service, but not later than the first day of the first pay period which begins more than twelve months after the date of enactment of this Act.

Mr. HENDERSON. Perhaps, Chairman Macy, it would be well for me, at this time, to explain what some might consider undue delay in the action of this subcommittee in receiving the joint report in January and not calling hearings on this subject until this time.

I think most everyone here will recognize that the Selective Service Act, as I refer to it, was under review by the House Armed Services Committee this year, and has been revised and such revisions are now enacted into law. It was the feeling of the Civil Service Committee that we ought to wait and see what action was taken by the Congress with regard to the basic law before we proceeded to take a look at pay provisions, and while the so-called pay bill was before the Pay Subcommittee and then the full Post Office and Civil Service Committee, I explored the possibility of taking the action, or some action, with regard to the uniform pay procedure. I think I can report very accurately there was quite an interest among the committee members that that be done. However, the hearings were concluded without affording you and General Hershey that privilege, as well as others who should have been afforded an opportunity to testify. There was some doubt that our action would be as wise and complete as it would be if that were not taken up as a part of the overall pay bill. Thus consideration to go forward in that matter was not agreed upon. Therefore, the hearings this morning are coming as quickly as we could arrange them after the pay hearings. I think I could also say that I do not anticipate that the subcommittee will conclude the hearings, or action on the legislation at this session. I thought it would

be well for us to get the top people, you and General Hershey, in this morning and give us an opportunity to focus on this problem; to give you and to give our staff an opportunity in the coming weeks to take a look at this. Perhaps early in the next session the subcommittee will proceed with additional witnesses if we find it necessary. It would be wise to hear from them and then, perhaps, to conclude our deliberations on what should be done after hearing all of the testimony regarding this broad problem.

Just one or two questions, Chairman Macy:

In the Department of Agriculture, where they have local clerks working in various counties over the Nation compared to the Selective Service System, are their employees paid under a uniform system or are their salaries set as they are in the Selective Service System?

Mr. MACY. The Department of Agriculture has employees in most of the counties. Some are Federal employees; some, in the case of the employees of the Agricultural Conservation and Stabilization Committees, are technically non-Federal employees, but even in that case the employees are paid on a uniform, national pay system with grade levels that are comparable to the grade levels in the general schedule. They call these CO grades rather than GS grades, but they are built on the same structure as the Classification Act.

Mr. HENDERSON. The reason that we say technically they are not—and I think you are right—full Federal employees, is the manner in which those employees are selected, as well as directed by local boards that are themselves not Federal employees.

Mr. MACY. That is right. They are boards made up of private citizens who are elected by the farmers and their employees are employees of the board.

In connection with other legislation, I testified that the Government has gone so far in extending Government benefits to those employees that, in my judgment, they should be identified as Federal employees. However, that position has not been shared by the Congress and they continue to be non-Federal employees, but are covered by the Retirement Act, the Insurance Act, and the Health Benefits Act.

Mr. HENDERSON. You were making the point I was leading up to. As I have studied the pay system, we find a very interesting system where we have in the Department of Agriculture employees who are directed by local boards; they are hired or selected for employment and receive all of the benefits, including a uniform pay system of the Federal Government, but are not Federal employees. Here within the Federal Selective Service System, we have employees with all the benefits except uniform pay.

From your experience and study of the Department of Agriculture employees and their programs, have you seen any adverse effect on the local operating efficiency as a result of their uniform pay system?

Mr. MACY. None that I have observed or have had reported to me. In fact, the Department of Agriculture felt that it was necessary, because of the close association of the people in these positions, to have them paid on the same basis as Federal employees.

On page 12 of the joint report there is a more detailed development of comparison with salaries of the county committee employees.

You may wish to put in the record—unless you have already incorporated the joint study in your record—

Mr. HENDERSON. I would suggest the staff be permitted to make that decision as to what is actually included in the record, but we are certainly aware of the availability of the information.

I would like to know if you could give us approximately what has been the percentage increase of a classified worker's pay since 1960 as compared to the increases in the Selective Service Board employees?

Mr. MACY. I don't have that precisely, Mr. Chairman. I do have—again drawing from the joint study findings—a contrast for the last 11 years, since 1955. Here we see that in actual fact the average rate to the Selective Service clerical positions have been increased \$1,731 or 58 percent during that period of time, whereas the fourth rate of grades 2, 3, and 4 do show increases of 34, 37, and 43 percent.

I can give you similar figures for a period from 1960 to 1966 if that would more adequately serve your purpose, but I don't have those with me today.

Mr. HENDERSON. Perhaps we would agree that unless we asked for something else the information you have furnished is sufficient. Again, percentage increases do not always reflect what we are looking for. I do think the table you have furnished as a part of the study will be very helpful to the subcommittee and perhaps as we go along we might want to refer to the actual figures and the percentage of increase.

Mr. MACY. The table in attachment 6 to the joint study shows that the average rate for the local and appeal board clerks in Selective Service has significantly improved in relation to the rates of pay under the general schedule. During the period of time since 1955 and since 1960, that is. You will note in 1960 the average rate for Selective Service clerks was below GS-3,800 and below GS-2, whereas the average rate in 1960 was above \$4,700 and slightly above the fourth step of GS-3.

The survey conducted jointly showed that the bulk of the clerk positions in Selective Service would be evaluated under Classification Act standards at about Grade 4, so this information shows that on the average these clerks are still below the rate that would probably result if they were under the Classification Act.

Mr. Chairman, I think it would be appropriate for me to comment at this point that the position I am taking for the Civil Service Commission is different from the one I took at the hearing before Chairman Beckworth in 1966. At that time I advocated for the Commission a continuation of the prevailing rate system on the grounds that that system was more appropriate to the operations of Selective Service in relation to the local community.

The Commission's position has been changed since the study was conducted because the study revealed that there is no rationale, or systematic method by which prevailing rates are determined and there are widespread differences in variations from locality to locality; that there is not a regular system for adjustments; that this is left entirely to the discretion of the local management.

As we studied these positions and looked at them in relation to Federal field positions, such as the agricultural positions that you identified a moment ago, it is our belief that we could not see a sufficiently clear difference in the operation to justify a departure from the uniform nationwide pay system that the Congress has applied for virtually all other clerical jobs.

Mr. HENDERSON. I fully appreciate the fact that your position has changed. It was really my hope, at the time it was suggested that

we have this study, that not only would the Civil Service Commission change its position, but that Selective Service officials likewise would come to realize that, after looking at the other Federal employees, their system did not quite fit into the scheme of things just as you are now saying is the position of the Civil Service Commission.

Mr. Macy, I noted in Public Law 90-40, which you referred to—the Military Training and Service Act, as amended this year, the creation of the executive secretary of local boards.

I wonder if you could tell us what changes have occurred in this particular position, insofar as their civil service status is concerned, such as the selection, the retention on the job, and other matters that we normally look at?

Mr. MACY. That provision, Mr. Chairman, is still under study in the Civil Service Commission as to just exactly what the congressional intent may have been. Public Law 90-40 provides that an employee of a local board, having supervisory duties with respect to other employees of one or more local boards, shall be designated as the executive secretary of the local board or boards, and then it goes on to provide—and I quote from the statute—that “the term of employment of such executive secretary in such position shall in no case exceed 10 years, except when reappointed.”

Executive secretaries at the present time are career employees in the competitive service. We have a question as to just what effect this “term appointment,” if you will, has upon their civil service rights. You see, an employee who served 10 years as an executive secretary and was not reappointed as provided in the statute may well be entitled to the normal statutory removal protections that exist under the Veterans’ Preference Act. This provision did not repeal or supersede the Veterans’ Preference Act. The proviso should, in our opinion, be repealed as such a limited term of appointment is inconsistent with the basic concept of career employment in the competitive service. Therefore, I feel that this is in conflict and in the event Congress does not repeal this provision, and intends that such a career employee should not have the job protection benefits referred to in the proviso, the law should be amended to include an express exception. This could be the addition of a clause “*And provided further*, That an executive secretary who is not so reappointed may be terminated without regard to the provisions of chapter 75 of title 5 of the United States Code, or the provisions of any other law.” Otherwise, the first time there is not a reemployment of an employee designated as executive secretary, there will be a case of appeal under the provisions of the Veterans’ Preference Act.

Mr. HENDERSON. Realizing the problem that you do have, we might suggest you keep us advised as to what your final conclusions may be, and if you do recommend legislation in this regard, or have problems, we invite you to keep us informed and let us assist you in any way we can.

Mr. MACY. I will be happy to do that because clearly this does relate to the issue that you have before you.

It may be claimed that the congressional intent was to take this particular position out of the competitive service by placing it in this special category, but the language of the statute is not sufficiently detailed in order to indicate that intent.

Mr. HENDERSON. I think we can see that this points up a problem that you have and that legislative committees are not fully aware of

the problems of the civil service system. It may be that the language that would correct and amend this, by way of legislative recommendation from the executive, would come to this committee rather than to the Armed Services Committee. It really doesn't make a great deal of difference. I am sure it would get proper consideration over there. Of course, we don't know what they intended.

I think we would have to find out what their intention was and try to fit that into the civil service system. That is the reason I think we would like for you to explore what the problem is and what your recommendations would be and then, as our committee jurisdiction might apply, we would be delighted to work on this problem.

Mr. MACY. It might be contended, Mr. Chairman, that this was an indication of congressional intent, that they wish to remove certain positions from the civil service system in order to have a different appointment arrangement for Selective Service. But, again, the legislative language isn't clear as to just what the intent was. I don't see how this could be used as a basis for argument that this is further evidence that the Congress intends Selective Service to have a different type of appointment and personnel system than the rest of the Federal Government.

Mr. HENDERSON. I can assure you, as one Member, that I don't know what Congress intended. Perhaps the members of the Armed Services Committee, who have worked on this, could give you better advice than we could. I do see the problem that you have presented.

This brings me to one other point: It is my understanding that the Armed Services Committee has had consideration of the Military Service and Training Act of this year and did not get into the pay of the employees that we are talking about today to a depth that led to any final determination.

Mr. MACY. That is my understanding.

Mr. WHITE. Mr. Macy, thank you very much for coming before us. Who presently sets these salaries?

Mr. MACY. These salaries are presently set, Mr. White, by the State directors of Selective Service under delegation from the Director of Selective Service.

Mr. WHITE. Who pays the money for the salaries themselves?

Mr. MACY. The money is paid by the Federal Government.

Mr. WHITE. Does Selective Service from Washington set out guidelines or does the Civil Service Commission set out the guidelines?

Mr. MACY. The guidance is provided by the Director of the Selective Service System. The Civil Service Commission has no involvement insofar as the pay of Selective Service employees is concerned. The involvement is limited to the employment aspects and other aspects of personnel policy; these employees are civil service employees except insofar as pay is concerned.

Mr. WHITE. I presume these are full-time jobs?

Mr. MACY. These are mostly full-time jobs that are referred to here. There are about 8,000 jobs that we are talking about.

Mr. WHITE. Could you briefly describe the type of duties these clerks would have?

Mr. MACY. Yes; these are clerical tasks in connection with the operation of the Selective Service System. In the joint report that I referred to there is a rather complete description of the duties that are performed. They involve keeping the records of registrations of those eligible for Selective Service. It involves assisting the boards in

the classification of potential selectees; maintaining the records on physical examination; making the arrangements for notice of induction; it is all very important clerical work that really provides the foundation for the functioning of the Selective Service boards.

Mr. WHITE. Now, are these salaries that are paid locally as prescribed and mandated by the State directors in line with the local salaries for that particular type of duty?

Mr. MACY. That is the basis on which the rate is presumably set. In our survey we had some difficulty in identifying just what standards they were using in determining what was an appropriate prevailing rate.

In some instances they were using the Classification Act as an indication. In other instances they were using State employee salaries as a guide. In other instances they were using local government salaries, or private salaries. The point is that there is no standard system. Each State has done it in its own particular fashion. In other instances there is certain irregularity in conducting surveys and making adjustments; in other cases, it is very regular.

Mr. WHITE. Are there any inequities evolving from the differences in salaries?

Mr. MACY. They tend to be place-to-place inequities rather than any inequities among positions locally.

Mr. WHITE. Would these salaries be geared to the cost of living in these communities?

Mr. MACY. The survey did not reveal any connection with cost of living. In each case the State director has determined what system he will follow. The assignment of actual salaries has also been left to the State director insofar as individuals are concerned.

Mr. WHITE. Do you find in your studies over the country that the cost of living does vary greatly from area to area?

Mr. MACY. We find that both cost of living and salaries vary from place to place. It has been argued, on a number of occasions in the past, that it would make better sense to establish prevailing rates for clerical jobs for the entire Government, but the conclusion has been reached that this would be exceedingly difficult to administer, particularly with clerical jobs in the post office that are in 34,000 different communities, and a large number of other agencies that have a vast geographical spread of their jobs.

Mr. WHITE. Have there been complaints from the employees themselves that their salaries have proved to be a hardship within the locale?

Mr. MACY. There have been complaints from employee organization representatives that the present system constitutes an inequity. I think you will find the record shows that the major employee unions have supported legislation, such as I am supporting now, in order to place these jobs on the same basis as other Federal employees in a given locality—

Mr. WHITE. Let me ask you this question: In determining the salaries of civil service employees, what do you use as a yardstick? What areas do you base it on? Do you base it on Washington, or do you have another formula that you use so you won't have disparity in civilian jobs as compared to civil service jobs?

Mr. MACY. There are two factors that enter the determination salary rates for clerical positions under the Classification and the Postal Field Service Acts.

The first is a matter of job evaluation determining the grade of a particular job based upon the difficulty of the task performed, the responsibility of the job and its relationship with other jobs. That is, the means by which a grade is set.

Mr. WHITE. Do you mean in relationship to other jobs within that locale?

Mr. MACY. Other jobs within the Government. So there is an appropriate internal alinement among the jobs within the Federal Government. So if a job involves supervision, it is a step or two steps above a job that involves no supervision so that you have that kind of relationship.

That process of job evaluation determines the appropriate grade for a job. Then Congress determines the rate of pay that should be assigned nationwide to a job with that particular grade.

Now, the basis for Congress determining the rates follows the criteria that was set forth in the 1962 Pay Act; namely, comparability with private enterprise for the same jobs across the entire country, using 80 metropolitan areas as the factfinding base from which the data was collected, then those rates are applied against the grades determined for the individual employee.

Mr. WHITE. But you may have some great disparity between the metropolitan area and the rural area.

Mr. MACY. You do. You do.

There are instances where the nationwide scale for postal clerks, for example, is substantially higher than the rates paid by the private sector in a small community, or in a rural area.

Mr. WHITE. Has there ever been an endeavor by the Civil Service Commission or anyone in Government to try to find some compromise between the cost of living principle and the uniformity principle?

Mr. MACY. The principle of comparability with private enterprise, which really means meeting the marketplace rate on a national average, has been judged to be the best national policy yet devised. The view is that the rates paid in the marketplace by private employers reflect cost of living changes as well as increased productivity on the part of employees.

As I mentioned earlier, there have been discussions almost annually about the possibility of moving to some form of locality rates such as we now have for blue collar employees, for manual employees. The belief has been that both administratively and politically this would be very difficult to accomplish.

Mr. WHITE. The first impression I had when I came to Washington was the great diversity between the salaries here in Washington and other areas of the country. It would be most difficult to report back to the people the salaries up here in Washington because they would have no concept of the salaries. They would think that they are disproportionate. I really suspect that they are disproportionate and I suspect they push the cost of living up for everyone here. I just wonder if you would be doing an injustice to perhaps private industry and the private individual trying to compete against the Government on salaries such as are found in Government.

Mr. MACY. It works both ways. In some instances the private enterprise salaries in certain cities are higher than the Federal Government.

Mr. WHITE. That is on the higher grades. I am talking about the average grade.

Mr. MACY. No; I am talking about all jobs. In other words, we are taking an average when we set this national scale which means there are jobs above that average as well as jobs below it. In terms of the national market, I think, in contrast with El Paso, probably the national rates are higher than private employers are paying there. This is true in some other centers. In cities like Chicago, Detroit, New York, the general information that we have is that our rates tend to be slightly below the rates that are being paid in private enterprise. I think our joint survey with Selective Service on their jobs also illustrates this because we find that they are paying quite close to the general schedule in the large metropolitan areas but it is in the smaller cities and rural areas where they have fallen far behind. I think that the issue that is before this committee and the Congress is really whether you include these particular positions under the umbrella of general national policy or whether you leave them outside on a prevailing rate basis. I am recommending the former.

If you conclude that the latter is better public policy, then it would be my view that there should be a more systematic arrangement for handling prevailing rates so that the adjustments are made regularly and that there is more assurance of equity for the employees than the present system seems to provide.

Mr. WHITE. I would just believe that there may be some area for a revision or inclusion in the formula of the circumstances in the rural areas, particularly as to salaries. There you are quite disproportionate. Every area has to have a Selective Service Board. They do not always have other services of the Government in a particular area.

Mr. MACY. They always have a post office.

Mr. WHITE. Yes, that is true.

Mr. MACY. We pay the same rate for a postal clerk regardless of where he is, regardless of the size of the town. I really do not think the Congress is likely to depart from that.

Mr. WHITE. Of course, the difference is that you have different grades of postmaster, I think, and you do not have the postmaster in New York the same as you do in a small town, for instance.

Mr. MACY. You do not, for postmasters, but you do for postal clerks and carriers.

Mr. WHITE. Do you mean that in a town of 2,000 you would pay a postmaster \$27,000?

Mr. MACY. Not a postmaster. I am saying a clerk or carrier, you would pay them the same rate in a small town where you had only two or three employees, as you would in a city like New York or Chicago or Los Angeles where you have thousands of employees. This has been a matter of policy. As far as postmasters are concerned, you are correct, they go from a high of roughly \$27,000 down to a relatively low level in the fourth-class post offices.

Mr. WHITE. Perhaps the U.S. marshal, the Postmaster and maybe Selective Service are about the only exposure a small community might have to the national establishment.

Mr. MACY. Then there are these agricultural positions that I cited in response to the question raised by the chairman, where every county seat has such employees.

Mr. WHITE. They are paid the same salary across the board?

Mr. MACY. They are paid the same salary across the board, based upon the rate paid under the general schedule for the rest of the service.

Mr. HENDERSON. If the gentleman would yield.

Mr. WHITE. Yes.

Mr. HENDERSON. Let me ask you this question: If you found in your typical counties that the Selective Service clerk was paid less than all of the other Federal employees working in that community, paid less than the county employees working in that county, I wonder what your idea of the pay system would be.

Mr. WHITE. Of course, I am just formulating my ideas. I don't think under the system we have been talking about where they try to tailor the salary to the community, that you are going to have them paid less than your county employees because the county employees would probably be paid at the prevailing rate. They are not going to be paid more. But let's say you took, for instance, a secretary, suppose you had a secretary in a community who was paid \$400 to \$450 per month salary for secretarial positions as you have here, whereas, most of those clerk positions in that particular community might go for about \$300; \$450 in a little town would be too much.

Mr. HENDERSON. I am wondering if the gentleman would yield for one other question.

Mr. WHITE. All right.

Mr. HENDERSON. Suppose you found that the selective service employee, the local clerk, was paid as much as all of the county employees, and you were satisfied that that was the pay scale, but was not paid as much as all the other Federal employees working in that county seat, are you able to distinguish why that Federal employee ought to be paid less than all the other Federal employees in that local community?

Mr. WHITE. I would say perhaps the others are paid too much, Mr. Chairman. If you are upsetting your entire economy, that is. I am not saying uniformity is not a good idea. I am just trying to reconcile in my mind, on first impression, whether you should have uniformity or whether you should have the prevailing rate. I know, myself, in coming to Congress, I have bumped into this as far as salaries are concerned. I was a private practitioner. I paid a pretty good salary to my secretary, but I could never match the Federal salaries that are paid in Washington. I know other Members of Congress who have gotten into trouble because they tried to pay the identical salaries back in their home districts that they pay here in Washington. So this is the conflict that we have, as an employer, from the people back home. I am just trying to reconcile this. Perhaps if you go into a community where the postal clerk may be paid way high, then the other people in the community resent that because they realize they are being paid less and they say that the Government is wasting their money. I just do not know which way is the better system. It may be uniformity is the better system.

Mr. MACY. This has been our conclusion.

Mr. WHITE. Let me say this, sir, if I may, and give an illustration. I had the Vice President in my community about a week and a half ago, as you know. We were also pleased to have you there, too.

Mr. MACY. Yes.

Mr. WHITE. We were driving from the airport to his point of speaking. I pointed out homes along the route. The homes I pointed out were \$15,000 homes—I said "That is a \$15,000 home," "That is

a \$20,000 home," "That is a \$25,000 home." Well, he was amazed. He said in Washington they would cost \$100,000.

So you see it is the cost of living that I am talking about. A person in one community on \$400 a month can live in a standard equivalent to that of one in Washington at \$800, easily. In any community in my State probably you would have to add one-third to one-half more—probably half more—to get the equivalent cost of living, if you see what I mean.

Mr. MACY. Yes. As I recall, the scale on the city worker's family budget runs from about 85 percent up to about 125. So that you do have a spread from place to place. We think as far as salaries are concerned that that spread tends to be reflected in what has to be paid in the marketplace. So what the secretaries are receiving in your city and in others becomes a part of the survey, tends to pull the average down somewhat, but it is offset by the communities where the same job is receiving substantially a greater amount because of the cost of living and because of the competition of the labor market.

Mr. WHITE. We get this same problem in the poverty program in my community where the people in executive jobs are making certain salaries, and they know what the salaries of the OEO executives are and they resent it because they feel that the OEO employees are overpaid. However, let's accept for the moment this point of uniformity—and I may come around to this principle—one question I had about the bill itself: You spoke about the various causes. If a person is making lower than the grade set for that position then he should be raised, but then in section 4 it says that if he is making higher he will not be affected, he should stay there and not come back to that position. Maybe this is a realization of human nature and you do not want to cut him off because he has set his standard of living at that rate. Nowhere in the bill does it say that henceforth if a new employee is hired for that position that he will go back to a certain grade.

Mr. MACY. What I have indicated in my testimony is that the regulations affecting conversion from one system to the Classification Act operate so that new hires do come into the minimum of the grade—

Mr. WHITE. All right.

Mr. MACY (continuing). As is customary under the Classification Act. But what we endeavor to do is to make sure that if there is anyone who is receiving pay in excess of the range of the new job, that they do not lose pay. This is no fault of their own. The scale over time, however, does catch up with them so that they, in effect, do not receive subsequent pay increase until they fall within the existing scale.

Mr. WHITE. That is an exception to the principle, but in deference to the—

Mr. MACY. This is a humane approach to make sure that the individual does not suffer. As I cited in my statement, we had a rather massive conversion back in 1954 when Congress eliminated a separate schedule which was a part of the Classification Act relating to custodial crafts and protective jobs. Many of those jobs shifted over to the Wage Board system. In other words, they went on a prevailing rate basis. Others were brought into the general schedule of the Classification Act. At that time the Congress enacted a set of standards for conversion which called for raising those that were below to the minimum of the proper grade for the job they were in and for those

above held them in a status quo relationship until such time as the scale caught up with them.

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

Mr. HENDERSON. Chairman Macy, I indicated that we would require about an hour of your time this morning. I want to inquire whether you do have commitments that cause a conflict of time.

Mr. MACY. No, sir. I am available to you as long as it will be helpful.

Mr. HENDERSON. I would like to point out to the members that we have General Hershey from whom we would like to hear this morning.

Do you have questions, Mr. Hamilton?

Mr. HAMILTON. I have a few. As I understand the primary argument against H.R. 10718 is that it would not preserve the local community aspects of Selective Service Boards. I take it, from previous conversations you have had, that you weighed this aspect heavily in the past. Why do you now change your position? How can we preserve or will we preserve the local community aspects in Selective Service Boards under H.R. 10718?

Mr. MACY. My view would be that the local community involvement is reflected in the membership of the board, those that are appointed by the board, and that the employees of those Boards should be paid on the same basis as other Federal employees in the area, and those other employees in the area are paid on a nationwide scale.

Mr. HENDERSON. Would the gentleman yield to me for one question? Do the local boards have anything to do with setting the pay of the local employees that we are talking about?

Mr. MACY. No; the State director does.

Mr. HAMILTON. Is that true in fact? Does the State director in fact set the salaries or does he call down to the local board and let the local board make the determination of the salary?

Mr. MACY. Well, I cannot answer that.

Mr. HAMILTON. Isn't it a fact, ordinarily, that the local board determines the salary rather than the State director?

Mr. MACY. I think it varies from State to State. That is one of the problems we have. We have substantial variation from State to State based upon the determination of the State director.

Mr. HAMILTON. In any event, you do not see any challenge to the local aspects, preserving the local nature of the Selective Service System through a uniform system of pay?

Mr. MACY. No, I do not feel that it undermines the local Board leadership and community involvement.

Mr. HAMILTON. What kind of problems does this vast discrepancy that you have described cause you in terms of employment problems? Is there a higher rate of turnover? Is there low employee morale? Are the clerks disgruntled? What kind of problems are there because of the prevailing rate system?

Mr. MACY. Because of the prevailing system there are inequities from place to place for the same job, which are very difficult to explain to employees because there is no fixed system.

Mr. HAMILTON. Do you have a rising tide of complaint and morale problem because of this? For example, no clerk in my district has ever complained to me about this problem. We get quite a few complaints, too. Do you have a great tide of opinion hitting you on this subject?

Mr. MACY. No, not as heavy a tide as on other subjects, but I think that the representatives of the employees who will testify before you are in a better position to indicate employee attitudes. I have been informed by the leaders of those organizations that among their members, some of whom are Selective Service clerks, there is a feeling of discontent because they are unable to determine just by what measure or means their rates are actually determined. So that there is an uncertainty about it.

Mr. HAMILTON. But as far as you are concerned in your position, you are not aware of any great problems caused by the present system of setting wages for Selective Service employees?

Mr. MACY. No. I am really advocating this in terms of simple justice. Now, there has not been an outcry of great magnitude about the absence of simple justice.

Mr. HAMILTON. There are no great complaints about the efficiency of the Selective Service Boards?

Mr. MACY. No. In fact, the testimony is that these are very dedicated and efficient people, many of whom have been on these jobs for a long time.

Mr. HAMILTON. Now, I want to go back just a moment to the point Congressman White was pursuing. You are advocating now a uniform system under H. R. 10718 as opposed to a prevailing wage rate system that is now in effect. As I understand it, the reason you do not like the present system is because the prevailing wage rates are not systematically determined? Basically, is that what you have said?

Mr. MACY. That is right. There seemed to be substantial variations that have no rational explanation across State lines.

Mr. HAMILTON. Now, is it possible to construct a system, in your view, where you would take into account prevailing wages and the system would be systematically determined? In other words, is it possible to construct a middle ground here that would be a rational system that would not have the discrepancies that we now have on the one hand, and at the same time would not have this uniformity which does have some disadvantages?

Mr. MACY. The answer is yes. That was the third option I was citing a moment ago. If neither of these poles is appropriate public policy in the congressional judgment, why, it seems to me we could collaborate with Selective Service in designing a prevailing rate system that would be similar to the prevailing rate system that exists for blue collar jobs, some 800,000 of them, where we have different rates in 300 different localities based upon what is being paid by private industry. The reason I advocate the other approach is that for 96 percent of the clerical jobs in the Federal Government Congress has determined that the nationwide rate is appropriate and I am unable to really see sufficiently persuasive reasons for departing, for this particular group, from that pattern. It seems to me that even if we have not had a tide of dissatisfaction flow from this that there is the potential of it because of the inequities in relation to other Federal jobs. Many of these boards in large cities are located in the Federal building where the bulk of the people with whom Selective Service employees associate are those that are under the nationwide rate.

Mr. HENDERSON. Will the gentleman yield for a question right on that point? I am sure Chairman Macy knows that I have announced intentions to hold hearings on the wage board pay system in January of next year.

Mr. MACY. Yes.

Mr. HENDERSON. Right on this point, I feel quite confident that we are not going to conclude our consideration on this problem of Selective Service employees until after further hearings in January. For the benefit of the members, I feel that I should express greater doubt than you do, that after you find what kind of a hodgepodge we have in the wage board system, unless the Commission is able to come up between now and January with a better system than they have been attempting to work out for some 2 years, that you will feel more frustrations about trying to meet this third area, Mr. Chairman, than we knew of the simple system of uniformity.

Mr. MACY. But I refuse to be defeated and say it cannot be done. I think it could be.

Mr. HENDERSON. Well, I must say that anyone as persistent and as optimistic as you are probably could do this, but I will believe it after you show me what kind of system you have.

Mr. MACY. I know that General Hershey is also an optimist, so I figure we can probably work it out.

Mr. WHITE. Will the gentleman yield? Does not the employment commission in each of the States have within its availability the ability to indicate the prevailing wages, or an index for each community?

Mr. MACY. I am unfamiliar with it if they do.

Mr. WHITE. I believe they can.

Mr. MACY. Most of the data that is collected with respect to salaries for the Federal Government is collected by BLS from private employers. There has been data collected with respect to salaries that are paid by State and local governments but that does not enter into the determination.

Mr. WHITE. I am talking about actual employment commissions like in my State, which has a very active employment commission that publish periodically indexes of unemployment, and I think they can do the same with wages.

Mr. MACY. I think the problem there would be to determine whether the job titles that are listed there with the salaries are in fact the same as the content behind the job title that the Federal Government might have.

Mr. WHITE. This would not be insurmountable, with guidelines, would it?

Mr. MACY. No. I think you could obtain this data. The principal problem that is involved, as the Chairman has indicated, is how you would really plot out the boundaries of each area. Where do you draw the line? Do you stick to a metropolitan area or do you place this on a county basis? How do you do it? This is the problem. You are always faced with the claim of a unit that is directly over your boundary where the rates are less, that those lesser rates are unfair.

Mr. HAMILTON. May I ask one question about the application of H.R. 10718. In most of these selective service offices I am acquainted with, you really have one clerk who largely runs things, takes care of all the clerical work, and so forth. In my part of the State, which is a rural part of the State, that is so. Now, under this law would that chief clerk—I am not sure that is the appropriate title for her—would that chief clerk be paid the same thing in a county of 10,000 people as the chief clerk would be paid in Cook County in Illinois?

Mr. MACY. It would depend upon the standards that would be used for classifying the jobs. I think my quick answer would be that because of the difference in responsibility and the differences in difficulty, that perhaps your clerk would be classified at a lower grade than the one in Cook County. But if this legislation were passed, the first step would be to go through and to classify the jobs, have the Selective Service System classify the jobs under standards provided by the Civil Service Commission and then determine what rates went in with those classifications.

Mr. HAMILTON. Let me make the example less extreme. Suppose there is a chief clerk in a county of 50,000, would that chief clerk be at the same pay scale as the clerk in a county of 10,000 where the workload in those two counties would be enormously different?

Mr. MACY. Well, again I cannot answer that.

Mr. HENDERSON. General Hershey would probably have to answer that.

Mr. MACY. Based upon our survey, it would appear——

Mr. HAMILTON. I am talking about under H.R. 10718.

Mr. MACY. That is right—it would appear that most of these jobs would come out at about GS-4, where they have a primary responsibility in a county seat.

Mr. HAMILTON. Just two other quick questions, Mr. Chairman.

Are these local Board employees considered employees, in all other respects, of the Federal Government?

Mr. MACY. All other respects, yes.

Mr. HAMILTON. Except the salary level.

Mr. MACY. Right. They are under Civil Service, they are on competitive status, under the Hatch Act, under the retirement system, have the annual and sick leave system.

Mr. HAMILTON. Thank you, Mr. Chairman.

Mr. HENDERSON. Mr. Broyhill.

Mr. BROYHILL. Thank you, Mr. Chairman. It is good to see you here, Mr. Chairman.

Mr. MACY. It is good to see you, sir.

Mr. BROYHILL. As you know, I have introduced similar legislation to this in the past and have been quite interested in it.

I do not have any questions other than maybe some comments that have come to my mind during the questioning earlier.

I have not had a large number of these Selective Service employees contact me. Some have, but they have always done it very quietly because traditionally Members of Congress do not contact local Selective Service Boards and I would think that also the Selective Service Board employees have been instructed not to contact Members of Congress about their work in general. There has been a general reluctance on the part of these employees to contact Members of Congress on almost any subject, for that matter. Of course, there are relatively few of these employees around the country. Perhaps this is the reason why Members in general have not heard much complaining about this problem. I suppose because I have introduced legislation of this kind in the past I have had a few letters on this subject—I should say more than a few letters, quite a few letters.

Is it true that the local Board has relatively little authority in setting these salaries at the present time?

Mr. MACY. I think General Hershey can give you more details on that. My understanding is that the determination of pay rates is a matter for the State director.

Mr. BROYHILL. Thank you very much.

Mr. HENDERSON. Mr. Chairman, could you advise us at this time what the cost of the enactment of the bill, with your recommendation as to an amendment, would be?

Mr. MACY. A rough estimate, Mr. Chairman, would be that it would increase the payroll cost of the System about \$2 million a year.

Mr. HENDERSON. Thank you very much, Mr. Chairman. It may be that as we continue the hearings we will have further inquiry of you or will want you to come back.

Let me make this final point: We are taking a lot of time here. I am sure you have seen the report of the House Committee on the Military Selective Service Act of 1967 which reads, in part, talking about the local Draft Board system:

The system is made up of people, both uncompensated thousands of local Board members who unselfishly contribute their time and talent out of a sense of patriotic duty, and a relatively small number of compensated people who service the local Boards as clerks.

These are the Federal employees we are talking about.

The existing provisions of the law providing the manner for the selection by the Governor and the appointment of uncompensated personnel and the existing provisions covering the method of compensation local Board clerks are sound and should be preserved.

Certainly, I have no argument with their statement that we should continue the appointment of the local boards by the Governor and the appointment of the uncompensated personnel. But they tie into a conclusion that the existing provisions covering the methods of compensation of local board clerks are sound and should be preserved. Upon reading that, the staff and I tried to find among the hearings what testimony the committee took to reach that conclusion. That is the reason I asked you the earlier question. We have not been able to find that they took any testimony regarding the pay of the local board clerks. Of course, that is a matter within the jurisdiction of this committee, and it is for that reason that we have the legislation and the problem before us.

Mr. MACY. Mr. Chairman, I did not provide any testimony with respect to that legislation, although there may very well have been some testimony from others, of which I am unaware. I would imagine that that section of the report is in some way a response of the committee to certain recommendations that were contained in the report of the President's Committee on Selective Service which called for a substantial reorganization of the System to have a greater degree of Federal direction and fewer local boards.

Mr. HENDERSON. For the information of all concerned and to make our position as clear as we can, I wrote Chairman Rivers when they were considering this and pointed out the interest of our committee in the pay of these clerks and that I was very hopeful that, as a part of the system, they would take this question up. If they had, I feel sure that all of us would have been glad to cede the jurisdictional question to that committee. But, inasmuch as they went into this entire matter so extensively and then reached this conclusion in their report, without taking any testimony, frankly, I thought it was incumbent

upon our own subcommittee and the committee to go into this matter further.

Thank you very much, Mr. Chairman.

Mr. MACY. Thank you, Mr. Chairman. Thank you, gentlemen.

Mr. HENDERSON. We are delighted to have General Hershey and his associate with us.

General, we will be glad to hear from you at this time.

STATEMENT OF HON. LEWIS B. HERSHEY, DIRECTOR, SELECTIVE SERVICE SYSTEM, ACCOMPANIED BY COL. BERNARD T. FRANCK, CHIEF, LEGISLATIVE LIAISON

General HERSHEY. Mr. Chairman and members of the committee, I appreciate this opportunity to appear before your committee in connection with its consideration of H.R. 10718 and H.R. 3902, which would make applicable to employees of selective service local and appeal boards the general schedule pay rate provisions of title 5, United States Code.

Your committee is well aware, I am sure, that I continue to support the present provisions of the Military Selective Service Act of 1967 which exempts these employees from the Classification Act of 1949. I am sure you are also aware, Mr. Chairman, of the reasons why this exemption has been a part of selective service legislation since 1940—reasons which I consider to be sound and overriding reasons for retaining that exception. Briefly, the philosophy behind this exception is that it is important to the successful operation of selective service that every measure be taken to preserve and enhance the community orientation of the local board made up of local unpaid citizens and compensated clerical help.

Insofar as possible, it is desirable that the local board clerk know her community as intimately as local board members, who are required to be residents of the area over which the board has jurisdiction. Even though local board employees are taken generally from civil service registers, it is significant that the Civil Service Commission has recognized the importance of community orientation by agreeing that in one-clerk local boards they will certify for employment only residents of the county where the local board operates.

In June the President requested and the Congress subsequently enacted legislation extending the induction authority under selective service. Although the method of employing and compensating the clerks of the local boards was the subject of exhaustive study by the President's Advisory Commission on Selective Service and the Mark Clark Study Panel, the administration requested no change in the existing method of employing and compensating local board clerks. In fact, the position I am presenting to you today has been presented to the administration, and I was informed that it did not conflict with any position of the administration.

Widespread concern over selective service during recent congressional consideration turned, in many cases, to the question of the relationship between the local board clerk and the registrants and other members of the public. If problems of qualification for the position do exist, meeting those problems requires a high degree of control over the local board clerk position by the State director to insure the clerk's responsiveness to the local board and to community and indi-

vidual problems. It was obvious that during recent consideration of selective service legislation the desire of the Congress was to minimize these problems by increasing local and State control and thus community orientation and responsiveness of local board clerks. To this end the Congress provided for special appointment, reappointment authority, and limited tenure for chief clerks and provided that they should be designated as executive secretaries.

Underlining and emphasizing the soundness of the traditional reasons for which these positions have always been excluded from the Classification Act, the Congress, in the recent act, took additional action to further remove these positions from the application of Federal civil service rules, particularly with respect to appointment, reappointment, and tenure, to put these positions closer to the people in the community they serve. This cannot be effectively accomplished without retaining the flexibility in the existing law which ties basic pay to community prevailing rates and under which recognition of different degrees of qualification, workload, and responsibility can be recognized on an individual basis. This recent action by the Congress would, in my opinion, be completely nullified by bringing these local board clerks under the Classification Act.

This was understood and recognized by the Congress as evidenced by the statement of the House Armed Services Committee in its report of May 18, 1967, that "the existing provision covering the method of compensating local board clerks is sound and should be preserved."

Since congressional action in May and June on this subject, I have taken several steps to implement that congressional action. I have drafted regulations which will put into effect the provisions of law recently enacted relative to the position of executive secretary. I have obtained from State directors of selective service their suggestions on the range of salary rates they believe to be applicable in their States to this new position. In gathering this information I asked the State directors to determine local rates of pay for several positions which I suggested may be considered as comparable. State directors were also free to consider local pay scales for other positions they felt would be comparable in responsibility and workload to the position of executive secretary in various communities.

These reports are now being analyzed in national headquarters for the purpose of developing some guidelines in terms of comparable positions in the communities for the use of State directors in establishing the pay scales for each of their executive secretary positions. In addition to the qualifications necessary for the position and the workload and responsibility in a particular local board, another factor which will affect pay rates recommended for these positions is, of course, the restriction on tenure under the law just enacted by the Congress.

I have also requested funds I anticipate will be necessary to put these salary increases into effect as well as to increase the pay rates of local and appeal board employees who will not be executive secretaries. The regulations that I have in draft form will be issued as soon as there is some assurance that funds will be made available by the Congress to put the new pay scales into effect. It is my objective to increase the pay scales of the new position of executive secretary substantially

above the scales now paid to the chief clerk, on the average, and to provide, in addition, substantial pay increases to assistant clerks.

I will not apologize for the fact that some factors, including age, have rendered my visibility somewhat different than it was.

Mr. HENDERSON. General, we often have witnesses who read too fast. Yours was slow enough for us to follow this morning.

I am most appreciative of your appearance. I just want to comment, not necessarily ask you questions, because I am so impressed with the last paragraph of your statement that I wanted to again say what I did last year: that I am such an admirer of yours, both as an individual and as a distinguished public servant, that I found it most embarrassing last year to disagree on even the minor point of the pay of the board clerks all over this Nation and I am rather reluctant to get into a hassle with one who has done so much for his Nation and who has demonstrated a love for all of his employees and for the American people.

Your last paragraph points out that you are waiting for funds from Congress to increase the pay of these employees. As an individual member of the committee I would like to express my appreciation for that action and certainly assure you that I will be satisfied to wait and see what you were able to do through the new and renewed efforts that you have made, and then perhaps take a subsequent look at the results that might be achieved here. I commend you for the interest that you showed in the joint study, and certainly realizing the problems that you have in trying to establish the executive secretaries in the new system that, whatever we do, we want to be helpful to you. I assure you that our interest in the salaries of these employees is to help them to do a better job. I do not know whether we could expect them to do a much better job than has been done.

General HERSHEY. Thank you very much, Mr. Chairman.

Mr. HENDERSON. Mr. White, do you have questions?

Mr. WHITE. Mr. Chairman, you have said it more eloquently than I could. I have no questions. I certainly appreciate General Hershey's appearing here. I enjoyed hearing him speak about a month or so ago. I look forward to other occasions to hear you speak, General. Thank you very much.

Mr. HENDERSON. Mr. Broyhill.

Mr. BROYHILL. Just one question. In your statement you said this, General Hershey:

The Congress in the recent Act took additional action to further remove these positions from the application of Federal Civil rules, particularly with respect to the appointment, reappointment, and tenure.

For the record, could you briefly enumerate what direction this action took and the status of appointment, reappointment, and tenure of these Selective Service Board employees?

General HERSHEY. Part of that statement referred to what I consider the key battle that we have been through in the last several months on many fronts, in trying to decide whether or not a partnership that had taken more than a century and a half to develop between the States and the Nation, in a very definite and important field of survival, was going to be maintained or whether it be changed. Now, I do not want to overemphasize the fact that this is merely one of the areas where it is being fought, but in the report of the President's Commission which the Congress did not see fit to follow at all, we had

a great deal more centralization. In fact, we were going to have classified people performing the functions that the local board members now perform. Therefore, I felt that there was a feeling on the part of Congress that we were going to continue this rather unique partnership which exists between the Nation and the States.

Now, they did feel, as all of us felt, that calling a local board clerk a clerk was something that goes back to history and not to the present time. There was a time when the fellow who handled—I guess he still handles—the yards for the railroads was a yard clerk, but we have gotten the clerical business in the last many years changed so that it is no longer an executive person, it is an individual who performs certain mechanical functions which is not what the local board clerk does. So therefore I think the Congress very properly felt—one of the difficulties of calling them local board secretaries was that heretofore our secretary had been a member of the board, one of the unpaid people. But just the same, for whatever reason it had, the Congress decided to create a position, not only to increase their pay, to try to in some small way indicate what they did, which “clerk” or “chief” or “principal clerk” did not do.

So therefore I was directed, among a great many other things, to make changes, all of which cost money. The only thing we happened to be a little short on was money. But they did tell us to create this executive secretary. There has been quite a bit of discussion and I am sure the Chairman of the Civil Service Commission will not agree with me, because I contend that the idea was to make the individual responsible to each local board. It does not make any difference whether it was a big one or a small one, or what, whether it had one employee or a dozen, she was to become an executive secretary. There is no question about the fact that you cannot pay the half-time board clerk the same pay that you pay other people. But she does have to know just as much as a person who is on a board that has 30,000 in it because the events come up and she has to settle them.

So, therefore, I understand I have been directed to create the executive secretary job. We have not created it because we made a choice—maybe not a good one—of waiting until we got something so that we could give them money as well as rank. Now, raising the pay of the assistant clerks has been my responsibility and still is. We have tried pretty hard to raise the pay every time that the classified people got raised. We have had some limitations on money.

The Congress has had quite a difficult time being able to anticipate from year to year over the last 25 years whether we were inducting 300,000 or 70,000. There is quite a fluctuation in trying to maintain an organization. I do think I am under instruction to create the position. Whether I should have created the position before I had the money to pay them I don't know. I went on the other assumption. I am hoping now that by Christmas we can have both the position and the money, but I am going to have to get permission of the Bureau of the Budget to go on a deficiency basis because I am starting to operate under a budget set up a year ago with far different approaches to it.

The only two places that I spend money are for people and in travel of inductees. Now, I do not know whether or not I have answered your question. If I have not, will you please tell me.

Mr. BROYHILL. What I was getting at is, what changes were made in the act that do affect the appointment, reappointment, and tenure

of these employees. As I understand your statement, you are stating that the action of the Congress in the recent act further removed these employees from certain Federal civil service rules in regard to appointment, reappointment, and tenure. What I want to know is, very briefly, what these are.

General HERSHEY. We have gone through some development. Remember, in the first place, the local board members hired these clerks. Not only that, our people in National and State headquarters were not under civil service originally. Now, this has been the growth. The Congress in this act, we thought, set up the executive secretary as a position. I would contend that they were permitted the right to have the privileges the clerks had before, but, on the other hand, certainly the Congress left no doubt about the fact that these were not to be appointed as the classified people are because, in the first place, their tenure was set at 10 years, but they did have the right to be reappointed. The appointment of people for this new job was left in our hands. We could not believe that Congress was trying to move toward putting local board employees under the Classification Act.

Now, we have never been so that we fit very many patterns because, in the first place, 85 percent of our people get no pay. There is not any other agency that comes anywhere near doing that. In fact, one of the things that disturbed me was hearing about how one other agency, discussed this morning, pays its people. They pay people to advise my unpaid local boards that they should defer people. I am not trying to run other peoples' business, but it is a fact that the advisers in certain agencies are the ones that are advising our unpaid people—and they are getting paid for advising us to defer people from service.

So I thought that the Congress had not only sustained what we had been doing but even pushed us a little farther, saying "Here are some people that you are not only going to have to appoint but, if they are not satisfactory, you do not need to reappoint them." There is quite a little difference between being satisfactory enough to be reappointed to an executive position and merely qualifying to be kept in a clerical position where one merely does certain work without having the responsibility.

Now, nobody holds in as high a regard as I do the local board clerks. They have been the factor that, along with the unpaid people, have made selective service succeed. There is no question about that. But to try to find a job that is comparable—I can point out to you local board clerks that are paid \$300 or \$400 more than some other clerk, allegedly doing the same kind of work, but it happens she is doing the same work as is done in another office where they have 1½ clerks.

The State director may rather pay one clerk a little more because she does more. That is not in line with the question of having everybody alike. We are a maverick, no question about that; but the job we do is, also. We have a combination of military and civilian that nobody else has except the military itself. They have perhaps more civilians. Now, I do not know as I am making it clear but, in the first place, I am trying to say that I do not think there is any question that it was not the intent of Congress, so far as I could read it in this act, to change, and if there was any change it was away from classification rather than toward it.

Mr. BROYHILL. What I was getting at—and I will not belabor the point because we are running out of time and other members have

some questions they may want to ask. Perhaps I could direct a letter to you, General.

General HERSHEY. I would be glad to come and discuss it with you at any time, if that would help. I am not always here but when I am here there is nobody that ranks the Congress as to my availability.

That is perfectly selfish, do not misunderstand me. I am doing it because that is the way I have to live.

Mr. HENDERSON. General, one point, if the gentleman would yield to me. With regard to the provision that the executive secretaries would, after 10 years of service, have to be reappointed. Was it your understanding—we will talk about the Armed Services Committee because I think that is where the real intent of Congress would be found—that the local board, the State director and even the national headquarters would have an opportunity to look at the 10-year service of the executive secretary?

General HERSHEY. I do not think there is any question about that. Of course, it is probably a little hard for us to see all the things that work out, but the local board gets into it in a lot of ways. In the first place, they can tell the State director they are going to quit work if he does not either keep or fire the local board clerk. I mean, it is just that simple because these fellows work for nothing and they can quit at any time. That is one of the advantages and one of the great things about it. I do not think there is any question that Congress had in mind that here is a chance to resurvey them, "If you want to keep them, keep them; if they ought not to be kept, here is a way you can get rid of them," and it is not that simple when they are classified people.

Mr. HENDERSON. I think this is a point that you and Chairman Macy will certainly want to explore and try to come to some conclusion and widely disseminate your decisions before the 10 years expire and you run into the problem head on with some of your executive secretaries.

Mr. Hamilton, do you have any questions of the general?

Mr. HAMILTON. Do you feel that H.R. 10718, the bill we have before us, would seriously compromise the local community character of your selective service boards?

General HERSHEY. Well, I think I would say "Yes," although I am a realist and I realize the world just does not hinge on one thing. We are fighting eternally this question of encroachment in some way to prevent the individuals on the ground from running their business.

I have known the Chairman of the Civil Service Commission for many, many years and he and I are very good friends, although I told him this morning I was not going to need any enemies pretty soon if my friends kept on. Just the same, it is just one of the innumerable steps that goes on. For instance, it was horrifying to me that the Commission last year was going to abolish the State—going to put the Governor completely out of forming troops, going to have it done in regions, going to have machines there, going to have people—some more of these classified people that were going to do the classification of our people rather than let somebody do it that was unpaid, and that sort of thing.

I don't mean to say that anybody has got a great plan, but these things, to me, are all part of the encroachment, of trying to get the decision as to who should go into the service made scientifically and efficiently.

Poor old Selective Service never had enough money to be efficient.

Mr. HAMILTON. Suppose you have a local employee of a selective service board who is not satisfied with what she is getting in terms of pay. Does she have some form of procedure available to her to appeal her salary level?

General HERSHEY. I think the first thing she would do is to get her board to work on the State director but that isn't what happens in the large areas. Now, out in Angola—I realize that is a little far north—but up in Angola there may be some limitations on where she can go. One of our problems is, one of the disadvantages of getting into these centralized places and getting some nice housing, we are losing our local board clerks because they are being stolen by other members of the Federal Government who can work on them.

We are at least a small enough unit that she has no trouble telling, any time she sees anybody from the State headquarters, what she thinks she ought to have, and as far as that goes, my door has always been open. They don't write to me a great deal, but anybody in the Selective Service System can appeal. My telephone is listed and I get calls at all different times about all sorts of things. We probably haven't gone as far as some in setting up something, but if she says, "I want more money," we would recognize that as a valid request.

Just like a registered person could say, "I don't like 1-A. I want something else." That is an appeal, in my book.

Mr. HAMILTON. Mr. Chairman, it is a pleasure to have a distinguished Hoosier before our committee today.

Mr. HENDERSON. General, I think you have well explained some of the frustrations that many of us get into, particularly in this area of manpower. I can point out many areas where, if the executive agencies had just the flexibility that you have with regard to the selection, pay, and direction of the people, we could probably save the taxpayers a lot of money and restore a lot of the historical significance of our State and local government in this country. I am very appreciative of those points that you have made.

General, I would like for you to know, as well as everyone else who would be interested, that it was not our intention this morning to press forward or to necessarily reach definite conclusions. It was for that reason that we had not scheduled certain others, even though we had requests from them, people such as employee organizations, representatives, and individuals to appear before the subcommittee. We thought it would be best to get on the record today the testimony that you and Chairman Macy have so well presented to us with the idea that early next year we would want to continue to take a look at this. We perhaps will schedule further hearings and certainly will afford you every opportunity to continue to study the matter.

I think we will be most interested and I certainly will ask our staffs to coordinate with regard to the success that you have in getting the money from the Bureau of the Budget and the Congress to implement the pay, because we can do a lot toward enacting legislation but, as you well point out, the money is going to be the most controlling factor, anyway.

We are very appreciative of your appearance, sir. Thank you very much.

The subcommittee will stand adjourned.

(Whereupon, at 12:05 p.m., the subcommittee was adjourned, to reconvene at the call of the Chair.)

APPENDIX

(27)

APPENDIX

(The following joint study with attachments was submitted for inclusion in the record:)

JOINT SELECTIVE SERVICE SYSTEM-CIVIL SERVICE COMMISSION STUDY OF THE
PAY OF LOCAL AND APPEAL BOARD CLERICAL PERSONNEL OF THE SELECTIVE
SERVICE SYSTEM

INTRODUCTION

This study, conducted jointly by the Selective Service System and the Civil Service Commission, was undertaken at the request of the Subcommittee on Civil Service of the Committee on Post Office and Civil Service of the House of Representatives. The Honorable Lindley Beckworth, Chairman of the Subcommittee, wrote to General Hershey and Chairman Macy requesting the study on April 27, 1966. A copy of each of Mr. Beckworth's letters is attached. (Attachments 1 and 2.)

It is the purpose of the study to furnish current information regarding the salaries of local and appeal board clerical personnel of the Selective Service System with particular reference to (1) trends in pay by States, going back to 1955, (2) the comparison of salaries paid with those paid by other Federal agencies, (3) the relationship of salaries paid to average industry salaries in cities where community wage surveys are conducted by the Bureau of Labor Statistics, and (4) the recruitment and retention experience of State systems.

The salaries of local and appeal boards personnel are fixed administratively by the Selective Service System under authority of section 10(b) of the Universal Military Training and Service Act of 1948, as amended (50 App. U.S.C. 460(b) (4) 1964(A)) which reads as follows:

"The compensation of employees of local boards and appeal boards may be fixed without regard to the Classification Act of 1949, as amended."

With respect to other aspects of their employment such as retirement, annual and sick leave, and competitive status, local and appeal board clerks are treated in the same manner as other Federal employees.

Bills have been introduced over a period of years to bring the local and appeal board employees under the Classification Act. These proposals have been regularly opposed by the Executive Branch on the grounds that paying the clerks at local rates is important to maintaining the local community character of the boards' operations.

There were on October 31, 1966, some 7815 local board employees of whom 5765 were full time, 1420 were part time, and 630 were intermittent. There were 52 appeal board employees of whom 41 were full time, 3 were part time, and 8 were intermittent. (Table appearing as Attachment 3 shows employment by States.)

The employees of the National Headquarters and the various State Headquarters of the Selective Service System are compensated in accordance with the General Schedule and classified in accordance with Chapter 51 of Title 5, United States Code. This study is not concerned with those employees.

There are 56 "State" systems in the Selective Service System. There is one for each State, a separate one for New York City, one for the District of Columbia, and one each for Guam, Puerto Rico, the Virgin Islands, and the Canal Zone. This study covers the systems for the 50 States, the New York City system, and the District of Columbia system. The study was not extended to Guam, Puerto Rico, the Virgin Islands and the Canal Zone, except that the relatively small number employed in those areas, (142, mostly in Puerto Rico) were included in overall employment figures and in salary trend figures.

This report is divided into two principal parts, study findings, and conclusions. The part on study findings is, in turn, divided into sections. The first section reports trends in local board pay rates by States over the last eleven years. The second section deals with State pay plans, the third section with recruitment and retention and the fourth with a comparison of salary rates for local board personnel with those paid to other Federal employees. The fifth section compares the salaries of local board clerks with the salaries of clerical personnel of county committees established to carry out the programs of the Agricultural Stabilization and Con-

servation Service. Data on salaries paid to certain employees of county governments and a comparison of local board clerk salaries with prevailing industry salaries appear in the sixth and seventh sections respectively.

PART I. STUDY FINDINGS

Section 1. Trends

The salary rates of local board clerical personnel have increased at a more rapid rate in the last eleven years than have the salary rates of employees in Classification Act positions at clerical grade levels. The nationwide average salary of local and appeal board clerical personnel has increased from \$2975 in 1955 to \$4706 in 1966. This is an increase of \$1731 or 58 percent. This is the increase in average salary for employees at all levels—typists, assistant clerks, local board clerks, and supervisors. During the same period the fourth rates of grades GS-2, GS-3, and GS-4, have increased by the following dollar amounts and percentages: GS-2, \$1109 or 34 percent, GS-3, \$1271 or 37 percent, and GS-4, \$1586 or 43 percent.

The table in Attachment 4 shows the average salary rates and percentage increases for all local and appeal board clerical personnel by State during the period 1955-1966. Attachment 5 is a map showing the 1955 and 1966 average rate for all local and appeal board clerical personnel for each State with the percentage change. Attachment 6 is a graph comparing the average salary for local and appeal board clerical personnel with the fourth rates of GS-2, GS-3 and GS-4 for the period 1955 through 1966. It should be emphasized that this graph can be used only as an indicator of change in rates and not as a measure of relative pay levels because the Selective Service average contains salaries for a mixture of positions ranging from the most routine through supervisory positions. The most recent figures in all cases represent salaries in effect after the 1966 general pay increase.

In general, Selective Service local board salaries have increased rather significantly over the last eleven years, and, at a more rapid rate than Classification Act salaries for clerical levels.

Section 2. Pay Systems

Selective Service Regulations provide that "The compensation of all positions in local board and appeals board offices shall be fixed by the State Director of Selective Service in accordance with instructions given and limitations imposed by the Director of Selective Service." (Section 1605.11)

The Director of Selective Service has issued instructions regarding the fixing of the compensation of local and appeal board employees as follows:

"The compensation of local board and appeal board employees shall be fixed administratively by the State Director without regard to the Classification Act of 1949, as amended. In fixing such salary rates the State Director shall be guided by such factors as (1) the difficulty of the work to be performed, (2) the rates paid locally for work of similar difficulty and responsibility, and (3) the funds available for personal services. State Directors also may consider the number of registrants in the local board."

A broad area of discretion is left to State Directors. Within the general guidelines, and within the funds available, each State Director is permitted to devise and apply such pay plan as he believes is most satisfactory for the operations in his State. Generally speaking the county is the geographic unit of organization for the Selective Service System. With wide variations in the size of counties, and with variations in the proportion of urban and rural population, the various States employ different organizational arrangements and face significantly different employment situations. These differences, and presumably the preferences of individual State Directors, have led to significant differences in State salary systems.

Generally speaking local board clerical personnel are divided into two or more classes. Most frequently, a State system will provide for jobs with the title "Local Board Clerk". Typically this clerk has charge of the clerical functions of a local board and very often he is the only local board employee performing clerical duties. Frequently, however, the Local Board Clerk is helped by an Assistant Clerk. In some areas local boards are grouped together for office functions and the group office is supervised by a Coordinator or Group Supervisor. Clerical assistants performing subordinate duties are found in grouped-board operations and in the offices of larger boards. These titles, however, are not standard, and a position

which is called Local Board Clerk in one State may be called Chief Clerk in another. The variety of titles and the variations in organization do not make for easy comparisons across State lines. Nevertheless, every State has employees who have full responsibility for the clerical functions of a local board.

It is difficult to generalize about the manner in which the salary rates for local board clerical personnel are fixed. In some instances local prevailing rates might be considered to be the basis, in others a comparison with certain local government rates is the basis, while in a few instances General Schedule rates contribute a reference point for fixing salaries.

More often than not, State Directors report consideration of local prevailing rates—either private or local government—but in only a very few instances is any systematic approach taken to fixing and adjusting salaries on the basis of local prevailing rates. In many cases, the rates were established some years ago and have been adjusted since that time periodically, consideration being given to some extent to salary competition from other employers. About a third of the State Directors reported no use of locality prevailing rates in fixing local board clerk salaries. In a few of these latter States a comparison with General Schedule rates is the underlying basis for the local board salaries, while in others no external guide is apparent unless it be a general approach to making adjustments on the basis of recruiting and retention needs and equitable treatment of employees.

Generally, rates for the same class of positions vary from one location to another within the State but this is not universally true. About one fifth of the States use statewide rates. Where different rates are used they are almost always higher in the urban areas than in the rural areas. Very often rates are related to work load by using the number of registrants served by the board as a major criterion. More often than not, the boards with the smaller workload are in the rural areas and are paid the lower rates.

About nine out of ten State systems employ a range of rates for each position and nearly six out of ten report that within funds available, they grant increases within the range on the basis of service and performance at a rate approximately the same as that provided by law for General Schedule employees. Some States which employ ranges report that they grant increases at a slower rate or a faster rate than is provided for General Schedule employees. Some States use a single rate or a very limited range of only two or perhaps three rates. In a very few instances, it was reported that the granting of increases is affected by fund limitations or the limit on the permissible increase in the average salary.

Section 3. Recruiting and Retention

Recruitment of local board personnel presents a problem in some places but States have very little difficulty retaining personnel especially those performing the full local board clerk job. Some 23 reported recruiting difficulties but, of these, only four related the difficulty to salary rates.

One State Director reported his recruiting problems as follows:

"Our main difficulty stems from the fact that there is little federal employment in most county seats. Therefore, we rarely find a Civil Service register available when we are recruiting. Invariably, we work the Civil Service registers with no success, then through the local board clerk and board members interest a few qualified people in taking the examination. Very competent prospects are often rusty in typing and have difficulty in passing the clerk-typist examination. This procedure is time consuming and usually requires thirty days or more from the date of resignation of local board clerk to the time we find a replacement, which causes training problems because the out-going clerk does not have time to orientate the in-coming clerk and we are forced to send our local board auditor for one or two weeks to run the office and train the new clerk. This is one of our big personnel problems."

Only nine State Directors reported retention difficulties and five of these reported that they were losing employees to other Federal agencies. For the places and positions sampled in this study, only in major metropolitan areas was there any evidence of retention difficulties.

Regarding recruitment and retention one State Director reported that it is—

"Difficult to recruit for 31 of 92 local boards; these are located in predominantly large, competitive urban areas. Actually, well qualified clerk-typists are found available for 61 local boards only because we conduct an intensive recruiting program on a local level and assign our own Special Members to conduct the Civil Service Clerk-Typist examination. (2) No great difficulty is experienced in retaining well qualified clerks because of (a) their sincere devotion to duty (b) freedom in performance of duty (c) pride in their job (d) training conferences (e) in-

centive awards. Difficulty is experienced in retaining Assistant Clerks because of higher salaries offered by industry, other federal agencies, and shortage of clerk-typists in competitive urban areas."

Section 4. Comparison with other Federal salaries

To compare the salaries for local board clerical personnel with those for other Federal employees it was necessary to select some position widely found in State systems to use as a key position. The local board clerk position was selected. This is the position of a clerk who has full responsibility for the clerical functions of a local board, either independently, or under the supervision of a coordinator or group board supervisor.

The first step was to determine what grade or grades these positions could be equated with under the Classification Act evaluation system. Four Civil Service Commission Regions made a study of these positions in cooperation with four Selective Service State Directors. The sample included urban positions, rural positions, single board and grouped board positions, and positions considered by the State Directors to be of greater degree of difficulty than the typical position of this type, and positions believed by the State Director to be of lesser degree of difficulty than the typical positions.

This study led to the conclusion that, with few exceptions, the local board clerk position of the type described could appropriately be compared with Classification Act positions in grade GS-4. Some few positions involving the most difficult public contact work might on detailed study be found to be more properly compared with GS-5 positions. For the purposes of this study, however, it was decided to consider all such positions to be comparable to GS-4.

This sample position was described as that of the employee who, either independently or subject to the supervision of a coordinator or supervisor, has full responsibility for the clerical functions of a local board, or for a major functional segment of the clerical functions of a group of boards.

Excluded from the sample were—

- assistant clerks,
- other typing or clerical personnel performing work which is subordinate to that performed by the sample clerk,
- coordinators or supervisors of group boards, and
- other individuals who supervise three or more employees.

To obtain data on local board clerical salaries for purposes of this comparison, information was sought from each State Director in the United States (50 States, New York City, and the District of Columbia) on salary rates paid to employees occupying the sample position in metropolitan areas, two other classes of urban areas, and rural areas.

In each State insofar as feasible and insofar as the different sizes of places were represented in the State, information was sought from the largest city or metropolitan area, another metropolitan area or large city where Bureau of Labor Statistics occupational salary surveys are conducted, two cities with a population range of 25,000 to 50,000, three cities with a population range of 10,000 to 25,000, and five rural areas. Information was also sought from a small sample of suburban areas. For each category the data were collected on a county basis. For metropolitan areas the county containing the central city was used. The actual sample was selected jointly by CSC and SSS headquarters staffs.

(Not all States have places in each category. The New York City System and the District of Columbia System apply only in a metropolitan area. Not all State Systems have positions matching the sample in each place selected to represent the category.)

The tables in the text below show the average salaries for the different categories of places and compare those averages with the fourth rate of GS-4 and with the rate range for GS-4.

The overall averages of salaries reported for the sample position were as follows:

Geographic category	Number of reporting systems	Number of positions in sample	Average annual salary
Largest metropolitan area.....	46	572	\$5,353
Suburban county.....	10	34	5,076
Other metropolitan area or large city.....	37	108	5,399
City 25,000 to 50,000 population.....	44	99	5,183
City 10,000 to 25,000 population.....	47	134	5,001
Rural areas.....	50	220	4,665

The average of salary rates actually paid to employees in the sample position in the various classes of areas compared with the fourth rate of GS-4 of the Classification Act schedule as follows:

Geographic category	Number of States in which average rate for sample position was higher than 4th rate of GS-4	Number of States in which average rate for sample position was lower than 4th rate of GS-4
Largest metropolitan area.....	29	17
Other metropolitan area or large city.....	22	15
City 25,000 to 50,000 population.....	21	23
City 10,000 to 25,000 population.....	14	33
Rural areas.....	10	40

The average rates actually paid to employees in the sample may also be compared with the range of rates for GS-4, \$4776 to \$6216 as follows:

Geographic category	Number of States in which average rate for sample position was above maximum rate for GS-4	Number of States in which average rate for sample position was below minimum rate for GS-4
Largest metropolitan area.....	2	4
Other metropolitan area or large city.....	2	5
City 25,000 to 50,000 population.....	12	11
City 10,000 to 25,000 population.....	1	17
Rural areas.....	12	29

¹ One of these States is Alaska where a 25-percent cost-of-living allowance applies to the general schedule position. The rate would not be above the maximum of GS-4 plus allowances.

The first of the above tables shows that the average rate for the sample position in metropolitan areas is close to the 4th or 5th rate of GS-4, and the average rate for rural areas is close to the 4th rate of GS-3, with the averages for the smaller cities falling in between. The last of the three tables above, however, shows that there is a wide spread of rates in all areas. While the averages for the largest metropolitan areas run up as high as \$6000 there are also averages of \$4500 and lower. In rural areas, too, the \$6000 mark is reached in the average for the counties selected in at least one State but, at the same time, there are no fewer than eight States with an average of less than \$4000 in the selected counties. This means an average near or below the beginning rate for GS-2 (\$3925).

So much for a general comparison of the salaries of local board clerks with the salaries of employees under the General Schedule. In the metropolitan areas and in the other urban places, there is no question about there being clerical personnel paid in accordance with General Schedule in the same city as the local board office. What is the situation in the many small towns in rural areas where there are local board offices?

In many of the small towns, the Farmers Home Administration of the Department of Agriculture has offices. In all of them the Post Office Department has employees. A sample of ten States, chosen to give good geographic coverage, was used for the purpose of comparing salaries of local board clerical personnel with salaries paid by the Farmers Home Administration and the Post Office Department. In each of the ten States the comparison was made on the basis of the sample

of rural areas for which local board salary data had been obtained. The sample consisted of five rural counties in nine of the States and four in the tenth. The rural counties in this sample then numbered 49.

The Farmers Home Administration serves eligible farmers and other rural residents with credit and needed technical help on farm and money management problems. It has county offices in 25 of the 49 rural counties sampled for this purpose. In each of these county offices the agency has, in addition to higher grade personnel, a GS-4 clerk, with the possible exception of a limited number of these county offices where there may be a trainee at GS-3 who will be promoted to GS-4 as soon as she is fully qualified, usually after four to six months.

The range for GS-4 is currently \$4776 to \$6216. The fourth rate is \$5256. In the 25 places where the Farmers Home Administration has offices, the minimum rate of GS-4 exceeds the average of the minimum of the salary ranges for local board clerks by \$944 or 25 percent and the fourth rate of GS-4 exceeds the average of the actual rates paid to local board clerks by \$556 or 12 percent.

The Post Office Department has clerks distributing mail and performing duties at the post office window in all these places. In 45 of the places there are one or more clerks in level PFS-4. In four places the clerk is in level PFS-2. On a nationwide basis the median employee in both PFS-2 and PFS-4 is in the seventh rate of the rate range. (The specific rate within the rate ranges paid employees in the sample places was not determined. Because advancement through the rate range is automatic if service is satisfactory, it was concluded that the nationwide average could be used for purposes of comparison.)

The range for PFS-4 is currently \$5331 to \$7276. The seventh rate is \$6387. In the 45 places where the Post Office Department has PFS-4 clerks, the minimum rate of PFS-4 exceeds the average of the minimums of the salary ranges for local board clerks by \$1541 or 41 percent, and the seventh rate of PFS-4 exceeds the average of the actual rates paid to local board clerks by \$1833 or 40 percent.

The range for PFS-2 is currently \$4552 to \$6191 and the seventh rate is \$5297. In the four places where the Post Office Department has PFS-2 clerks, the minimum rate of PFS-2 exceeds the average of the minimums of the salary ranges for local board clerks by \$772 or 20 percent and the seventh rate of PFS-2 exceeds the average of the actual rates paid to local board clerks by \$830 or 19 percent.

Section 5. Comparison with salaries of County Committee Employees

Widely spread across the country are clerical employees of the county committees established in connection with programs of the Agricultural Stabilization and Conservation Service, U.S. Department of Agriculture. These employees are not Federal employees but they are engaged in work on Federal programs.

The positions of these employees are evaluated on the same basis as the positions of Federal employees who are paid in accordance with the General Schedule. "CO" grades are established which are equivalent to "GS" grades in terms of the difficulty of the duties performed and the degree of responsibility involved. For each CO grade, a scale of rates is established based upon the corresponding GS scale but with three steps below the first rate of the GS schedule. These steps are designated "X", "Y", and "Z". On January 1, 1967, the lowest of these rates, the "X" rate, will be dropped and the other two rates will be dropped in the following two years. (A copy of each of two standard job descriptions used and a copy of the salary schedule appear as Attachments 8 and 9, respectively.)

In each county, if there are clerical employees, there is typically a CO-4 clerk. While an individual check of each place was not made, it appears that there would be a CO-4 clerk in nine out of ten of the rural places which were used as a sample for comparison of local board clerk salaries with Postal Field Service salaries. The average salary for local board clerk in that sample of rural places, \$4547, falls close to the "Z" rate of the county office range for CO-4.

Section 6. Comparison With County Government Salary Rates

In some States the salaries paid to county government employees have been considered in fixing local board clerk salaries. The Selective Service System has emphasized the policy of community identification. Very often in rural areas the local board office is housed in the Courthouse.

To provide examples of salaries paid to county government employees an informal survey was made in rural areas in ten States. The ten States are the same as those used for the comparison, reported earlier in this report, between local

board clerk salaries and salaries paid by Farmers Home Administration and Postal Field Service. Usable data was contained in eight of the reports submitted and was as follows:

New York State

For the four counties reported, clerks in the county offices are paid annual salaries ranging from \$4200 to \$4940, while the salaries of local board clerks in the same counties range from \$4463 to \$4856.

Wisconsin

In the ten counties surveyed, the Deputy County Clerk salaries range from \$2040 to \$3480; Deputy County Treasurer from \$2040 to \$3360; County Stenographers from \$1800 to \$3600. In this same group of counties the local board clerk current salary rates range from \$3560 to \$4295.

Texas

In the four rural counties surveyed the deputy county officials' salaries range from \$2700 to \$4990, while the local board clerk current salaries in the same counties range from \$4856 to \$5464.

Oregon

In the State of Oregon for the eight counties surveyed the Chief County Clerk salary rates ranged from \$4200 to \$5760; the Assistant or Deputy County Clerks from \$3600 to \$5280; the Chief Clerk for the Welfare Administration from \$3912 to \$5040 and the Assistant \$3912 to \$4320. The local board clerks' salary rates in the same counties ranged from \$4521 to \$5753.

Alabama

In six counties surveyed the Chief Clerks for Judge of Probate are paid salaries ranging from \$3600 to \$5520, while the local board clerks' salaries range from \$4219 to \$5464.

Illinois

Deputy County Officials in the four rural counties surveyed are paid salaries ranging from \$2400 to \$5700. The local board clerks in the same counties are paid salaries ranging from \$5027 to \$5421.

Oklahoma

Eight counties surveyed pay elected County Clerks' salaries ranging from \$3800 to \$5800; elected Clerk of Court from \$3800 to \$5800; Deputy County Clerks from \$2779 to \$4666. Local board clerks in these same counties are paid at rates ranging from \$4989 to \$6211.

North Dakota

Four counties surveyed in which county clerks are paid at rates ranging from \$3800 to \$5680, while local board clerks' pay ranges from \$4701 to \$5133.

Section 7. Comparison with private enterprise rates

The Bureau of Labor Statistics Community Wage surveys include three clerical positions of the GS-4 level: Accounting Clerk A, Senior Stenographer, and Tabulating Machine Operator A. A comparison of the average salaries for these positions and the average salaries reported by State Directors for the local board sample position (the clerk with full responsibility for local board clerical functions working either independently or under the supervision of a coordinator or group board supervisor) in 56 large cities¹ shows that in only 12 areas was the salary for the sample position in excess of the highest of the private industry average and in only 15 was it below the lowest of the private industry averages. In 10 of the 12 cities where the salary for the sample position exceeded the private industry averages, no average was available for Tabulating Machine Operator A. It seems probable that had a sufficient number of Tabulating Machine positions been found to permit the publication of an average, the private industry average for that job would have exceeded the sample position average.

¹ Included are cities from two categories shown in section 4, above, i.e., the largest metropolitan area and other metropolitan area or large city.

Of the three positions for which we have BLS data, the Accounting Clerk A is the position which overall has an average salary closest to that for the Local Board sample position. For 56 cities where we have data on both, the Accounting Clerk A average is \$5483 and the Local Board sample position average is \$5300. There are wide variations from place to place, however, and there are some six cities where the sample position average is \$1000 or more less than the Accounting Clerk A average. Conversely, there are seven cities where the sample position average is \$500 or more above the Accounting Clerk A average.

When it comes to the salary averages reported for the sample local board position in the smaller cities and rural areas we have no adequate industry salary data to use for purposes of comparison. Nevertheless, the nationwide averages of the salaries for the sample positions in these areas seem reasonable. While we are not aware of any current studies which measure the relationships on a national basis, it is generally recognized that private industry salaries in smaller cities and towns are, on the average, lower than they are in large metropolitan areas. The local board sample position average for the 25,000 to 50,000 class of cities was about 3 percent below the local board sample position average for the largest metropolitan areas, that for the 10,000 to 25,000 class of cities was 7 percent below, and that for the rural areas 13 percent below. These differences seem reasonable in respect to their probable relationship to industry prevailing rates.

Variation from State to State in the sample position averages for the smaller cities and rural areas is considerable, however, and in some seven States (not counting Alaska) the rural average for the sample local board position equals or comes within about \$100 of the nationwide average of salaries paid to employees in the sample position in the large metropolitan areas, while in eight other States the rural average is more than 25 percent below that nationwide metropolitan area average. These differences are not explained on a regional basis. The average for the sample rural places in Alabama exceed the averages for the rural places sampled in Indiana and New York State. The averages for Connecticut, New Hampshire, and New Jersey exceed those for California and Oregon. There are wide variations in averages in neighboring States. Taking the rural averages, again, the average for the New York State sample was \$3978 while that for Vermont was \$4889; that for New Jersey was \$6263 while that for Pennsylvania was \$4846. The rural average for Kentucky was \$4268 but that for Tennessee was \$3743. Colorado and Wyoming were close with \$3731 and \$3917, but Idaho's average for the rural sample was \$5418 and Utah's \$4623.

PART II. CONCLUSIONS

We can draw a number of conclusions from the data that have been assembled. While no attempt has been made to list them in order of their importance, we believe the main conclusions are these:

1. Compared with salaries paid to General Schedule employees local board employees receive—

- equal salaries on the average in metropolitan areas;
- lower salaries, on the average, in smaller cities and rural areas (about the equivalent of one GS grade lower in the rural areas).

2. Pay and pay systems vary widely among States:

- Rates paid: For substantially the same position, average salaries in metropolitan areas range from about \$4500 to \$6000 and in rural areas from about \$3800 to over \$5000.

- Systems used: Most use local rates but a few use Statewide rates; many consider prevailing rates but others prescribe salaries according to the number of registrants served by the board; most use a range of rates similar to those in the General Schedule for each position, but others have a single rate or only two or three rates.

3. While in only a very few States is a formalized approach used in adjusting—salaries to local prevailing rates—

- the overall average of salaries paid in metropolitan areas compares well with the overall average paid in private industry for a similar level of work; but

- if one considers individual cities, the variations are significant.

4. Though published statistical data are not available to make comparisons with local industry rates in the smaller cities and rural areas—

there is no reason to believe that the *overall* average for each category would not be generally consistent with figures which might represent overall industry averages were they available; but again,

if rates for individual areas are considered, it would appear that the variations would be significant.

5. Recruiting problems stem largely from non-pay considerations.

6. Retention problems so far as the sample position (position of local board clerk with full responsibility for the clerical functions of the local board) is concerned are generally limited to metropolitan areas and stem mostly from competition with other Federal agencies.

7. A few States reported that lack of funds or the attempt to live within average salary increase limitations hampers administration of the pay system.

8. Over the last eleven years, the average salary of local board clerical personnel has increased more rapidly than the salary rates for General Schedule clerical grades and the difference is clearly not as great as it once was.

ATTACHMENT 1

U.S. HOUSE OF REPRESENTATIVES, SUBCOMMITTEE ON CIVIL SERVICE OF THE COMMITTEE ON POST OFFICE AND CIVIL SERVICE, *Washington, D.C., April 27, 1966.*

Hon. JOHN W. MACY, JR.,
*Chairman, Civil Service Commission,
Washington, D.C.*

DEAR Mr. CHAIRMAN: As you recall, during the public hearing on April 18, 1966, relative to H.R. 14357, a bill to increase the rates of compensation of employees of local boards and appeal boards within the Selective Service System, a suggestion was made by Honorable David N. Henderson, a Member of the Committee and a strong proponent of H.R. 14357, for a joint study by the Civil Service Commission and the Selective Service System. This would be in lieu of further action this year on this particular bill.

Mr. Henderson proposed a study be made during 1966 of the pay of Selective Service System employees in the Headquarters Office and the States as compared to employees in other departments and agencies of the Federal Government.

The Members of the Subcommittee request that a survey be made of the pay scales of employees of the Selective Service System in the headquarters and in the several States. The survey should reflect such items as:

(a) Trends in pay—by States—going back to at least 1955.

(b) Compensation by comparative occupations—with other departments and agencies of the Federal Government.

(c) Such other personnel administrative items as the study develops, including personnel turnover and recruitment.

It is requested that the report be submitted to the Chairman of the Civil Service Subcommittee on or before January 15, 1967.

I am today also advising the Director of the Selective Service System, General Lewis B. Hershey. A copy is enclosed.

Please feel free to have your staff contact the Staff Director of the Committee, Mr. Charles Johnson, as to any additional details.

Again, may I express my appreciation for your very fine presentation before the Subcommittee on the 18th, relative to subject bill.

With continuing best wishes, I am,

Sincerely yours,

LINDLEY BECKWORTH, *Chairman.*

Enclosure.

ATTACHMENT 2

HOUSE OF REPRESENTATIVES, U.S.,
SUBCOMMITTEE ON CIVIL SERVICE OF THE
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C., April 27, 1966.

Hon. LEWIS B. HERSHEY,
Director, Selective Service System,
Washington, D.C.

DEAR GENERAL HERSHEY: I am enclosing a copy of a letter sent today to the Chairman of the Civil Service Commission requesting a joint survey by your Agency and the Commission of the pay scales and related personnel administrative matters of employees of the Selective Service System in the several States and in your Headquarters.

As you recall, a proposal for such a survey was made by Honorable David N. Henderson, a proponent of H.R. 14357, during the public hearing on this bill. The report will be due on or before January 15, 1967.

Please feel free to have members of your staff contact the Staff Director of the Committee, Mr. Charles Johnson, relative to any additional details.

General Hershey, may I indicate to you again not only my own appreciation but also that of the other Members for your valued testimony on H.R. 14357. You are doing a fine job.

With continued best wishes, I am,

Sincerely yours,

LINDLEY BECKWORTH, *Chairman.*

ATTACHMENT 3

EMPLOYEES OF LOCAL BOARDS AND APPEAL BOARDS, OCT. 31, 1966

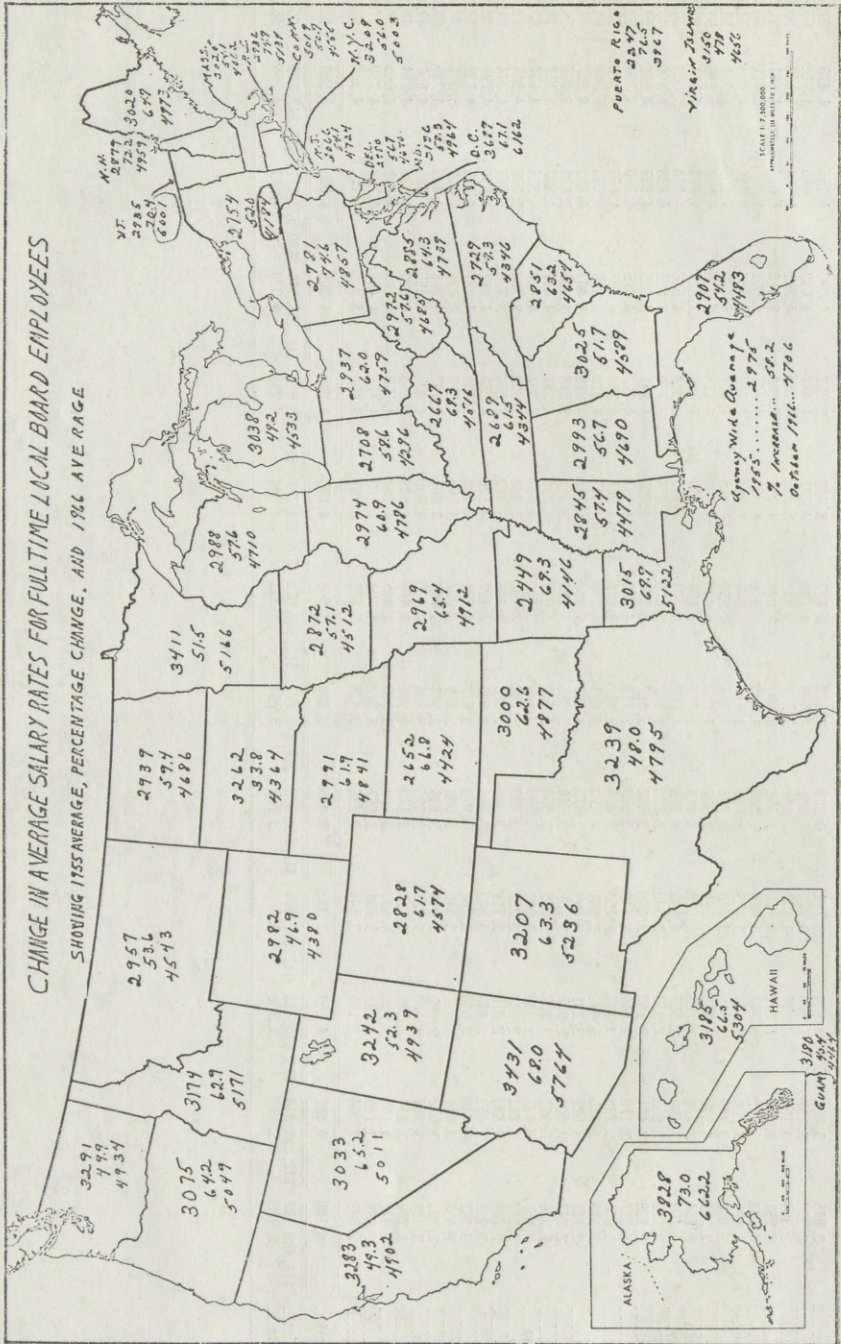
	Local boards				Appeal boards			
	Full time	Part time	Intermit- tent	Total	Full time	Part time	Intermit- tent	Total
Alabama.....	120	4	-----	124	2	-----	-----	2
Alaska.....	5	3	-----	8	-----	-----	-----	-----
Arizona.....	42	6	1	49	-----	-----	-----	-----
Arkansas.....	77	12	33	122	-----	-----	2	2
California.....	538	92	-----	630	9	1	-----	10
Canal Zone.....	-----	-----	-----	-----	-----	-----	-----	-----
Colorado.....	37	45	1	83	-----	-----	-----	-----
Connecticut.....	60	1	-----	61	-----	-----	1	1
Delaware.....	11	-----	-----	11	-----	-----	-----	-----
District of Columbia.....	24	2	-----	26	-----	-----	-----	-----
Florida.....	130	28	-----	158	2	-----	-----	2
Georgia.....	93	88	-----	181	-----	-----	-----	-----
Guam.....	4	-----	-----	4	-----	-----	-----	-----
Hawaii.....	22	7	-----	29	-----	-----	-----	-----
Idaho.....	40	21	-----	61	-----	-----	-----	-----
Illinois.....	271	42	2	315	1	-----	-----	1
Indiana.....	166	51	-----	217	-----	-----	-----	-----
Iowa.....	56	69	86	211	-----	-----	1	1
Kansas.....	65	26	67	158	-----	-----	-----	-----
Kentucky.....	134	33	-----	167	-----	-----	-----	-----
Louisiana.....	87	6	98	191	2	-----	-----	2
Maine.....	31	1	1	33	-----	-----	-----	-----
Maryland.....	79	10	28	117	-----	-----	1	1
Massachusetts.....	143	6	-----	149	1	-----	-----	1
Michigan.....	255	37	54	346	3	-----	-----	3
Minnesota.....	83	79	4	166	-----	1	-----	1
Mississippi.....	92	22	-----	114	-----	-----	-----	-----
Missouri.....	116	84	8	208	-----	-----	-----	-----
Montana.....	33	35	-----	68	-----	-----	-----	-----
Nebraska.....	34	63	4	101	-----	-----	-----	-----
Nevada.....	13	10	-----	23	-----	-----	-----	-----
New Hampshire.....	20	1	-----	21	-----	-----	-----	-----
New Jersey.....	182	3	7	192	-----	-----	-----	-----
New Mexico.....	39	13	-----	52	-----	-----	-----	-----
New York City.....	278	13	-----	291	2	-----	-----	2
New York except New York City.....	283	89	23	395	4	-----	-----	4
North Carolina.....	173	36	-----	209	-----	-----	-----	-----
North Dakota.....	36	36	5	77	-----	-----	-----	-----
Ohio.....	259	33	17	309	2	-----	-----	2
Oklahoma.....	111	8	68	187	-----	1	2	3
Oregon.....	56	5	2	63	2	-----	-----	2
Pennsylvania.....	346	29	-----	375	2	-----	-----	2
Puerto Rico.....	120	14	-----	134	-----	-----	-----	-----
Rhode Island.....	25	7	-----	25	1	-----	-----	1
South Carolina.....	69	-----	-----	76	-----	-----	-----	-----
South Dakota.....	16	35	-----	51	-----	-----	-----	-----
Tennessee.....	128	17	-----	145	1	-----	-----	1
Texas.....	302	49	53	404	4	-----	1	5
Utah.....	26	27	1	54	1	-----	-----	1
Vermont.....	15	7	-----	22	-----	-----	-----	-----
Virgin Islands.....	2	2	-----	4	-----	-----	-----	-----
Virginia.....	121	38	43	202	1	-----	-----	1
Washington.....	101	7	1	109	-----	-----	-----	-----
West Virginia.....	68	5	14	87	-----	-----	-----	-----
Wisconsin.....	114	46	8	168	1	-----	-----	1
Wyoming.....	14	17	1	32	-----	-----	-----	-----
Total.....	5,765	1,420	630	7,815	41	3	8	52

ATTACHMENT 4
SELECTIVE SERVICE SYSTEM
AVERAGE ANNUAL SALARY RATES FOR FULL-TIME LOCAL BOARD CLERKS

	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	October 1966	Percent of in- crease
Alabama.....	\$2,993	\$3,260	\$3,280	\$3,370	\$3,733	\$3,733	\$3,344	\$4,024	\$4,232	\$4,296	\$4,456	\$4,690	56.7
Alaska.....	3,828	4,180	4,345	4,790	4,730	4,890	5,490	5,980	5,762	6,134	6,179	6,622	73.0
Arizona.....	3,431	3,781	3,768	4,169	4,165	4,165	4,511	4,681	4,910	5,161	5,431	5,764	68.0
Arkansas.....	2,449	2,747	2,793	2,819	3,108	3,156	3,569	3,569	3,788	3,826	3,959	4,146	69.3
California.....	3,283	3,485	3,574	3,605	3,967	3,926	4,175	4,292	4,431	4,554	4,797	4,902	49.3
Colorado.....	2,828	3,060	3,134	3,806	3,806	3,812	4,132	4,263	4,464	4,414	4,597	4,574	61.7
Connecticut.....	3,019	3,327	3,413	3,804	3,776	3,779	4,084	4,060	4,200	4,226	4,420	4,555	50.9
Delaware.....	2,980	3,325	3,324	3,655	3,660	3,755	4,024	4,346	4,553	4,694	4,633	4,670	56.7
District of Columbia.....	3,687	3,975	4,087	4,545	4,602	4,816	5,156	5,190	5,410	5,781	6,305	6,162	67.1
Florida.....	2,907	3,151	3,180	3,595	3,486	3,525	3,814	3,915	4,058	4,091	4,182	4,483	54.2*
Georgia.....	3,025	3,332	3,387	3,738	3,700	3,596	3,905	3,905	4,108	4,150	4,373	4,539	51.7
Hawaii.....	3,180	3,438	3,518	3,982	4,003	4,008	3,978	4,013	4,238	4,570	4,442	4,464	40.4
Idaho.....	3,174	3,387	3,488	3,923	3,923	4,128	4,441	4,467	4,713	4,758	4,954	5,304	66.5
Illinois.....	2,974	3,246	3,389	3,810	3,893	3,905	4,214	4,304	4,459	4,558	4,832	5,171	62.9
Indiana.....	2,708	2,883	2,957	3,453	3,373	3,354	3,595	3,687	3,843	4,110	4,166	4,786	60.9
Iowa.....	2,872	3,037	3,039	3,589	3,598	3,632	3,885	3,943	4,094	4,181	4,403	4,296	58.6
Kansas.....	2,652	2,846	2,937	3,481	3,643	3,643	3,775	3,872	4,030	4,094	4,179	4,512	57.1
Kentucky.....	2,667	2,918	2,983	3,400	3,420	3,459	3,616	3,822	4,000	4,059	4,305	4,516	69.3
Louisiana.....	3,015	3,258	3,322	3,639	3,682	3,692	4,161	4,314	4,561	4,700	4,985	5,122	69.9
Maine.....	3,020	3,318	3,407	3,883	3,906	3,943	4,332	4,332	4,461	4,630	4,754	4,973	64.7
Maryland.....	3,136	3,441	3,493	3,884	3,915	3,952	4,269	4,204	4,413	4,525	4,712	4,964	58.3
Massachusetts.....	3,025	3,183	3,263	3,643	3,607	3,606	3,867	4,011	4,192	4,270	4,450	4,662	54.1
Michigan.....	3,038	3,321	3,330	3,788	3,782	3,803	4,003	3,988	4,162	4,262	4,411	4,533	49.2
Minnesota.....	3,411	3,651	3,718	4,361	4,186	4,338	4,734	4,589	4,679	4,749	5,310	5,166	51.5

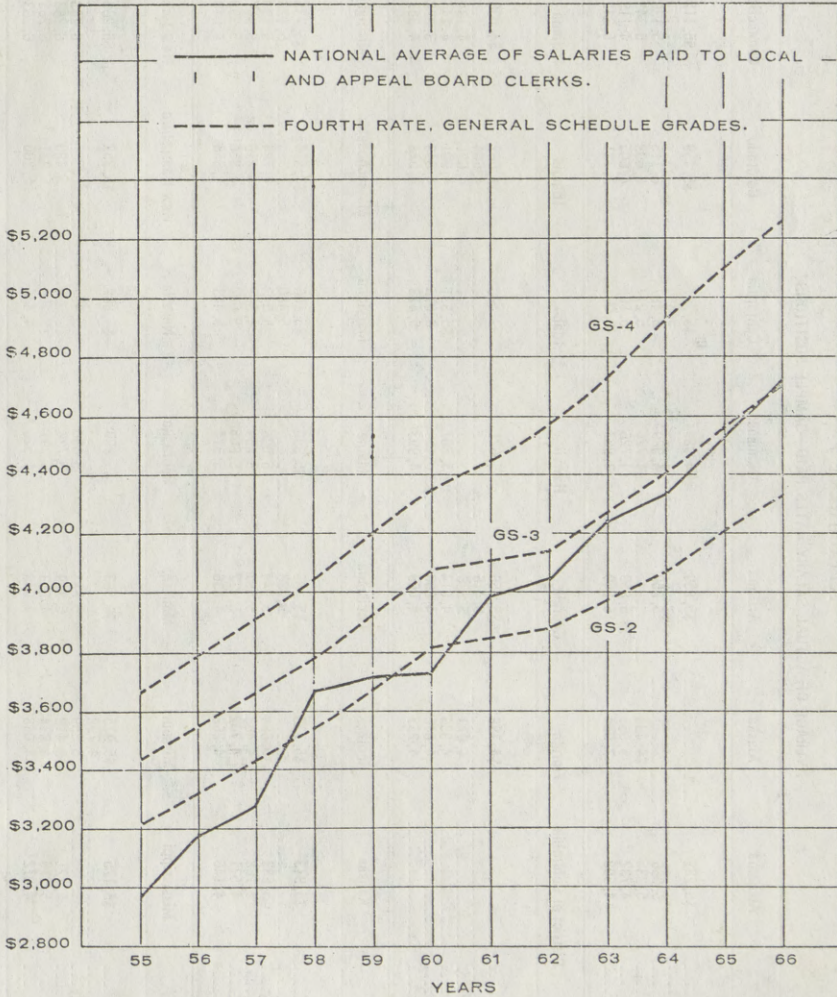
Mississippi.....	2,845	3,021	3,106	3,721	3,508	3,448	3,627	3,700	3,952	4,090	4,255	4,479	57.4
Missouri.....	2,969	3,297	3,277	3,981	3,986	4,004	4,220	4,277	4,487	4,630	4,845	4,912	65.4
Montana.....	2,957	3,192	3,257	3,698	3,642	3,729	3,952	3,996	4,195	4,281	4,364	4,541	53.6
Nebraska.....	2,991	3,197	3,251	3,715	3,752	3,767	4,098	4,181	4,364	4,419	4,624	4,841	61.9
Nevada.....	2,933	3,262	3,347	3,808	3,808	4,030	4,246	4,333	4,747	4,663	4,900	5,011	65.2
New Hampshire.....	2,879	3,200	3,286	3,783	3,875	4,018	4,247	4,287	4,402	4,483	4,718	4,959	72.2
New Jersey.....	2,966	3,249	3,345	3,770	3,758	3,754	4,033	4,115	4,347	4,432	4,553	4,724	54.1
New Mexico.....	2,907	3,278	3,391	3,860	3,926	4,050	4,430	4,430	4,634	4,776	4,887	5,236	52.3
New York.....	2,754	3,036	3,133	3,519	3,483	3,447	3,694	3,678	3,885	3,921	4,083	4,184	52.0
New York City.....	2,709	2,989	3,067	4,106	4,173	4,209	4,477	4,373	4,564	4,676	4,824	5,003	56.0
North Carolina.....	2,953	3,339	3,343	3,600	3,562	3,587	3,606	3,604	3,835	3,835	4,036	4,346	59.3
North Dakota.....	2,939	3,091	3,180	3,600	3,690	3,773	3,974	4,092	4,241	4,305	4,537	4,686	59.4
Ohio.....	2,937	3,170	3,244	3,634	3,814	3,727	4,086	4,137	4,412	4,479	4,760	4,759	62.0
Oklahoma.....	2,900	3,288	3,337	3,757	3,814	4,071	4,249	4,219	4,378	4,415	4,653	4,877	64.2
Oregon.....	2,781	3,315	3,453	3,861	3,670	3,687	3,967	4,190	4,463	4,463	4,860	5,049	74.6
Pennsylvania.....	2,922	3,291	3,377	3,690	3,604	3,654	3,933	3,365	3,578	3,666	3,836	3,967	76.5
Puerto Rico.....	2,943	3,009	3,000	3,635	3,654	3,684	3,914	4,216	4,381	4,447	4,887	5,134	74.9
Rhode Island.....	2,937	3,137	3,220	3,581	3,599	3,585	3,850	3,836	3,992	4,033	4,324	4,654	63.2
South Carolina.....	2,851	3,282	3,298	3,556	3,587	3,588	3,888	3,488	3,659	3,768	4,333	4,364	33.8
South Dakota.....	2,831	3,137	3,276	3,711	3,287	3,345	3,496	3,469	3,782	3,775	3,957	4,344	61.5
Tennessee.....	2,863	3,148	3,283	3,840	3,880	3,932	4,127	4,120	4,288	4,382	4,536	4,795	48.0
Texas.....	2,939	3,483	3,493	3,943	3,873	3,972	4,271	4,198	4,484	4,527	4,809	4,939	52.3
Utah.....	2,942	3,081	3,507	3,960	3,592	3,679	4,072	4,102	4,298	4,436	4,626	4,739	70.4
Vermont.....	2,935	3,072	3,206	3,514	3,534	3,584	3,796	3,888	4,142	4,218	4,465	4,739	64.3
Virginia.....	2,885	3,365	3,470	3,825	3,825	3,825	4,130	4,235	4,400	4,460	4,305	4,656	47.8
Virgin Islands.....	3,150	3,355	3,596	4,110	4,141	4,160	4,489	4,533	4,685	4,829	4,995	4,934	49.9
Washington.....	2,971	3,634	3,730	4,151	4,152	4,160	4,945	4,002	4,168	4,233	4,392	4,685	57.6
West Virginia.....	2,972	3,155	3,230	3,517	3,552	3,687	3,945	4,002	4,168	4,233	4,392	4,685	57.6
Wisconsin.....	2,988	3,120	3,297	3,756	3,867	3,887	4,294	4,209	4,429	4,445	4,708	4,710	57.6
Wyoming.....	2,982	3,064	3,115	3,544	3,466	3,426	3,691	3,763	3,860	3,973	4,191	4,380	46.9
Number of clerks.....	4,188	4,021	4,169	3,332	3,435	3,354	3,843	4,073	4,085	4,200	4,551	5,598	-----
Total salaries.....	\$12,460,192	\$12,858,854	\$13,640,395	\$12,252,580	\$12,740,086	\$12,522,875	\$15,346,963	\$16,486,726	\$17,300,620	\$18,158,548	\$20,578,211	\$26,342,200	-----
Average rate.....	2,975	3,198	3,272	3,677	3,709	3,734	3,993	4,048	4,235	4,324	4,521	4,706	58.2

SHOWING 1955 AVERAGE, PERCENTAGE CHANGE, AND 1966 AVERAGE



ATTACHMENT 6

TREND IN NATIONWIDE AVERAGE SALARY OF LOCAL AND APPEAL BOARD CLERICAL PERSONNEL, COMPARED WITH TREND IN GENERAL SCHEDULE SALARIES FOR GRADES 2, 3, AND 4. — 1955-66



ATTACHMENT 7
AVERAGE OF ACTUAL SALARY RATES PAID—SAMPLE POSITIONS

	Alabama	Alaska	Arizona	Arkansas	California	Colorado	Connecticut	Delaware
Largest SMSA or city:								
1. Central county	\$5,282		\$5,859	\$4,989	\$5,367	\$5,459	\$5,112	\$5,336
2. Suburban county					5,346			
Other metropolitan area or large city	5,066		5,859	4,989	5,487	6,115	5,136	
City 25,000 to 50,000 population	5,235	\$5,434		4,726	5,277	5,008	5,343	5,008
City 10,000 to 25,000 population	4,732	5,865		4,726	5,305	4,605	4,119	
Rural	4,393	7,084	5,859	3,987	5,031	3,731	5,342	5,643
Largest SMSA or city:								
1. Central county								
2. Suburban county								
Other metropolitan area or large city								
City 25,000 to 50,000 population		\$4,788	\$5,456	\$5,621		\$4,663	\$4,036	\$5,096
City 10,000 to 25,000 population		4,673	5,416			4,604		5,683
Rural		4,936	5,336			4,601	4,134	4,738
Largest SMSA or city:								
1. Central county								
2. Suburban county								
Other metropolitan area or large city								
City 25,000 to 50,000 population		4,614	4,901	5,307	\$5,331	4,901	4,144	4,701
City 10,000 to 25,000 population		4,646	4,898		6,076	4,643	3,828	4,072
Rural		4,233	4,069	4,993	5,418	4,523	4,367	
Largest SMSA or city:								
1. Central county								
2. Suburban county								
Other metropolitan area or large city								
City 25,000 to 50,000 population								
City 10,000 to 25,000 population								
Rural								
Largest SMSA or city:								
1. Central county								
2. Suburban county								
Other metropolitan area or large city								
City 25,000 to 50,000 population								
City 10,000 to 25,000 population								
Rural								
Largest SMSA or city:								
1. Central county								
2. Suburban county								
Other metropolitan area or large city								
City 25,000 to 50,000 population								
City 10,000 to 25,000 population								
Rural								

	New York	New York City	North Carolina	North Dakota	Ohio	Oklahoma	Oregon	Pennsylvania
Largest SMSA or city:								
1. Central county	\$4,952	\$5,925		\$4,989	\$5,225	\$5,928	\$5,768	\$5,038
2. Suburban county	4,252	15,943			5,421			5,038
Other metropolitan area or large city	4,683				5,433	4,683	6,461	5,038
City 25,000 to 50,000 population	4,280	5,829		4,845	5,260	5,230		5,038
City 10,000 to 25,000 population	4,411	45,900	\$5,061	4,945	4,873	5,376	4,648	5,038
Rural	3,978	6,125	3,754	4,747	4,599	4,721	5,041	4,846
	Rhode Island	South Carolina	South Dakota	Tennessee	Texas	Utah	Vermont	Virginia
Largest SMSA or city:								
1. Central county	\$5,331	\$4,413	\$4,557	\$5,277	\$5,339	\$5,769	\$5,277	
2. Suburban county						5,176		\$5,976
Other metropolitan area or large city				5,277	5,220			4,488
City 25,000 to 50,000 population	5,331		4,557	5,277	5,624			4,420
City 10,000 to 25,000 population	5,331		4,461	4,622	5,943	5,096	4,557	4,219
Rural	5,331		3,867	3,743	4,944	4,623	4,889	
	Washington	West Virginia	Wisconsin	Wyoming	Average			
Largest SMSA or city:								
1. Central county	\$5,976	\$5,502	\$5,433		\$5,353			
2. Suburban county					5,076			
Other metropolitan area or large city					5,399			
City 25,000 to 50,000 population	5,573	4,989	5,416		5,183			
City 10,000 to 25,000 population	5,908	5,446	5,169	\$4,710	5,001			
Rural	5,271	5,118	4,950	4,845	4,665			
		3,811	4,256	3,917				

¹ New York.

² Bronx.

³ Kings.

⁴ Queens.

⁵ Richmond.

ATTACHMENT 8

STANDARD JOB DESCRIPTIONS

For employees of County Committees, Agricultural Stabilization and Conservation Service

ACP CLERK

Performs clerical work in connection with the agricultural conservation and related programs of the county (e.g., CCP, CRP, and new or special ACP activities). Typical of work performed at various levels of difficulty are the following examples:

CO-2, 3, and 4.—Receives and sorts ACP documents. Files documents in accordance with established guides. Types routine correspondence, documents, practice handbooks, and reports from rough drafts. Transfers information from one source to another. Operates office machines such as mimeograph, addressograph, graphotype, and other office equipment. Addresses envelopes.

CO-3 and 4.—Furnishes information to program participants regarding general program provisions. Accepts routine cost-share requests. Types sight drafts and reports requiring the extraction of data from various source documents. Issues purchase orders, audits CMS and ACP documents and computes cost-share payments. Maintains budgetary and sight-draft allocation controls. Takes and transcribes dictation. Maintains practice files and compiles and summarizes regular or special reports. Composes routine correspondence based on precedent letters. Maintains procedural handbooks.

CO-4.—Prepares correspondence requiring the explanation of detailed program provisions. Takes and transcribes verbatim dictation of meetings. Assists program participants, answering questions requiring the application of program instructions to individual case problems. Answers all types of telephone inquiries regarding ACP and related programs. Prepares informational material to be included in newsletters, news releases, memoranda to prospective participants, etc. Devises guides for the use of other clerks in explaining provisions and computing tentative cost-shares. Presents cases requiring other than clerical determinations to the county office manager, and as requested, discusses them with members of the county committee. Contacts personnel of other agencies by phone to discuss cases for which they are to provide technical services. Arranges for spot-checking of vendors. Attends ACP development group meetings to remain informed of program policies. Offers suggestions on program coverage, prepares the county handbook, based on decisions made by the Group, and prepares for submission to the State office for approval.

PA CLERK

Performs clerical work in connection with one or more PA Programs, such as acreage allotments, marketing quotas, feed grain, wheat diversion, sugar, reconstitutions, related programs, and new or special PA activities. The following examples are typical of work performed at the various levels of difficulty:

CO-2, 3, and 4.—Receives and sorts program documents. Files documents in accordance with established guide. Performs routine typing of correspondence, documents, and reports from rough drafts. Transfers information from one source to another. Operates office machines such as mimeograph, addressograph, graphotype, and other office equipment. Prepares farm folders. Addresses envelopes.

CO-3 and 4.—Furnishes information to producers regarding general program provisions. Types sight drafts and reports requiring the extraction of data from various source documents. Takes and transcribes dictation. Composes routine correspondence based on precedent letters. Maintains farm and personal history records. Accumulates figures for summaries, extends to arrive at totals, and applies necessary factors in computing allotments, bases, and yields. Accepts routine applications, requests, or sign-up contracts. Maintains the handbook for the program assigned. Computes advance and final program payments. Maintains registers of applications and/or payments. Issues notices of acreage determination and revisions thereto.

CO-4.—Prepares correspondence requiring the explanation of detailed program provisions. Takes and transcribes verbatim dictation of meetings. Assists farmers, answering questions requiring the application of program instructions to individual case problems. Answers all types of telephone inquiries regarding the assigned program. Prepares informational material to be included in news-

letters, news releases, memoranda to producers, etc. Devises guides for the use of other clerks in explaining programs and making tentative payment computations. Presents cases requiring other than clerical determinations to the county office manager and as requested, discusses them with members of the county committee. Develops forms to be used in gathering program information, such as wage compliance, for the manager's review. Processes reconstitutions, determining the appropriate method and computing resulting acreages and bases. Prepares special and recurring reports. Assists participants in the preparation of appeals to review committees.

ATTACHMENT 9
CO SALARY TABLE FOR EMPLOYEES OF COUNTY COMMITTEES, AGRICULTURAL STABILIZATION AND CONSERVATION SERVICE

CO grade	Step X ¹	Step Y ¹	Step Z ¹	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9	Step 10
1	\$3,243	\$3,365	\$3,487	\$3,609	\$3,731	\$3,853	\$3,975	\$4,097	\$4,219	\$4,341	\$4,463	\$4,585	\$4,707
2	3,526	3,650	3,772	3,895	4,018	4,141	4,264	4,387	4,510	4,633	4,756	4,879	5,002
3	3,809	3,933	4,056	4,179	4,302	4,425	4,548	4,671	4,794	4,917	5,040	5,163	5,286
4	4,092	4,216	4,339	4,462	4,585	4,708	4,831	4,954	5,077	5,200	5,323	5,446	5,569
5	4,375	4,499	4,622	4,745	4,868	4,991	5,114	5,237	5,360	5,483	5,606	5,729	5,852
6	4,658	4,782	4,905	5,028	5,151	5,274	5,397	5,520	5,643	5,766	5,889	6,012	6,135
7	4,941	5,065	5,188	5,311	5,434	5,557	5,680	5,803	5,926	6,049	6,172	6,295	6,418
8	5,224	5,348	5,471	5,594	5,717	5,840	5,963	6,086	6,209	6,332	6,455	6,578	6,701
9	5,507	5,631	5,754	5,877	6,000	6,123	6,246	6,369	6,492	6,615	6,738	6,861	6,984
10	5,790	5,914	6,037	6,160	6,283	6,406	6,529	6,652	6,775	6,898	7,021	7,144	7,267
11	6,073	6,197	6,320	6,443	6,566	6,689	6,812	6,935	7,058	7,181	7,304	7,427	7,550

¹ Steps X, Y, and Z will be eliminated as follows: Step X, 1st pay period, January 1967; step Y, 1st pay period, January 1968; step Z, 1st pay period, January 1969.

² The salary rate for a CO-7 manager position and CO-5 manager-trainee position shall start with step 1. Steps X, Y, and Z do not apply.

ATTACHMENT 10

WORK TYPICALLY PERFORMED BY A LOCAL BOARD CLERK IN CONNECTION WITH THE FUNCTIONS OF A LOCAL BOARD

I. INTRODUCTION

The primary purpose of the position is to serve as representative of the State Headquarters and the Local Selective Service Board members, and perform a variety of clerical duties pertaining to the registration and related matters of persons subject to the provisions of the Universal Military Training Act of 1951, as amended.

II. MAJOR DUTIES AND RESPONSIBILITIES

(a) Registration

Interviews registrants and gathers information necessary for their registration; prepares and processes a variety of forms pertaining to registration; assigns Selective Service numbers; posts information to records, such as changes of registration status, address, etc.; locates the local board of jurisdiction for non-registrants; and performs other similar and related tasks.

(b) Classification

Prepares, processes, and maintains a variety of required forms and records incident to the initial classification of a registrant and any re-classification following induction, enlistment, rejection for service, or any other reason; briefs cases to be reviewed and acted upon by the Local Board at the regular monthly meetings, and attends Board meetings and records minutes; and prepares related reports.

(c) Appeals

Prepares, processes and forwards required documents on individual appeals to the Appeal Board; arranges for personal appearances before the Local Board; posts and maintains required records; and notifies registrant of the classification given by the Appeal Board.

(d) Physical Examinations

Prepares, processes, posts and maintains a variety of required forms and records associated with the physical examination of registrants; and assists with travel arrangements of registrants called for a physical examination. This includes processing registrants transferred from other local boards, and special processing of physicians, dentists, and veterinarians.

(e) Inductions

Determines which registrants are available to order to report for induction; prepares and mails induction orders to those selected by the Local Board, postponement of induction notices, etc.; arranges for registrants' travel to induction station; calls roll of registrants and instructs group leaders and registrants reporting for induction; and assembles, posts and maintains records of induction. Registrants processed for induction include those transferred from other Local Boards; and physicians, dentists and veterinarians.

(f) Civilian Work Assignments

Performs the necessary clerical work relating to the processing of Conscientious Objectors. This includes locating civilian work assignments; notifying registrant of offerings; referring to State Director cases in which the Local Board and registrant cannot agree on suitable civilian work; following up on cases where registrant knowingly fails or neglects to obey an order to perform civilian work; etc.

(g) Delinquents

Determines when a registrant is in a delinquent status; prepares, processes, and maintains a variety of forms and records pertaining to delinquent registrants; attempts to locate delinquents through various means; interviews delinquents reporting to the Local Board; performs steps necessary to remove registrants from delinquent status upon decision of the Board; and reports delinquents through the State Director to the U.S. Attorney, as necessary.

(h) Standby Reservist

Performs initial processing of Standby Reservists; prepares and posts categories, and maintains a variety of related forms and records; performs all required clerical processing necessary to remove a person from Standby Reserve status; furnishes

information to Standby Reservists including females and reservists not required to register under the law.

(i) *Administrative*

The office of the Local Board represents the Selective Service System in the area of jurisdiction, and the incumbent is responsible for the management of the office. This includes maintaining the equipment and supply of forms and supplies; answering correspondence; reading, interpreting and maintaining files of laws, rules, regulations, instructions issued by higher authority; maintaining files and records of individual registrants, correspondence, etc.; preparing required reports from information available in the office records, etc.

Meets with other Local Board Clerks, representatives of the State or National Headquarters to discuss changes in policy, procedures, and other matters of mutual concern; keeps Local Board members apprised of changes in policies or procedures; and interprets rules, regulations, etc., for Local Board members, registrants, and others.

Answers both oral and written inquiries on any phase of Selective Service operations including those from registrants, standby reservists, employers, the general public, other Selective Service offices, representatives of other Federal, State, or local government agencies or organizations.

III. CONTROLS OVER WORK

Technically the incumbent operates under the Local Board members. The Local Board Auditor, who serves the area on an itinerant basis, is the first line supervisor. The second line supervisor is the Field Officer in the State Headquarters. There is no day-to-day supervision over the work due to the location of the position in a County Office. As Local Board members usually meet only once per month, and can devote but limited time to the affairs of the Local Board, the incumbent of necessity operates very independently.

The work is performed within a framework of laws, rules, regulations, instructions, and memoranda which govern the Selective Service System. Local Board Memoranda and Operations Bulletins provide advice and instructions in the interpretation of some, but not all of the regulations. An Auditor visits the Local Board periodically to inspect files and records, and to assist with any problems that may arise. The incumbent is responsible for managing the affairs of the office and is empowered to sign on a continuing basis most official papers by direction of the Local Board members. If necessary, the incumbent may contact the State Headquarters for advice and assistance on any unusual or atypical situation which may arise.

IV. OTHER SIGNIFICANT FACTS

As the position is a focal point in the County with respect to the operation of the Selective Service System and is a sensitive area, personal work contacts are a highly important element of the position. The incumbent must be able to meet and deal effectively and courteously, and maintain harmonious relationships with a variety of individuals from the general public, representatives of the Selective Service System and other agencies and organizations of Federal, State, municipal and county governments.

The incumbent must keep in strict confidence the information contained in the files and records of registrants.

The Clerk is required to have a knowledge of the substantive and procedural aspects of the program served.

(The following letters, subsequent to the hearing, were submitted for inclusion in the record:)

HOUSE OF REPRESENTATIVES, U.S.,
SUBCOMMITTEE ON MANPOWER AND CIVIL SERVICE OF THE
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C., November 9, 1967.

HON. LEWIS B. HERSHEY,
Director, Selective Service System,
Washington, D.C.

DEAR GENERAL HERSHEY: First, let me express my appreciation for your very able presentation before our Subcommittee this past Tuesday. I am sure that I can speak for all Members present in saying that much was gained from your

testimony. There was one item, however, that I would like to raise and would appreciate your response. On pages 2 and 3 of your testimony you made the following comment and I quote:

"Underlining and emphasizing the soundness of the traditional reasons for which these positions have always been excluded from the Classification Act, the Congress, in the recent Act, took additional action to further remove these positions from the application of Federal Civil Service rules, particularly with respect to appointment, reappointment and tenure, to put these positions closer to the people in the community they serve."

In contrast, Chairman Macy in his testimony made the following statement, and I quote from page 2 of his testimony:

"In October 1966, there were some 7,815 local board employees in the Selective Service System whose pay rates were fixed administratively under authority of section 10(b) of the Universal Military Training and Service Act. With respect to other aspects of their employment such as retirement, annual and sick leave, and competitive status, employees of local and appeal boards of the Selective Service System are treated in the same manner as other civil service employees."

General Hershey, due to this obvious conflict in testimony I would appreciate replies to the following questions and such other information as you feel necessary to clarify the matter.

(1) What civil service items did Public Law 90-40, "The Universal Military Training and Service Act" remove from Selective Service employees?

(2) How many Selective Service employees were so affected?

(3) What is the current status of the employees who have lost these various civil service rights?

Your early response would be greatly appreciated in that I plan to ask Chairman David N. Henderson to place a copy of my letter to you and your response in the record of the public hearings.

With continued best wishes, I am,

Sincerely yours,

JAMES T. BROYHILL, *Member of Congress.*

NATIONAL HEADQUARTERS,
SELECTIVE SERVICE SYSTEM,
Washington, D.C., November 30, 1967.

HON. JAMES T. BROYHILL,
House of Representatives.

DEAR MR. BROYHILL: I have your letter of November 9, 1967, posing three questions concerning the effect of Public Law 90-40, the Military Selective Service Act of 1967, on the civil service status of employees of local boards.

The Congress in Public Law 90-40 amended section 10(b)(4) of the basic selective service legislation to create the position of "Executive Secretary" of the local board, and providing that in no case shall one appointed to the position hold it for more than 10 years unless reappointed.

The Chairman of the Armed Services Committee of the House of Representatives, in a letter to me (copy enclosed) concerning the intent of this amendment, made it clear that the Committee was writing into the law the substance of a recommendation made by the Selective Service Study Panel headed by General Mark Clark, that the chief clerk of each local board be given the new title to more clearly reflect the status and responsibility of the position. The limitation on tenure, the Chairman wrote, was the legislative answer to widespread concern that this key local board employee was insufficiently responsive to local interests and needs and not sufficiently subject to State and local control. The intent of the Congress was to give to the State Directors of Selective Service control over the selection, appointment, reappointment, and separation of the chief employee of each local board, in addition to the administrative control over the pay for the position which has been provided for in the law since 1940.

I believe it is quite clear that the statutory authority to limit the tenure of persons appointed to the position of Executive Secretary is a significant modification of the separation procedures otherwise applicable and of the rights of tenure the chief clerk of a local board had under civil service regulations issued pursuant to the Veterans Preference Act, the Lloyd-La Follette Act, and section 14 of Executive Order No. 10988.

This statutory provision has not yet been put into effect, but I expect shortly to issue regulations to do so.

The new provision of law will affect approximately 4100 positions now designated as chief clerk or supervisor.

Sincerely yours,

LEWIS B. HERSHEY, *Director.*

Enclosure.

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON ARMED SERVICES,
Washington, D.C., August 9, 1967.

Lt. Gen. LEWIS B. HERSHEY, *U.S. Army, Retired,*
Director of Selective Service, Headquarters, Selective Service System,
Washington, D.C.

DEAR GENERAL HERSHEY: The Committee appreciates your writing on July 20, 1967, advising of the regulations which you contemplate issuing to implement the provision of Section 9 of Public Law 90-40 designating the Chief Clerk of each local board as an Executive Secretary.

In enacting this provision, it was the intention of this Committee and the Congress that by limiting the tenure of these local board executive secretaries, the State Director of Selective Service would be given complete authority over the selection, appointment, reappointment, and separation of persons selected to fill this key position.

This provision was inserted by the Congress to carry out the recommendation of the Clark Panel that the Chief Clerk of each and every local board, regardless of size, be designated the "Executive Secretary".

I now understand that a question has been raised concerning the purpose of the words "supervisory duties" which appear in this provision of law. The words "supervisory duties" were inserted in the provision to insure that this provision not only applied to the Chief Clerk of individual local boards, but also included those chief clerks responsible for the operation of more than one local board. The language "supervisory duties" was therefore not intended to limit the position of Executive Secretary to only those draft boards in which the Chief Clerk had supervisory responsibility over other clerical personnel.

The Committee fully understood that the Chief Clerk, now "Executive Secretary", of every local draft board would be one who has supervisory responsibility over subordinate positions under various levels of operation even though such positions may not now be filled.

The regulations which you propose to issue, as outlined in broad terms in your letter, would, in my opinion, appear to effectively carry out the intent of Congress in this area.

Sincerely,

L. MENDEL RIVERS, *Chairman.*