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HIRING OF TEMPORARY OR PART-TIME CENSUS EMPLOYEES

GOVERNMENT

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

NINETY-THIRD CONGRESS

SECOND SESSION

ON

H.R. 10353

A BILL TO AMEND TITLE 13, UNITED STATES CODE, TO
ELIMINATE THE GRANTING OF PREFERENCE ON THE
BASIS OF POLITICAL AFFILIATION OR RECOMMENDA-
TION BY ANY POLITICAL ORGANIZATION IN THE HIRING
OF TEMPORARY OR PART-TIME EMPLOYEES TO CARRY
OUT CENSUSES, SURVEYS, AND OTHER WORK OF THE
BUREAU OF THE CENSUS

MAY 6, 1974

Serial No. 93-45

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



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WASHINGTON : 1974

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(II)

CONTENTS

	Page
Testimony of—	
Aspin, Hon. Les, Member of Congress from the State of Wisconsin..	8
Squires, Paul, Associate Director for Data Collection and Processing, Bureau of the Census.....	12
Administration reports received from—	
Office of Management and Budget.....	3
Department of Commerce.....	4
Civil Service Commission.....	6
Additional material—	
Copy of H.R. 10353.....	1

CONTENTS

1	Copy of Bill, 1852
2	Advertisement
3	Chief Justice's Commission
4	Statement of a Justice
5	Office of Management and the People
6	Advertisement of the People
7	Advertisement of the People
8	Advertisement of the People
9	Advertisement of the People
10	Advertisement of the People
11	Advertisement of the People
12	Advertisement of the People
13	Advertisement of the People
14	Advertisement of the People
15	Advertisement of the People
16	Advertisement of the People
17	Advertisement of the People
18	Advertisement of the People
19	Advertisement of the People
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93D CONGRESS
1ST SESSION

H. R. 10353

IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 19, 1973

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

A BILL

To amend title 13, United States Code, to eliminate the granting of preference on the basis of political affiliation or recommendation by any political organization in the hiring of temporary or part-time employees to carry out censuses, surveys, and other work of the Bureau of the Census.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 That (a) subchapter II of chapter 1 of title 13, United
4 States Code, is amended by adding at the end thereof the
5 following new section:

6 "§ 27. Elimination of political recommendations in tempo-
7 rary or part-time employment for census work

8 "Notwithstanding any other provision of law or any

1 regulation, procedure, practice, or other authority, each
2 individual hired on a temporary, part-time, or other nonper-
3 manent basis to perform duties as an interviewer or other
4 duties in the conduct of any census, survey, or other work
5 of the Bureau of the Census in the collection of statistics
6 shall be employed solely on the basis of fitness to perform the
7 duties of the position; without regard to political affilia-
8 tion, and without regard to any recommendation, statement,
9 reference, or referral, oral or written, by any official of the
10 Federal Government, or the government of any State, the
11 District of Columbia, the Commonwealth of Puerto Rico, or
12 any possession of the United States, or the government of
13 any political subdivision thereof, or by any official or em-
14 ployee of any National, State, or local political party or polit-
15 ical organization.”.

16 (b) The table of sections of subchapter II of chapter
17 1 of title 13, United States Code, is amended by adding at
18 the end of such table the following new item:

“27. Elimination of political recommendations in temporary or part-time
employment for census work.”.

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

MAY 3 1974

Honorable Thaddeus J. Dulski
Chairman, Committee on Post Office
and Civil Service
House of Representatives
207 Cannon House Office Building
Washington, D.C. 20515

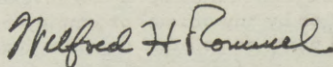
Dear Mr. Chairman:

This is in reply to the Committee's request for the views of this Office on H.R. 10353, "To amend title 13, United States Code, to eliminate the granting of preference on the basis of political affiliation or recommendation by any political organization in the hiring of temporary or part-time employees to carry out censuses, surveys, and other work of the Bureau of the Census."

The purpose of this bill is to bar political considerations in the hiring of temporary or part-time employees for the work of the Census Bureau. In its report, the Civil Service Commission supports the purpose of the bill and suggests a perfecting amendment.

We concur in the views expressed by the Civil Service Commission and, accordingly, recommend enactment of H.R. 10353 provided it is amended as suggested by the Commission.

Sincerely,



Wilfred H. Rommel
Assistant Director for
Legislative Reference



GENERAL COUNSEL OF THE
DEPARTMENT OF COMMERCE
Washington, D.C. 20230

MAY 8 1974

Honorable Thaddeus J. Dulski
Chairman, Committee on Post Office
and Civil Service
House of Representatives
Washington, D. C. 20515

Dear Mr. Chairman:

This is in further reply to your request for the views of this Department concerning H.R. 10353, a bill

"To amend title 13, United States Code, to eliminate the granting of preference on the basis of political affiliation or recommendation by any political organization in the hiring of temporary or part-time employees to carry out censuses, surveys, and other work of the Bureau of the Census."

The Department of Commerce does not oppose the expressed purpose of H.R. 10353 but believes the restrictions are excessive. These restrictions, in our view, would bar employment of a qualified candidate who had previously worked in some branch of government, since a routine suitability or reference check of the candidate would result in a "recommendation, statement, reference, or referral, oral or written, by any official of the Federal Government, or the government of any State, the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States, or the government of any political subdivision thereof, or by any official or employee of any National, State, or local political party or political organization."

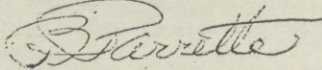
We believe the intent of the legislation would be adequately served by language, substituting for the above, providing that recommendations, etc., from any source, specifically including Members of Congress, be considered only in relation to the applicant's ability to perform the duties of the position.

We suggest lines 6 through 15 be amended to read as follows:

"... shall be employed solely on the basis of fitness, as determined by the Bureau of the Census, to perform the duties of the position, without regard to political affiliation. Any recommendation, statement, reference or referral, oral or written, by any official of the Federal Government (including Member of Congress), or the Government of any State, the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States, or the Government of any political subdivision thereof, or by any official or employee of any National, State, or local political party or political organization shall be considered only insofar as it relates to an individual's fitness to perform the duties of a position."

We have been advised by the Office of Management and Budget that there would be no objection to the submission of our report to the Congress from the standpoint of the Administration's program.

Sincerely,

A handwritten signature in cursive script, appearing to read "Barrett".

DEPUTY General Counsel



CHAIRMAN

UNITED STATES CIVIL SERVICE COMMISSION
WASHINGTON, D.C. 20415

May 3, 1974

Honorable Thaddeus J. Dulski
Chairman
Committee on Post Office and
Civil Service
House of Representatives
Washington, D. C. 20415

Dear Mr. Chairman:

This is in further response to your request for the Commission's views on H.R. 10353, a bill "to amend title 13, United States Code, to eliminate the granting of preference on the basis of political affiliation or recommendation by any political organization in the hiring of temporary or part-time employees to carry out censuses, surveys, and other work of the Bureau of the Census."

The Commission supports the basic purpose of this bill, as expressed in the title and recommends enactment. However, in one respect we think the bill goes too far. Not only does it require that all employment decisions be based "solely on fitness to perform the duties of the position, without regard to political affiliation," but it also provides that such decisions must be made "without regard to any recommendation, statement, reference, or referral, oral or written, by any official of the Federal Government, or the government of any State * * *." By its terms, the bill would seem to preclude the personnel director of the Census Bureau from considering a letter from the personnel director of another Federal department stating that a particular applicant for a Census position did an excellent job while employed at the department and had demonstrated special competence in the very kind of work he would be called upon to perform at the Bureau of the Census.

We do not believe that this was intended. We suggest that the prohibition merely provide that recommendations, etc., from whatever source (including Members of Congress), shall be considered only insofar as they relate to the individual's "fitness to perform the duties of the position." The explicit prohibition against considering political affiliation should, of course, be retained.

The Office of Management and Budget advises that from the standpoint of the Administration's program there is no objection to the submission of this report.

By direction of the Commission:

Sincerely yours,

Robert Hampton
Chairman

HIRING OF TEMPORARY OR PART-TIME CENSUS EMPLOYEES

MONDAY, MAY 6, 1974

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
SUBCOMMITTEE ON CENSUS AND STATISTICS,
Washington, D.C.

The committee met at 9:35 a.m., in room 210, Cannon House Office Building, Hon. Richard C. White (chairman of the subcommittee) presiding.

Mr. WHITE. The Subcommittee on Census and Statistics will come to order.

We are meeting today to hear testimony on the bill, H.R. 10353, introduced by Congressman Les Aspin of Wisconsin.

H.R. 10353 calls for the addition of a new section 27 to title 13, United States Code. This new section would eliminate the granting of preference on the basis of either political affiliation or recommendation by any political organization in the hiring of temporary or part-time Census Bureau employees.

The Bureau of the Census relies heavily upon political referrals from the party in control of the White House, be it Democrat or Republican, to fill nonpermanent and part-time job openings. This system of hiring has been in effect for many years. There is little doubt that it is effective. There is also little doubt, however, that it discriminates against qualified persons who may be of political persuasions other than those of the President in power, but I interject that I am not always certain that it is effective in all parts of the country, because there have been episodes where, by reason of political affiliation or preference, the perhaps most qualified person is not selected to be enumerator.

The bill we are considering today would mandate that the Census Bureau base its hiring of temporary or part-time workers solely on the fitness of applicants to perform the duties of the positions to be filled. The bill expressly prohibits granting any preferential consideration to applicants who may have been referred by either Government officials or officials or employees of any national, State, or local political party or political organization.

In our hearing today we shall want to determine the extent of discrimination inherent in the Bureau's present hiring practices. We shall also want to learn whether abandonment of this system would complicate the Bureau's task of securing satisfactory part-time or temporary help.

I am extremely pleased to announce that Congressman Aspin is with us today to testify in support of his bill. I would also like to welcome Mr. Paul Squires, Associate Director of the Bureau of the Census for Data Collection and Processing, who will present the position of the Census Bureau on this bill.

At this time it is my pleasure to call on Congressman Aspin to testify and, Mr. Aspin, you may give your testimony in toto or brief your testimony or summarize, as you wish.

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

I think the best thing would be if I would just submit the statement for the record and just talk a little bit about it.

Mr. WHITE. All right. For purposes of the record, the statement will be included in the record after your remarks.

STATEMENT OF HON. LES ASPIN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WISCONSIN

Mr. ASPIN. I want to thank you very much for the opportunity to come here and talk to you this morning on behalf of this bill and I would like to just explain how I became interested in the subject and even, in fact, found out about it.

Last summer I got a letter in the office, as all Congressmen do from constituents, about various problems. A woman wrote explaining that she had applied for a temporary job with the census-taking operation and was told that she couldn't have the job because she was not a Republican and so I looked into this and thought—this is the first time I had ever heard that there was anything involved in the party affiliations in any way connected with this job.

I wrote a letter to the Director of the Bureau of the Census and asked him about this and what he said, in essence, was that the fact that she was not a Republican isn't what counted. It didn't matter what the party of the person was, but that she needed to be referred by a Republican and she needed to be referred by a Republican because the Republicans now were in charge of the White House and the system was the same when the Democrats had the White House—you would have to be referred by a Democrat. I just would like to read the letter—it's a very short letter—the letter I got back and it is dated August 13, 1973. It says:

Dear Mr. Aspin: This is in reply to your communication of July 25 in behalf of Mrs. _____ who has raised certain questions regarding Bureau of the Census recruiting practices.

Census interviewer recruitment for large surveys and censuses is carried out under an excepted authority granted by the Civil Service Commission. All candidates are required to pass a written examination. The Census Bureau itself makes no political check of candidates but does accord preference in hiring to qualified persons referred by local Republican organizations. Such hiring has by longstanding tradition been conducted in this fashion, with members of the party of the President being accorded preference.

I regret very much if Mrs. _____ was told she had absolutely no chance to obtain employment with the Bureau. Mrs. _____ interest in obtaining employment with us is appreciated and I trust this reply proves helpful in responding to her complaint.

Sincerely, the Director of the Bureau of the Census.

Well, that was the first time that I had really at any time heard about this practice or heard that that's the way it was done and so

that's what prompted me to put in a bill making a change in the system that would require political preferences not be given priority.

In asking why this system seems to have grown up there seems to be some argument being made that there is a certain amount of convenience involved when you are hiring temporary people and part-time people. It's a difficult kind of thing. It's not like hiring regular full-time employees and so it is helpful and I think very largely convenient if you can have political parties or some other organization refer people to them and I'm sure that is something to be said for that. I am sure there is a matter of convenience here; that it is a factor in why this tradition has grown up, but it seems to me that of all things, especially in this kind of a year with Watergate, that this is the kind of thing that really should no longer be permitted to exist in the Federal Government.

People hired on a temporary part-time basis or full-time or any kind of basis should be hired only and solely on qualification, not on who referred them to this person. Letters that are sent by officials, either elected officials or appointed officials, should be considered in the hiring of that person only insofar as they relate to the qualifications of the person making application. I think that this is a chance here, we have a chance here to make a small reform. It is not a major thing, it is not an earth-shaking kind of thing, but I think it is a small reform which is important and a small reform which, in this time and this year, I think would go some way toward restoring some of the confidence in the Federal Government. It would show that the Federal Government is, in fact, interested in these kinds of problems, interested in stamping out political preference and interested in hiring people on the basis of qualifications.

I want to commend you, Mr. Chairman, for your interest in this bill because I think it is going to be in the little things that we do here that is going to make a difference, and the major things will, of course, all work out on their own, on their own timetable. But in the meantime I think there is a lot of little things like this that can be done which will help restore the confidence in the Federal Government which I think it deserves, I cannot say enough, Mr. Chairman, in the way of praise for your interest in this kind of an issue. Thank you very much.

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

[The prepared statement follows:]

STATEMENT OF HON. LES ASPIN, REPRESENTATIVE FROM THE STATE OF
WISCONSIN

First of all, let me thank you for the opportunity to appear this morning and discuss H.R. 10353, which would eliminate the granting of preference on the basis of political affiliation in the hiring of temporary or part-time employees by the Bureau of the Census.

Mr. Chairman, I first became aware of the present system of granting preference in the hiring of Census Bureau employees on the basis of referral by Republican organizations when I was contacted by a constituent who had been told that she had "absolutely no chance to obtain appointment with the Bureau of the Census unless she were recommended by the local Republican organization." Routinely, I asked the Director of the Bureau of the Census, Mr. Barabba to explain the situation. On August 13, 1973 he told me that "the Census Bureau itself makes no political checks of candidates, but does accord preference in hiring to qualified persons referred by local Republican organizations. Such hiring has by long standing tradition been conducted in this fashion with members of the party of the President being accorded preference."

I believe the practice of hiring people of the party in power at the White House is an anachronism of old time cronyism and the spoils system that should have been abolished many years ago. One of the real lessons of the Watergate scandal is that the civil service must be kept out of politics. The purpose of this legislation is to take the Census Bureau completely out of politics.

H.R. 10353 specifically eliminates the use of political recommendations in the hiring of temporary or part-time employees for Census work. This legislation specifies that temporary and part-time employees shall be selected solely on the basis of their fitness to perform the duties, and without regard to political affiliation or any recommendation, statement, reference, or referral by any public official or officer or employee of a political party or organization.

I think that the continued selection of temporary and part-time employees by the Bureau of the Census is another example of the kind of discrimination that this Subcommittee and its Chairman have long opposed. I believe that the adoption of H.R. 10353 is an equitable and reasonable resolution to the problem.

I am not suggesting that the President should not have the authority to appoint the top policymakers subject to Senate confirmation. What I am opposed to is routine selection of thousands of Census Bureau employees on the basis of political affiliations.

The Census Bureau apparently believes that the present system of recommendation by local Republican organizations helps solve the problem of finding large numbers of temporary or part-time employees. I would suggest that the Census Bureau could easily find qualified individuals from the ranks of American students, homemakers and retired persons who are anxious and qualified to undertake this work. The Census Bureau's assertion that it would be difficult to find these part-time and temporary employees without the current political referral system is a lame excuse designed to perpetuate this totally unjustified and discriminatory practice of hiring based on political affiliation.

Mr. Chairman, in this era when Americans are growing increasingly disenchanted with American government—both the executive branch and the Congress—I believe we must take the lead on this reform to end discrimination of a political nature by an agency such as the Census Bureau. As part of an effort to begin the long and difficult process of restoring trust in government, I hope that this Committee will adopt H.R. 10353.

Mr. WHITE. I have a few questions, if I may direct them to you.

Mr. ASPIN. Surely.

Mr. WHITE. One that has been submitted to me by counsel and then I have one regarding the wording of your bill, and as you may know, the Civil Service Commission has recommended that H.R. 10353 be enacted. The Commission, however, has suggested a change in language which, in my view, has potential merit. I am reading now from the letter regarding this matter transmitted to Chairman Dulski of the full committee on May 3, 1974, by the Honorable Robert Hampton, Chairman of the Civil Service Commission, and I quote in full from the letter, if I may:

The Commission supports the basic purpose of this bill, as expressed in the title and recommends enactment. However, in one respect we think the bill goes too far. Not only does it require that all employment decisions be based "solely on fitness to perform the duties of the position, without regard to political affiliation," but it also provides that such decisions must be made "without regard to any recommendation, statement, reference, or referral, oral or written, by any official of the Federal Government, or the government of any State * * *."

By its terms, the bill would seem to preclude the personnel director of the Census Bureau from considering a letter from the personnel director of another Federal department stating that a particular applicant for a Census position did an excellent job while employed at the department and had demonstrated special competence in the very kind of work he would be called upon to perform at the Bureau of the Census.

We do not believe that this was intended. We suggest that the prohibition merely provide that recommendations, etc., from whatever source (including Members of Congress), shall be considered only insofar as they relate to the individual's "fitness to perform the duties of the position." The explicit prohibition against considering political affiliation should, of course, be retained.

Now, Mr. Aspin, would you be willing to advise us, either now or at your convenience, how you feel about this proposed change in language?

Mr. ASPIN. Yes. I saw the letter, too, because they sent a copy to my office. I think what they are saying is absolutely correct and their point is well taken and I would support their recommended changes.

Mr. WHITE. All right. This language, then, would actually obviate my other question I had because it would seem to me that there are officials who are objective and who would have personal knowledge about this individual as to his competence in this area of Government.

Mr. ASPIN. Yes. Certainly, my intention of the legislation was not to prohibit that kind of recommendation.

Mr. WHITE. But you are just worried, as I am, about judging a person's qualifications on the basis of political affiliation?

Mr. ASPIN. Yes, exactly.

Mr. WHITE. I see. And may I ask, for the record, how would you suggest would be a proper way to make selection of individuals for purposes of enumerators? Would you suggest the Census Bureau require certain letters of recommendation in addition to the test or what?

Mr. ASPIN. It depends on the kind of thing that you are looking for people for, but generally, the way people are hired for jobs is a combination of some kind of written qualifications, test, an interview, and letters of recommendation, and depending upon what kind of a job they are looking at you for.

For example, if you are looking for somebody to go out and collect census data maybe their personality is important, so maybe you ought to have an interview and take that into account. If it is the kind of thing where they are tabulating numbers maybe an interview isn't so important, but—it depends upon what kind of a job you are doing. I certainly think letters of recommendation are part of it and I would think that interviews might be part of it, depending upon what kind of a job it is, and certainly a written exam of some kind would be part of it.

Mr. WHITE. Now, to go further in your bill, so that there will be teeth in your desire to eliminate any political pressure, would you think it might be well or not to include some type of penalties of a misdemeanor nature for anyone who attempts to exercise political pressure?

Mr. ASPIN. It may be, yes, sir, Mr. Chairman.

Mr. WHITE. What do you think would be a proper area of gravity of the offense?

Mr. ASPIN. I honestly don't know.

Mr. WHITE. That would be something we should consider because I know that someone might try to exert this pressure. When you have a decision on the part of the selector it would not take much to cover up his tracks as far as making selections on the basis of politics, despite this particular provision.

Mr. ASPIN. Yes, that is true.

Mr. WHITE. Although, I do have great faith in the Census Bureau. I think they are a very objective branch and have tried to keep themselves aloof from politics in the past.

Counsel, do you have any questions of Mr. Aspin?

Mr. BULLOCK. No, I don't.

Mr. WHITE. Do you have anything further you would like to add, Mr. Aspin?

Mr. ASPIN. No. Just, again, to thank you very much and I certainly appreciate the chance to be here and I again commend you for your interest in this matter.

Mr. WHITE. Thank you very much.

Mr. Squires, would you like to advance to the witness table? I would most appreciate it.

Mr. SQUIRES. Thank you, Mr. Chairman. I think I would like to submit my statement for the record and speak only briefly from it.

Mr. WHITE. Without objection the testimony of Mr. Squires will be included in the record at this point.

[The complete statement follows:]

STATEMENT OF PAUL R. SQUIRES, ASSOCIATE DIRECTOR, BUREAU
OF THE CENSUS

We are pleased to respond to your invitation to discuss today H.R. 10353, a bill to amend Title 13, U.S. Code, to eliminate the granting of preference based on political affiliation, in the hiring of temporary or part-time Census employees to carry out censuses and surveys.

This bill is directed primarily toward the practice of utilizing local political referral sources to identify possible candidates for testing and selection as temporary or part-time Census employees.

We have no objection to the intent of the bill, but we believe the actual wording is more restrictive than it need be to accomplish the intended purpose. As worded, the bill would appear to bar the employment of a qualified candidate who had previously worked in some branch of Government, since a routine suitability or reference check of the candidate would result in a "recommendation, statement, reference, or referral" by a Government official. Such inquiries and responses are of course proper, and should be distinguished from the practice of considering political affiliation when lists of possible candidates for employment are being compiled.

We would like to suggest substitute wording which we believe would serve the purpose of the bill and still preserve the routine procedure of obtaining suitability or reference information from former employers. In our written statement, Mr. Chairman, for the substitute language suggested, we have enclosed in parenthesis the wording we would delete, and underlined new wording we would insert. Beginning with Line 6 on page two of the bill, we would substitute as follows: " . . . shall be employed solely on the basis of fitness to perform the duties of the position, without regard to political affiliation. (, and without regard to) Any recommendation, statement, reference, or referral, oral or written, by any official of the Federal Government, *including a Member of Congress*, or a Government of any State, the District of Columbia, the Commonwealth of Puerto Rico, or any possession of the United States, or the Government of any political subdivision thereof, or by any official or employee of any National, State, or local political party or political organization(.), *shall be considered only in so far as it relates to an individual's fitness to perform the duties of a position.*"

While neither the Bureau of the Census or the Department of Commerce has any vested interest whatever in the referral system, the Committee may be interested to learn that the equivalent of such a system not only predates the establishment of a permanent Census Office in 1902, but goes back to the first census in 1790 long before the merit system was adopted. At that time the Secretary of State was simply instructed to have the federal marshalls appoint assistant marshalls to do the enumeration. As the Nation grew, the need for hiring thousands of temporary workers—hundreds of thousands in recent decades—was readily met by going to local political sources for candidates for employment. In the earliest censuses, qualifications based on merit were much less of concern than they are today.

Historically, the Bureau has not taken exception to the utilization of local referrals from political sources because the procedure has produced large numbers of individuals who could pass the Census Bureau's qualifying examination on short notice, and has operated in the same fashion regardless of the Administration

in office. However, we could adjust our procedures to the new requirements under the bill, since the Bureau has had extensive experience in locating candidates for employment in areas or situations where the referral procedure was not involved, and alternative procedures can and do work. These include the use of sources such as the U.S. Employment Service, civic and community groups, and classified advertising.

I will be happy to answer questions.

STATEMENT OF PAUL SQUIRES, ASSOCIATE DIRECTOR FOR DATA COLLECTION AND PROCESSING, BUREAU OF THE CENSUS

Mr. SQUIRES. As the statement notes, our Bureau has no objection to the adoption of this legislation. We do recommend a change very similar to the one that Mr. Hampton recommended.

Neither the Bureau of the Census nor the Department of Commerce has any vested interest in the referral system but we feel it should be pointed out that this is not a new system. It has its roots in the census of 1790, which was the first census, when the President ordered the Federal marshals to appoint deputy marshals to conduct the census. It even predates the establishment of the Census Bureau, which came into being in 1902.

And as the Nation has grown the need for hiring large numbers—I believe we hired about 175,000 in 1970 and approximately that number in 1960—the system became a great convenience because it produced candidates in large numbers very quickly and in recent years, going back to the 1950 census at least, and it may have been further back, candidates have been tested and have qualified on a test.

The purpose of the referral system has been in these years to refer candidates, not to assure people of jobs. The Census Bureau has been in control of who got the jobs following the passage of written examinations. The Bureau operates the system in two different fashions. We have the ongoing business of the Bureau between censuses in which we maintain a field force of 2,000 to 2,500 interviewers and we don't see that the loss of the referral system in this period has any great effect on us at all. Only about 40 percent of our present interviewer staff came through the referral system in any event.

In the hiring for a census where we are dealing in such great numbers—for example, in 1980 we probably will be hiring again 160,000 to 175,000 people—there will be a change in what we have to do. There will be a great deal more effort necessary on our part and this effort will require the expenditure of many days of career professional time in setting up the candidates pools in the 3,000 counties of this country and then testing them.

Under the old system, or under the present system, the candidates are obtained, particularly in the smaller counties, in the less populated areas, by the local organizations and we merely go in and test them and interview them and select. This would change, of course. We would have to go in and do it ourselves. We are quite confident we can do it.

We feel it should be pointed out that there will be the need for more leadtime in getting ready for a census in the field, for more recruiting time, and of course, time represents money. I couldn't estimate the total amount but it would be rather considerable.

Mr. WHITE. Well, thank you very much, Mr. Squires.

Let me ask you, wouldn't you, though, prefer that you not have to worry about political affiliate referrals in selecting the enumerators?

Mr. SQUIRES. I think there are mixed views on that by the people who have the direct responsibility in the field for our staffing. It is a convenience in the outlying areas. It is of no assistance whatsoever in the city of New York or the city of Chicago where we operate independently. In such places we go largely through classified advertising and heavy promotion through the media in obtaining candidates, but I don't believe that the professional or the career civil servants who do this hiring actually get into the question of political affiliation.

The referral system, where it is used, may limit the pool of applicants but there is no inquiry on the part of the hiring official as to the politics of these people.

Mr. WHITE. Well, but the general assumption is that the main body of those who have been recommended or who are in this pool have some inclination toward a particular political party in control, and so that's an assumption beyond which they don't have to go in making their selections.

Mr. SQUIRES. Right.

Mr. WHITE. And isn't it true that those who have some political affiliation, regardless of what party it might be, might have an ax to grind in a sense that they—in placing their analysis or their reporting of testimony or statements that they may receive they might have a certain type of ax rather than an impartial, noncommitted viewpoint toward this particular information?

Mr. SQUIRES. Well, yes; I see your point and concur to a degree except that the people who are hired under this system really don't have to make decisions or make statements. They have a prescribed set of duties which they have to carry out.

Mr. WHITE. Yes; but let me point out this as an illustration, as a hypothetical. You have 10 people who see the same thing happen. You are likely to get 10 different viewpoints.

Mr. SQUIRES. Right.

Mr. WHITE. Each one reflecting their own particular preconceived notions.

Mr. SQUIRES. Right.

Mr. WHITE. So if you have a political appointee, at least one who comes from a pool made up of political affiliates, you are likely to get that emphasis placed on their answers when they ask their questions in some small degree and maybe even subconsciously.

Mr. SQUIRES. Perhaps. We do our best to make sure the questions are asked as worded.

Mr. WHITE. Yes, sir, but they are all in the field, they are all independently inquiring, and you can't—

Mr. SQUIRES. We can't be with them all the time.

Mr. WHITE. Exactly.

Mr. SQUIRES. That's right.

Mr. WHITE. So it is to the advantage of the country, really, to have as objective reporting as possible, made up of the most qualified individuals regardless of their political affiliation.

Mr. SQUIRES. Correct.

Mr. WHITE. What do you think of this point that I was expressing with Mr. Aspin when he was testifying as to placing some penalties in the bill of a misdemeanor nature toward anyone who attempts to exert political pressure?

Mr. SQUIRES. I think I would support it because the hiring official who is a career public servant operates under—would be operating under penalties. I think the man attempting to influence or the individual attempting to influence should operate under a penalty system as well.

Mr. WHITE. Yes. Now, I think it should be pointed out for the record that this is 1974. There will be an election in 1976 and again in 1980, so we are not really talking about just one particular party. It is only conjectural at this point what party will be in power at the time that these censuses would be taken in 1980.

Mr. SQUIRES. Right.

Mr. WHITE. So if it were a Democratic President I would want to see the same type of system used; that is, a nonpartisan approach of the selection of the enumerators. At least, I feel this is in the interest of the country and I am sure you, as a professional, would feel the same way.

Mr. SQUIRES. I have had the good fortune to have had responsibility for the operation of this system, the one we are discussing this morning, under four administrations—two Republican and two Democratic—and five directors, and I feel very good about the way the system has operated. I think it's been in the best interests of the Bureau and the country. Not the fact that Republicans or Democrats were being favored—I don't mean to imply that—but that we have obtained competent, qualified people, particularly at the managerial level, in the temporary offices we establish for a census where we get outstanding candidates, highly motivated candidates, proud of the fact that they have been recommended by their Congressman or their Senator, and we may suffer some loss of motivation if we move away from this system. These are hard jobs and there is an inclination to quit, get out of it.

Mr. WHITE. Well, you are not talking against the bill, though?

Mr. SQUIRES. No, sir.

Mr. WHITE. You are saying that the system has worked pretty well but you feel that it could work even better?

Mr. SQUIRES. I think it has worked very well. I think it would be better—I would want that in the record—if all people had an equal opportunity to participate.

Mr. WHITE. Of course, if you had recommendations regardless of the particular officials, the recommending officials' politics, and certainly those who are in high positions like Federal judges who otherwise could not recommend because they are supposed to be apolitical at the moment of their—pursuit of their duties, you would get highly motivated individuals, don't you think?

Mr. SQUIRES. I would hope so.

Mr. WHITE. I see. Minority counsel, do you have any questions, sir?

Mr. KAZY. I have no questions.

Mr. WHITE. Mr. Bullock?

Mr. BULLOCK. I just have one question.

Mr. Squires, is it typical for a person who was hired on the basis of a political referral to be dismissed when the party in control of the Presidency changes?

Mr. SQUIRES. No. It may have been in the past but with the advent of the field organization as a permanent part of the Bureau in 1946 and the development of an esprit de corps within the field, the system

started to change to a point where when I got out there in 1959 there was no dismissal on the change of administration. Interviewers stayed on the roles.

I have some interesting numbers here—taking a look at our present interviewer force, where we still have a number of persons out there working on our interviewer staff who came in years ago. We have five who came in during the Truman administration, we had—this is as of the end of August of last year—159 who were survivors of the Eisenhower administrations, and 507 from the Kennedy-Johnson administrations—42 percent of the persons on the roles in August of last year had been hired prior to the Nixon administrations.

So they are retained on competence.

Mr. BULLOCK. Thank you.

Mr. WHITE. One other question, Mr. Squires, I would like to ask. Under the present situation, the present system, where there are generally selections on political affiliation, is it not true that in an area, say, where you have a large Spanish-speaking population or large black population, you might have some difficulty getting, say, Republican enumerators who would go into these areas? Now, I am sure there would be some who may be affiliated Republicans from either the Spanish-speaking or black communities, but wouldn't you have a better opportunity to get the best selection, the most popular selection, the most authoritative selection if you were basing it on fitness and capability, regardless of political affiliation rather than having to go to the sparser ranks of those who may have a political affiliation?

Mr. SQUIRES. We have in recent years used the system to do precisely what you are suggesting should be done and with which I agree. We have in these situations gone to the chairman and said, "We want black candidates" or "We want Spanish-American candidates, and if you don't come up with them we will find them somewhere else," so we have not permitted the system to override the needs in the minority areas. We have even used it to promote that need.

Mr. WHITE. You shouldn't have had to do that, though. You shouldn't have had to go to those who are making the recommendation to insist that they have a select group of people.

In other words, that should have followed and I think it would follow if this bill becomes law; that you would not have to be a suppliant to any particular political party. You could take your choice of the best applicants regardless of political affiliation or no political affiliation.

Mr. SQUIRES. That is correct.

Mr. WHITE. Yes, sir.

Well, Mr. Squires, you have added a great deal to our testimony today and to your background on this. We do appreciate your coming. Do you have anyone in the room with you that you would like to either introduce or have a comment to make on this particular bill?

Mr. SQUIRES. I don't believe so.

Mr. WHITE. All right. Thank you very much for coming, Mr. Squires. We appreciate your—I should say Dr. Squires, I see.

Mr. SQUIRES. No, that is in error. I will have to take that nameplate with me. [Laughter.]

Mr. WHITE. You can frame that, sir.

Thank you very much, Mr. Squires. We appreciate it.

Mr. SQUIRES. Thank you, Mr. Chairman.

Mr. WHITE. There being no further testimony, this particular proceeding will adjourn until further call of the Chair.

[Whereupon, at 10:07 a.m., the hearing was adjourned, subject to the call of the Chair.]



