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HEARING

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

NINETY-FOURTH CONGRESS

FIRST SESSION

HEARD ON

H.R. 473

A BILL TO REPEAL SECTION 3306 OF TITLE 5, UNITED STATES CODE, TO ELIMINATE THE REQUIREMENT OF APPORTIONMENT OF APPOINTMENTS IN THE DEPARTMENTAL SERVICE IN THE DISTRICT OF COLUMBIA

JUNE 17, 1975

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NOTE.—The chairman and ranking minority member are ex officio voting members of all subcommittees on which they do not hold a regular assignment.

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ELIMINATE THE REQUIREMENT TO APPORTION APPOINTMENTS

TUESDAY, JUNE 17, 1975

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

The subcommittee met at 9:35 a.m. in room 311, Cannon House Office Building, Hon. David N. Henderson (chairman of the subcommittee) presiding.

The CHAIRMAN. The subcommittee will come to order.

This morning the subcommittee is considering H.R. 473 and H.R. 6195 to repeal section 3306, title 5, United States Code, to eliminate the requirement of apportionment of appointments in the departmental service in the Washington metropolitan area.

The requirement to apportion appointments in the departmental service was part of the Civil Service Act of 1883. It was placed in the statute to assure that all States and territories would have representation at the headquarters of the National Government.

While in the formative days of the civil service merit system it may have been desirable to assure such representation, certainly the realities of today's society and the character of the Federal work force under the merit system require us to examine whether the requirement continues to serve its intended purpose.

Today, the apportionment requirement plays a very small role in assuring such representation. Applicants for Federal employment from all parts of the country find ready access to headquarters offices through nationwide competitive examinations. Additionally, a substantial percentage of appointments and positions fall under statutory or administrative exceptions to the apportionment requirement.

The Civil Service Commission, as early as 1959, urged the repeal of the requirement, and more recently the General Accounting Office issued a very comprehensive report to the Congress recommending the elimination of the apportionment requirement. A copy of that GAO report is before each member this morning.

I am pleased this morning to welcome the sponsors of the legislation, as well as officials of the Civil Service Commission and the General Accounting Office, to testify before our subcommittee.

Our colleague Mr. Harris introduced H.R. 6195, but inasmuch as you are a member of our committee, we are going to defer to our colleague from Maryland, Mr. Gude, as the sponsor of the other bill.

It is nice to welcome you before the subcommittee this morning, Mr. Gude.

**STATEMENT OF HON. GILBERT GUDE, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF MARYLAND**

Mr. GUDE. Thank you, Mr. Chairman.

I thank my colleague from Virginia for yielding. I have to testify on voting representation before another committee, so I appreciate the opportunity to be able to make a statement now.

I appear here today to discuss the elimination of a 92-year-old system which can no longer pass the test of time. I am speaking of the apportionment requirement enacted into law in the Civil Service Reform Act of 1883 to assure a fair distribution of Government jobs to all States.

This requirement has been called anachronistic. And certainly times have changed. After listening to the ponderous debate on civil service reform in January of 1883, one judicious Member remarked:

It seems to me from the observation I have had of the discussion of this question that both political parties have believed that they were succeeding in cheating the country and that the Republican Party knows it is succeeding in cheating the Democratic Party.

But on a more serious note, civil service reformers in 1883 were legitimately concerned that a large block of desirable jobs be accessible to those outside of the District of Columbia, that officeseekers already located in the District would get a lot of these jobs. As one Member advocating the new civil service reform put it:

What the people complain of is the use made of the offices all over the country, bribing men with office to support the party, giving a deputy collectorship to the proprietor of newspapers to secure the support of these papers, appointing pretended special agents of the Government and sending them over the country with mileage and per diem pay drawn from the people's treasury to influence political conventions.

Ironically, this system which was established to assure fair play in the civil service today makes mockery of the merit system. Better qualified applicants from States in excess of the apportionment quota are being excluded.

One of my female constituents, who is a Phi Beta Kappa graduate of Wellesley with a 96.5 rating on the Federal service entrance examination and with previous Government experience in a temporary appointment, was refused a permanent job on the basis of this quota system.

In addition, veterans are not subject to the apportionment provision.

This kind of regulation goes counter to our long, hard fight to win equal employment opportunity for all Americans regardless of sex.

As will be pointed out in other testimony here today, the civil service is no longer in need of such trappings to assure a fair system, nor are those States miles away from the Capitol in danger of losing a fair share of Government positions.

Six out of seven jobs in the competitive civil service are located out of the District of Columbia. Forty-one States are under their quota, while 15, including the District of Columbia, are exceeding the apportionment quota.

Enactment of this legislation, H.R. 473, which I have introduced, should not be construed to mean that those States in excess of their quotas would stand to benefit more than those which are currently

in arrears. The Civil Service has stated that about half of the States in excess of their quotas have fewer Federal employees within their borders than their populations would call for if all Federal jobs were equally distributed according to State population.

In a letter to me, the Commission stated that :

It sometimes happens that enough out-of-area applicants decline offers of appointment to Washington area headquarters jobs to bring the local eligibles within reach for appointment.

The letter continued by stating that :

In certain cases involving highly specialized jobs, there are not enough out-of-area applicants to meet the agency's needs.

Our system is predicated on its ability to adjust to the times, and this is one of those times when it must change.

I certainly urge the reporting out of the bill and thank you for the opportunity to testify, Mr. Chairman.

The CHAIRMAN. Delighted to have your statement, and I want to assure you and the others that the subcommittee will give very serious consideration to the legislation. Your appearance is very helpful to us.

Mr. GUDE. Thank you, sir.

The CHAIRMAN. Thank you very much.

Our next witness is our colleague on the committee from Virginia, the Honorable Herbert Harris. We will be delighted to have your statement at this time.

STATEMENT OF HON. HERBERT HARRIS II, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF VIRGINIA

Mr. HARRIS. Mr. Chairman, thank you very much.

I am pleased to come before your committee on this legislation I have introduced, which I think is necessary for adoption. The repeal of the provision referenced is important for a number of reasons.

My first reason is that the effect of this requirement has been minimal, and the law is virtually meaningless.

For example, apportionment does not apply to the excepted service. In 1973, approximately 70,000 of the 304,000 jobs were in the excepted service. All veterans—and they constitute 50 percent of all Federal appointees—are exempted. And specially qualified scientific and professional personnel are exempt. Also exempt are GS-13 positions and above, positions in agency field offices in Washington, D.C., positions in the Government Printing Office, apprentice positions in the recognized trades and skilled occupations, artisan and helper positions in all trades and skilled occupations, and part-time and intermittent positions.

The interpretation of the law and the regulations governing it are now so shot through with exceptions and exemptions that the law has become meaningless.

Second, I think giving preference to individuals in hiring on the basis of their residence has no place in a modern, bias-free merit system. I am sure this system at one time was considered to be some sort of a plum to be handed out. I think this is really the genesis of the law. It certainly does not relate to the type of merit system we have today.

In addition, I feel that the law is outmoded. You can trace the law back as far as George Washington, I suppose, and long before we started our Civil Service Commission and our merit system.

But more important, and I think of controlling importance, is the fact that the law as it has operated is simply cumbersome to administer, it is time consuming, and it is a wasteful expenditure of taxpayers' money.

As close as we can see, some agencies estimate that as much as \$13,000 has been spent to administer a law that is almost impossible to administer and can be classified as no more than a pure governmental, bureaucratic waste with regard to its effect.

While this amount in the total budget may not seem large, it's just one of those elements that could be eliminated and saved as far as public taxpayers' money is concerned.

Mr. Chairman, I would like to file my statement for the record, but, more importantly, I would like to urge the committee to move ahead speedily on removing this anachronism from the law.

I would like also to congratulate the chairman of my committee and of this subcommittee for the speed with which he has moved on this and express my appreciation for it.

The CHAIRMAN. I commend you for a very excellent job of briefing the prepared statement you had in such a fine manner and will ask unanimous consent that your statement as prepared be introduced in the record at this point.

[The statement of Mr. Harris follows:]

STATEMENT OF HERBERT E. HARRIS II

As the sponsor of H.R. 6195, I urge the Subcommittee on Manpower and Civil Service to act favorably on this legislation, a bill to eliminate the statutory requirement that appointments to the competitive service in federal agencies located in the Washington metropolitan area be apportioned on the basis of population among the states. The bill is supported by the Civil Service Commission, the Office of Management and Budget and the General Accounting Office. I urge repeal of this requirement for several reasons.

1. The effect of this requirement has been minimal and the law is virtually meaningless. According to the Civil Service Commission, in December 1974, only 48,986 of the 341,000 Federal employees—14%—in the Washington, D.C. area were charged against apportionment. In January 1975, 41 states were in arrears and 15 were in excess of their quotas and GAO says that this has been true for the past 25 years. This has resulted mainly because of the many exceptions under the law which make it almost meaningless. Civil Service Commission regulations (Chapter 338, Subchapter 3) are riddled with numerous exceptions of persons, positions, and personnel actions. For example, apportionment does not apply to the excepted service; in Washington in 1973, approximately 70,000 of the 304,222 jobs were in the excepted service. The comparable 1975 figures are roughly the same. All veterans—and they constitute 50% of all federal appointees—are exempted. And specially qualified scientific and professional personnel are exempt. Positions exempt from the apportionment requirement include all GS-13 positions and above, positions in agency field offices in Washington, D.C., positions in the Government Printing Office, apprentice positions in the recognized trades and skilled occupations, artisan and helper positions in all trades and skilled occupations, and part-time and intermittent positions. Several types of personnel actions are exempt such as any noncompetitive personnel action under which the appointee will have career tenure and career reinstatements under which the employee will have with career tenure. In a letter to the Chairman of the House Post Office and Civil Service Committee in January 1974, Chairman Robert Hampton of the Civil Service Commission said, "Apportionment simply has not made a significant difference in the number of persons from states perennially

in arrears who take employment in Washington, D.C. To a considerable extent this is because residents of the states in arrears who want Federal jobs find they can get them in their own states without having to uproot self and family to move to Washington."

2. Giving preference to individuals in hiring on the basis of their residence has no place in a modern, bias-free merit system. This law places agencies in an impossible conflict: on the one hand, they must hire on the basis of merit; on the other, they are required to consider the residence of an applicant in making the hiring decision, especially for those applicants from states in arrears of their quota. The General Accounting Office has made the compelling point that since all veterans are exempt from the requirement, women "have had to bear more than their fair share of the burden of apportionment." The Civil Service Commission has said, "... the problem is that apportionment is based on quotas that do not take into consideration the relative qualifications of applicants in our examinations. Thus, it is possible for a marginally qualified candidate from a state in arrears of its quota to rank far ahead of an extremely well-qualified applicant from a state in excess."

3. This law is outmoded. Apportionment has been traced back as far as President George Washington who expressed his support of concept by stating that appointments to federal jobs should be distributed to people in different states of the Union. It was enacted in 1883 as an expression of public policy to insure all sections of the country a proportionate share of federal appointments and to provide varied viewpoints in Washington. Many factors make apportionment out of date in the twentieth century. Rotating agency personnel and decentralizing agencies insure that points of view of different geographic areas of the country are represented at the national level. Twentieth century technology, sophisticated means of communication and increased mobility of the population have brought us a more rapid exchange of ideas from coast to coast than was possible in the 1800's. The nationwide competitive examination system facilitates the consideration of qualified applicants from all parts of the country. Anyone who wishes to come to Washington to work in a federal agency can readily compete in an examination. Visits between government offices across the country are frequent. Thus, the exchange of ideas that was difficult in the 1800's is quite easy, by comparison, today. As the Civil Service Commission has said, the apportionment requirement has "outlived its usefulness."

4. The apportionment requirement is cumbersome to administer, time-consuming and a wasteful expenditure of taxpayers' dollars. In practice, personnel officials must first determine whether the job sought is covered by the requirement. Then, for all applicants for jobs covered by the apportionment requirement federal officials must obtain and review three statements attesting to the applicant's residence. The Civil Service Commission prepares lists of qualified applicants. An eligible's place on a list is determined, in part, by his or her place of residence if the job to be filled is subject to apportionment. Eligibles from states and territories in arrears of their apportionment quotas and veterans from other states and territories are listed first. Listed second are non-veterans from the state or territory in excess of its quota by the smallest percentage. This process is repeated a state at a time for each state in excess of its quota. Non-veterans from the Washington metropolitan area are listed last. The Commission prepares and maintains a list of states and their status with regard to apportionment. Each agency assists the Commission in maintaining an accurate count of all states in excess and in arrears. What this boils down to is a lot of paperwork and red tape, time and personnel for a meaningless and unnecessary law. It places an administrative burden on our federal agencies without producing any substantive results. According to the GAO report of November 30, 1973, the Civil Service Commission has indicated that the cost of administering the apportionment requirement is minimal. Cost estimates available to GAO at that time ranged from \$450 to \$13,000 per year. Amid the decisions we members of Congress have to make daily on millions and billions of federal dollars, \$13,000 doesn't sound like much. But I want to cut government waste wherever it exists. To the person out of work standing in unemployment lines in 1975, \$13,000 sounds like a lot of money. Thus I urge my distinguished colleagues on this subcommittee to remove this antiquated law from the books. Though perhaps well-intentioned when enacted, it reflects adversely on the image and character of the merit system and the federal government. It is wasteful and unproductive. And it is unjustified and unjust.

The CHAIRMAN. Though I don't have any questions to ask of you, I have just one comment. I think that, if nothing else, the consideration of this legislation can point up what has been the practice of recent years, which does give me a great deal of concern, and that is the exceptions that we have made all over the lot to all of the basic civil service requirements, often without proper review of whether the basic law ought to be changed.

I have been quite concerned about the exceptions, especially when we hear so much about the "merit system." It almost gets to be "without merit" when we consider all the exceptions.

Certainly the point that you made on the exceptions on this law is a convincing argument for its repeal.

I am most appreciative of your testimony this morning.

Mr. Derwinski, do you have any questions?

Mr. DERWINSKI. I share your sentiments, Mr. Chairman. I see no reason why we can't move this bill along expeditiously.

I think it is also practical for us to look at a law that time has rendered obsolete. Perhaps by our processing this bill we serve as an inspiration to other committees who might clean up some of the obvious obsolete provisions which in their time were needed. Mr. Harris, as a member of the committee I am sure will see we keep moving ahead.

I have no questions. I support you and hope we can move this along expeditiously.

Mr. HARRIS. Thank you very much.

The CHAIRMAN. Thank you very much, Mr. Harris.

Our next witness is Mr. Wendell Mickle, the Director of the Bureau of Recruiting and Examining of the Civil Service Commission. Mr. Mickle, it is always a pleasure to welcome you to the subcommittee.

STATEMENT OF WENDELL G. MICKLE, DIRECTOR, BUREAU OF RECRUITING AND EXAMINING, U.S. CIVIL SERVICE COMMISSION

Mr. MICKLE. Thank you, Mr. Chairman.

I am pleased to be here today to present the views of the Civil Service Commission on H.R. 473 and H.R. 6195. I am especially pleased that this subcommittee is considering the repeal of the archaic apportionment requirement which serves as a barrier to quality staffing and equal employment opportunity.

With your permission, Mr. Chairman, I should like to have the Commission's report on H.R. 473 placed in the record.

The CHAIRMAN. Without objection.

Mr. MICKLE. The apportionment law goes back to the very beginning of the civil service system. The idea behind it seemed laudable. Government jobs in the Nation's Capital should not be the special preserve of people from nearby areas. Rather, these jobs should be made available to persons from all sections of the country.

But what started out as a well-intentioned idea just hasn't worked in actual practice. Moreover, the dramatic changes that have taken place in the Federal service in the number and nature of jobs and their location require a rethinking of the rationale on which the apportionment requirement is based.

When the apportionment law was passed as part of the original Civil Service Act of 1883, 40 percent of competitive service jobs were

concentrated in Washington, D.C. As a matter of fact, initially there were only about 14,000 jobs in the competitive service nationwide. Today, less than 15 percent of the approximately 1.8 million jobs in the competitive service are in the Washington metropolitan area. And of the jobs that are in the Washington area, many are filled by transfers of people from field offices all over the United States.

The greater emphasis on Government responsiveness to the people at the grassroots has not only resulted in increasing the responsibility and size of field offices, but has made field experiences more valuable for headquarters jobs in Washington.

I believe most people who have been around the Washington area for a while would agree that Federal employees in Washington, D.C. represent a pretty good cross-section of the United States. While the distribution may not balance out perfectly on a State-by-State basis, there is ample evidence that all States and areas are represented.

However, apportionment is not the reason for this. It doesn't even apply to most of the jobs in the Washington metropolitan area. Other factors have much more to do with it. These include greater emphasis on rotational assignments and field experience for Washington jobs, wide-ranging recruiting which attracts people from all over the country, and nationwide competitive examining which provides opportunities to applicants from all areas.

At the present time, apportionment only applies to about 15 percent of the total 340,000 jobs in the metropolitan area. It does not apply to:

- (1) Veterans who make up more than half of the Federal work force;
- (2) Excepted service positions, such as those in the FBI, the CIA, or the Department of Medicine and Surgery of the Veterans' Administration, which account for about 70,000 jobs;
- (3) Shortage category jobs such as clerk-stenographers and certain scientific and professional positions;
- (4) Positions at GS-13 and above;
- (5) Positions in agency field offices in the Washington area;
- (6) Temporary, part-time and intermittent jobs; and
- (7) Positions in the Government Printing Office and in certain other activities outside of the executive branch.

Even for the 49,000 jobs where it does apply, apportionment has not resulted in the kind of distribution intended. Fourteen States and the District of Columbia are considered in excess of their quotas; the rest are in what we call "arrears." The States which are in excess range from nearby Maryland, Virginia and North Carolina to Nebraska, South Dakota and Vermont. Those in arrears range from nearby New Jersey to Hawaii.

The States, Territories and the District of Columbia have tended to maintain the same relative balance for the past 25 years—an indication that the apportionment requirement hasn't worked the way it was supposed to.

Instead of a positive impact, apportionment has had a negative one from just about every standpoint. Because it requires preference to be given to persons from States which are under their quotas, its main effect has been to deny employment to better qualified candidates simply because they happen to come from the wrong place. Because vet-

erans are exempt from apportionment, it has a disproportionate impact on women.

Aside from working an injustice against these individuals, the requirement is contrary to the basic principles of merit which underlie the Federal personnel system.

There is also the problem of maintaining the count on States in excess and States in arrears. While not a major cost item for us, it is a time-consuming, cumbersome process. In our view, it is not worth the effort and the cost, since it does not provide an accurate reflection of representation by States anyway.

In 1973, the General Accounting Office conducted a review of the apportionment requirement to assess its effect on Federal hiring. In a report dated November 30, 1973, GAO concluded that:

The apportionment requirement should be eliminated so that agencies and departments will no longer be required to comply with a requirement that has outlived its usefulness.

As part of its review, GAO contacted 15 departments and agencies with headquarters in the Washington area, and all of them favored eliminating this requirement for the reasons cited above.

A provision that places a minimally qualified eligible with a rating of 70 ahead of an outstanding individual with a rating of 100, solely on the basis of their respective residences, is completely out of harmony with basic fairness and equality to our citizens, and is costly to the Government in lowered quality and productivity.

I, therefore, urge you to give favorable consideration to this legislation in the interest of fairness to all candidates for Government employment and in the interest of a more effective Federal service.

I will be pleased to answer any questions you may have.

The CHAIRMAN. Thank you very much.

I have one or two questions, Mr. Mickle.

The requirement to apportion appointments serves as a prohibition on making appointments of applicants unless the particular State of the applicant's residence is in arrears. Can you explain how a State has appointments in excess of its quota?

I note the statistics in the 1973 GAO report show that the quota for apportionment for the District of Columbia is 676. Yet the District of Columbia has some 13,100 appointments in excess of its quota. How could those appointments be made?

Mr. MICKLE. Well, persons who are from below-quota States or who are veterans must be considered by agencies ahead of nonveterans from above-quota States. But we find for various reasons, particularly where there is a long distance between the person's home and Washington, that candidates from below-quota States will decide they don't really want to be considered when the offer comes for a job in Washington.

And I think we should keep in mind in that respect that generally these new employees have to pay their own transportation and moving costs to Washington, and this becomes an increasingly costly factor with the distance.

In the event that these people decline, then the appointing officer is free to hire people who are from States that are above quota. And this basically is what accounts for the imbalance as far as the figures go.

The CHAIRMAN. Once an appointment is made and is charged against the quota of the applicant's State of residence, what happens

if subsequently, 1, 2, 3, or 5 years later, the employee transfers to the field service away from the Washington metropolitan area? Is the State's quota against which the apportionment was charged increased by one in that case?

Mr. MICKLE. Yes; at such time as the person should retire or resign or leave the area, then he is no longer charged against that State. But as long as he stayed here in the metropolitan area, he would continue to be charged, whether that was 1 year or 20 years.

The CHAIRMAN. What happens if he was promoted to a position that is GS-13 or above? Is the same true?

Mr. MICKLE. He would be no longer counted. Yes.

The CHAIRMAN. What I was trying to show here is that having to keep up with, even beyond the original problem of the appointment, whether that person who is originally charged under apportionment may have subsequently been promoted becomes a rather expensive accounting problem, doesn't it?

Mr. MICKLE. We figure we spend approximately \$30,000 a year in the Commission just keeping—trying to keep—these records straight for very little benefit.

The CHAIRMAN. I see. That's all I have.

Mr. Derwinski, do you have any comments or questions?

Mr. DERWINSKI. I take it from your answer, sir, to the last question by Chairman Henderson, that there would be at least a \$30,000 savings if we passed this bill?

Mr. MICKLE. That is just our cost. Each agency also has a cost. I think in the GAO report that ranged from a few hundred dollars to \$1,500 or \$2,000.

So, yes, the total sum would be substantially larger than that.

Mr. DERWINSKI. Fine. Thank you. I have no other questions, Mr. Chairman.

The CHAIRMAN. Thank you very much, Mr. Mickle. I don't anticipate any problems as we proceed, but we will certainly welcome your assistance.

Mr. Jenrette from South Carolina is recognized.

Mr. JENRETTE. Thank you, Mr. Chairman.

The only comment I have was I wondered if the gentleman has read the Commission's letter of June 10, 1975?

Mr. MICKLE. Yes.

Mr. JENRETTE. In my short tenure in Congress, I have heard about Federal employees complaining about their benefits. I see the word "plum" used. I wonder if you subscribe to the theory that a Washington job is a "plum" job or if one of those we have received all those complaints about in the last 5 months is a "plum" job.

Mr. MICKLE. I wouldn't personally use the term "plum." The Washington jobs tend to be the ones which have great program impact because they are higher level. On the other hand, for the person from a small town in another part of the country, the cost of living here is such that once he gets here, he doesn't perceive it as a "plum."

Mr. JENRETTE. You subscribe to the theory that a Federal job in the district office is more of a plum than a Federal job in the Washington area?

Mr. MICKLE. This is a personal matter with each person, but from my own standpoint, having worked both in Washington and in a number of field offices around the country, I think there are a lot of advantages to working in the field offices.

Mr. JENRETTE. Your definition of "plum" is different from that of the Commission.

Thank you. I have nothing further, Mr. Chairman.

The CHAIRMAN. I commend the gentleman from South Carolina. Pretty sharp.

Thank you very much, Mr. Mickle.

Our next witness is Mr. Smith Blair, the Director of the Office of Congressional Relations of the General Accounting Office.

Mr. Forrest Browne, Director of Federal Personnel and Compensation, was scheduled to testify, but we understand that due to illness in his immediate family he could not be with us this morning. That gives us the opportunity to have our good friend Mr. Blair before us. It is always a pleasure to welcome you.

Mr. Blair, before I recognize you for the purpose of introducing your colleagues, I would like as chairman of the subcommittee to again express to you and through you to the Comptroller General the appreciation of our subcommittee for the assistance that you have given us in past years. As we now move into the objectives we have had for the last 3 or 4 years of being in a position to assume all of the responsibility of our work without calling on the General Accounting Office to continue to supply us with personnel from time to time on detail, I want to recognize the very outstanding contribution that the General Accounting Office has made through the fine cooperation that we have always had, but more especially and specifically, with the kind of performance that we have had from your personnel who have been assigned to us and who have really been a part of the working staff of our subcommittee.

I certainly see some advantages to both systems. I think it is well for congressional committees to have their own staff, but I can also make a case that there are some real advantages for us to have the fine personnel we have had assigned from the General Accounting Office who brought to us each year as we rotated them some expertise that we probably could never have gotten by our own permanent staff.

I hope that we sent the employees back to the General Accounting Office with a viewpoint and some exposure to the Hill that you might not otherwise have had.

I guess if I were to recognize each of the employees who have been assigned to the subcommittee in my 15 years in office, I would take too long, but I certainly would not hesitate to sum up by saying that when I first came on this subcommittee, there was one General Accounting Office staffer who became later a full staff member, Frank Matchett, serving some 50 years in total Federal service, who made a tremendous impression on me and made my early years of learning and working on this subcommittee quite enjoyable ones.

It was my real pleasure in the last few days to have Mr. Matchett visit my office.

I want to thank you and General Staats for a very fine relationship and contribution. I think the very matter that we are considering here again shows the tremendous advantage that Congress has in having the General Accounting Office as an arm of the Congress.

I am rather amazed that some of our Members do not realize that. They seem to think that GAO is part of the executive department. They forget that it really belongs to us, is a creature of the Congress. And we have tremendous opportunities when you take these problems that require some expertise that we can't have and do some in-depth study. And this is certainly a clear illustration of the fine work you do. It is a pleasure to welcome you this morning.

STATEMENT OF SMITH BLAIR, DIRECTOR, OFFICE OF CONGRESSIONAL RELATIONS, U.S. GENERAL ACCOUNTING OFFICE, ACCOMPANIED BY CLIFFORD I. GOULD, ASSOCIATE DIRECTOR, AND DONALD GOODYEAR, ASSISTANT DIRECTOR, FEDERAL PERSONNEL AND COMPENSATION DIVISION

Mr. BLAIR. Thank you, Mr. Chairman and members of the subcommittee. I certainly appreciate those comments, and I know General Staats will, and particularly the members of our staff who have had an opportunity to serve with this committee.

I know Frank Matchett will get a particular satisfaction out of these comments, and I will see he gets a report of this hearing.

It is an arrangement that has certainly worked out to the mutual benefit of the committee and our office. The experience our staff has gained up here has been very valuable and they have been eminently more effective in responding to the needs of the committee.

We appreciate this opportunity to testify on the the report that we developed in November 1973, on our review of the apportionment requirement in the Federal hiring process.

By way of background, the Civil Service Act of 1883 provided that appointments to the competitive civil service in the District of Columbia be apportioned on the basis of population as ascertained at the last census among the States, territories, and possessions of the United States, and the District of Columbia.

This principle appeared in several forms before the enactment of the 1883 act. As the prior witness, Congressman Harris, alluded to, President Washington expressed his support of apportionment by stating that appointments to Federal jobs should be distributed to people in different States in the Union.

A special committee of the first session of the 35th Congress expressed additional support in its report of May 17, 1858, concerning a bill to apportion clerks and messengers in the departments in Washington among the States, territories, and the District of Columbia.

The committee noted in its report that, in establishing and organizing the Federal Government, statesmen saw the necessity of requiring Congressmen to be inhabitants of the States which they represented. The report also mentioned that a form of apportionment was also applied in the appointment of cadets to the West Point Military Academy as well as midshipmen to the Annapolis Naval Academy. These actions set a precedent for establishing a similar requirement in the executive branch of the Government.

History has shown that before 1883 appointments to Federal jobs in Washington were awarded to friends and relatives of politicians and persons occupying high official positions. The spoils system showed

little regard for merit or qualifications and resulted in thousands of persons coming to Washington in search of jobs.

The findings of the Grant Commission in 1873 showed that the influx of job seekers into the Nation's Capital resulted in residents filling most jobs. A lack of adequate transportation and communication facilities made it difficult for administrative officials to select prospective appointees from distant States. In addition, persons residing in distant areas were hesitant about uprooting themselves from family ties and a familiar environment to journey to a strange city in search of new employment.

The first apportionment requirement was actually enacted in 1875. This applied only to Treasury Department jobs in Washington.

In 1882 it was suggested that this law be repealed or applied to the entire system. Subsequently, the apportionment requirement was incorporated into the act of 1883 as an expression of public policy to insure all sections of the country a proportionate share of Federal appointments in Washington.

By Executive order issued on February 14, 1947, No. 9830, the requirement was extended to headquarters jobs in the entire Washington metropolitan area.

The principal intent of the apportionment requirement was twofold: (1) To obtain geographic representation from different areas of the Nation, thus bringing various viewpoints into the Government service at the national level; and (2) to insure that all qualified and interested persons would have an opportunity to be considered for appointment to Federal positions at the headquarters offices of the national Government.

In fulfilling its administrative responsibility to assist agencies in filling Federal vacancies in the competitive service, the Civil Service Commission prepares lists of qualified applicants. An eligible's place on a list is determined, in part, by his place of residence if the job to be filled is subject to the apportionment requirement.

The apportioned service embraces positions (with certain exceptions) in central offices of agencies physically located in the metropolitan area of Washington, D.C.

The apportionment law, as prior witnesses have testified, has many exceptions. Other positions exempt, and not identified by these witnesses, from apportionment are listed in section 338 of the Federal personnel manual.

As long as a person occupies, by original appointment, a position in the apportioned service, the charge for his appointment continues to run against his State of original residence.

For original appointments the Civil Service Commission ranks eligibles for apportioned positions on registers in accordance with the condition of the apportionment. Nonpreference eligibles from States in arrears and all veterans are certified and listed according to ratings first. Nonpreference eligibles from States in excess are listed last according to ratings and are certified only after other eligibles have been certified.

The Commission prepares and maintains a list of States and territories which are currently in excess or in arrears of their apportionment quotas based on census data and each agency's reports on

appointments and separations from apportioned jobs. Each agency is responsible for assisting the Commission in maintaining an accurate count of all States and territories in excess and in arrears.

The effect of the apportionment requirement on the Federal hiring process has been very minimal. Commission records indicate that this has probably been the case since the requirement was enacted in 1883.

As other witnesses have testified, in January 1975, only about 50,000, or 15 percent, of the approximately 341,000 Federal employees in the Washington metropolitan area were charged against apportionment. This same ratio existed at the time of our 1973 examination.

The main reasons are that many Federal civilian positions and individuals by law are not subject to the apportionment requirement and that the law allows the requirement to be waived for certain individuals and positions.

Apportionment applies only to appointments to competitive positions in the headquarters offices of agencies in the Washington metropolitan area. Excluded are all civil service positions not in the competitive service. In January 1975, approximately 70,000 of the 341,000 Federal civilian jobs at agencies in the Washington metropolitan area were not in the competitive service. Approximately the same condition prevailed in 1973 at the time of our report.

Moreover, all veterans and others eligible for veterans' preference are excepted from apportionment under the terms of 5 U.S.C. 3306. This exception is derived from the Veterans' Preference Act of 1944. The Commission estimates that approximately 50 percent of all Federal appointees are veterans.

The Civil Service Commission has also established several general exceptions. For example: clerk-stenographers and clerk-typists and specially qualified scientific and professional personnel because the Commission determined there was a shortage of the types personnel; and all GS-13's and above because the Commission believes that in keeping with merit principles all qualified applicants for jobs at these grade levels should be considered.

In addition, certain personnel actions are also excluded from the apportionment requirement: (1) Temporary and indefinite appointments to the competitive service; (2) any noncompetitive action under which the employee will serve with career tenure; and (3) career reinstatements under which the appointee will have career tenure.

Also, positions that do not come under the apportionment requirement include positions in headquarters offices which are located outside the Washington metropolitan area, positions in agency field offices in the Washington area, all positions in the District of Columbia government, the Government Printing Office, and the National Capital Housing Authority, and part-time and intermittent positions, and others.

We have found that for those approximately 50,000 positions which are subject to the apportionment requirement, comparable representation of the States and territories has not resulted. Forty-one States and territories as of April 15, were in arrears, and 15, including the District of Columbia, were in excess of their apportionment quotas.

The States, territories, and the District of Columbia have tended to maintain their same relative positions for the past 27 years.

Although the apportionment law has not accomplished its original purpose of distributing jobs proportionately on the basis of population, the nationwide competitive examination system facilitates considering qualified applicants from all parts of the country.

In addition, rotating agency personnel and decentralizing the agencies insures that the points of view of the different geographic areas of the Nation are represented at the national level.

In 1883, residents of the Washington area had an advantage in competing for jobs in the Capital. Now, however, there is far better access to headquarters jobs through the nationwide examining system that the Civil Service Commission administers. Anyone today, regardless of where they live or place of examination, desirous of coming to Washington to work in the national headquarters of the Government can readily compete in examinations leading to such employment.

Comparable representation of States and territories is also being achieved by the rotation policies of many Government agencies, open lines of communication, and the increased mobility of the population. Many Federal appointees are hired in a regional office and later transferred to the headquarters office in Washington. This provides an influx of ideas and various points of view into governmental affairs at the national level.

In addition to the personnel transfers which are frequently made, our modern system of communications allows for a more rapid exchange of ideas between headquarters and regional offices. Visits between the offices in conducting Government business also cause the regional offices and the headquarters offices to be in frequent contact with each other.

We believe that apportionment, which was enacted to meet the needs of a markedly different period in our civil service history, has outlived its usefulness and has no place in a modern merit system. The most objectionable aspect of apportionment is its adverse effects on the merit system and the achievement of equal employment opportunity objectives.

Apportionment is based on quotas that do not take into consideration the relative qualifications of applicants in the examinations. It is possible for a marginally qualified applicant from a State in arrears of its quota to rank far ahead of an extremely well-qualified applicant from a State in excess, such as Congressman Gude gave an example of.

In addition, women have had to bear more than their fair share of the burden of apportionment because veterans are exempt from this requirement.

We are very much in favor of enactment of H.R. 6195 or Mr. Gude's H.R. 473 which will repeal the apportionment requirement.

Mr. Chairman, I want to apologize for not having introduced my associates when I started. To my right is Mr. Clifford Gould, who is Associate Director of the Federal Personnel Compensation Division, who directed the review. To my left is Mr. Donald Goodyear, Assistant Director of the Federal Personnel Compensation Division, who was in direct charge of the work that resulted in the November 30, 1973, report.

The CHAIRMAN. Very good.

Mr. BLAIR. I will be happy to respond to any questions you might have.

The CHAIRMAN. Do you think we need some assurance that appointments in the departmental service are not disproportionately made from, let's say, the east coast or immediately adjacent areas? They have been far in excess of quotas in the past.

Do you think some general statement would be required in this regard, or do you really believe that we don't need to pay much attention to it any more? Or do you think there is any advantage to trying to make our appointments nationwide?

Mr. BLAIR. Well, as brought out in the course of my statement and by Mr. Harris, Mr. Chairman, I believe that due to the changes that have taken place in society today that the representation that was sought back in the 1800's by the development of this system is now being obtained through the development of the merit system that the Civil Service Commission has which is designed to assure appointment of qualified staff. The vastly improved transportation facilities, increased job opportunities—the situation now basically is that the agencies are seeking the people as distinguished from the past where people were seeking the limited jobs available.

I think the changed conditions obviate any real need to point this out; however, one cannot tell what is going to happen in the future.

The CHAIRMAN. I guess my concern revolves around some feeling of validity to the often-heard charge that the eastern establishment runs the country. It was also stated in your testimony that the number of States in arrears or the proportion of the number of positions in States that are in arrears have remained fairly constant in the past 25 years. This is cited as an example of failure of apportionment requirements to meet the intended purpose. Might this not also show possibly one of two other conclusions?

First, there hasn't been a strict compliance with the apportionment requirement, as evidenced by the number of appointments made in excess of the quotas; or secondly, that there should be a more positive recruitment effort for the Washington, D.C. metropolitan area in those cases which have consistently been in arrears?

Or possibly to put this in another way as relating to the first question, we certainly want our civil service and our agency recruitment efforts to be, first, effective to get the best qualified people, but we also would like assurance that that recruitment is done on a nationwide basis.

Mr. BLAIR. Mr. Chairman, I certainly agree with that. It seems to me that view of the committee and the Congress could certainly be expressed in the committee report without having any need for a statute on the thing.

I really believe that you put your finger on the crux of the problem. Really, this apportionment requirement affects such a limited number of the positions that are in the Federal service that it's almost meaningless. I don't have the figures—I doubt if we have them in the office, although perhaps civil service has them—that would reflect the amount of representation in Federal employment nationwide.

You know, speaking from our own office, we, of course, do employ nationwide. We are recruiting all over the country. And I guess we tend to think of other agencies in the same terms as ours. I know this is basically true of the Federal agencies today, so that with their

regional offices and their recruiting requirements I would think they are picking up a representative number of qualified candidates throughout the country.

The CHAIRMAN. I guess my comment would have been more appropriate at the time Mr. Mickle was testifying, but I think it's well to have it at this point too. I think one of the most impressive experiences I have had with regard to the effective recruiting came to my attention some 4 or 5 years ago on one of the field trips I made visiting Air Force headquarters at Wright Patterson when they reported to us the success that they were having in recruiting graduates from our Nation's colleges in the scientific and research areas at a time when obviously the war was not very popular and the college campuses demonstrated a great deal of unrest about the whole operation in Southeast Asia.

This proved to me that recruitment really is, as I see it, the task of talking to young Americans what government is all about, what their opportunities are, what their challenges will be, and if the challenge is presented and the story pretty well told, you can expect modern-day Americans to respond to their Government as they have all through the history of our country.

So I hope with the enactment of this legislation we will really be giving proper emphasis to good and fair recruitment for all of our people.

I thank you very much.

Mr. Taylor, do you have any comments or questions?

Mr. TAYLOR. Thank you, Mr. Chairman.

Is it your judgment that the advent of regional government or regions has contributed to an almost automatic improvement in the distribution of Federal employees in the Federal service?

Mr. BLAIR. Absolutely, Mr. Taylor. There has been a significant change that has taken place over the years in the Federal service.

Mr. TAYLOR. Is there at the present time an apportionment requirement by regions?

Mr. BLAIR. No, sir.

Mr. TAYLOR. There is not?

Mr. BLAIR. No, sir. This requirement applies only to the District—I mean to the Washington area—and then by that Executive order in 1946 they made it apply to the metropolitan area because of the growth in population in the metropolitan area.

So this requirement applies only to appointments to Federal service—subject to the numerous exemptions—right here in the Washington area, including the metropolitan area.

Mr. TAYLOR. Thank you. I share the same concern that the chairman has. Of course, being one of those living out in the hinterlands, we are always a little bit apprehensive maybe about whether or not our people are going to be employed in the areas of their jurisdiction. And I certainly have this concern.

I feel very strongly there should be an equitable distribution of employees not only from the standpoint of fairness but I think it gives us a better input of philosophy and of needs, and so forth, as it applies to the whole Nation.

And being one of those who believe in the concept of local government, I feel very strongly that Federal employees from the Midwest probably are more attuned to the needs of the Midwest, and those from the East are probably more attuned to that area, and very likely one of our local people couldn't very well conduct himself in Boston in a manner that would be in the best interest of that area, but by the same token some of the Boston people are a little bit lost when they get down in our country.

I feel there is some validity in trying to put the round peg in the round hole in order to have a more responsive operation of the Federal agencies in the area of the jurisdiction in which they operate.

Mr. BLAIR. I certainly concur wholeheartedly with every word you say. I think possibly the Civil Service Commission in following the recruiting activities of the agencies see this is observed. This is something we at GAO could observe in the course of our monitoring of the activities of the Commission.

But it's certainly a valid point and meets the purpose that President Washington had in mind back in the beginning of our history as well as when the act was enacted in 1883.

Mr. TAYLOR. Thank you, Mr. Chairman.

The CHAIRMAN. Congressman Jenrette, who was here for your presentation, had to leave to go to the markup session of the Agriculture Committee and asked that I express his apologies for not being able to hear all of the testimony and questions. He had no questions.

I certainly want to thank you for your appearance.

The record, without objection, will be held open for any additional material that may be submitted.

It is the intention of the Chair to call the subcommittee into executive session very shortly for markup and action on the legislation.

I want to commend all of the witnesses. Thank you for your appearance this morning.

The subcommittee will adjourn.

[Whereupon, at 10:30 a.m., the subcommittee adjourned.]

[A copy of the bill, H.R. 473, along with the administration reports, follows:]

94TH CONGRESS
1ST SESSION

H. R. 473

IN THE HOUSE OF REPRESENTATIVES

JANUARY 14, 1975

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

A BILL

To repeal section 3306 of title 5, United States Code, to eliminate the requirement of apportionment of appointments in the departmental service in the District of Columbia.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

That (a) section 3306 of title 5, United States Code, relating to apportionment of appointments in the departmental service in the District of Columbia among the States, territories, possessions, and the District of Columbia on the basis of population as determined at the census is repealed.

(b) The table of sections of subchapter I of chapter 33 of title 5, United States Code, is amended by striking out the following:

“3306. Competitive service; departmental service; apportionment.”.

(c) Section 3302 of title 5, United States Code, is amended by striking out “3306 (a) (1),”.

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

JUN 10 1975

Honorable David N. Henderson
Chairman, Committee on Post Office
and Civil Service
House of Representatives
Cannon House Office Building
Washington, D.C. 20515

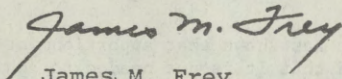
Dear Mr. Chairman:

This is in reply to the Committee's request for the views of this Office on H.R. 473, "To repeal section 3306 of title 5, United States Code, to eliminate the requirement of apportionment of appointments in the departmental service in the District of Columbia."

The purpose of this bill is to repeal the 1883 law which requires that appointments to Federal positions in the Washington, D.C. area be apportioned among the States according to population. In its report, the Civil Service Commission sets out a number of reasons for supporting elimination of this restriction on appointments, and recommends enactment of the bill.

We concur in the views expressed by the Civil Service Commission and, accordingly, recommend enactment of H.R. 473.

Sincerely,



James M. Frey
Assistant Director for
Legislative Reference

UNITED STATES CIVIL SERVICE COMMISSION

WASHINGTON, D.C. 20415

June 10, 1975

Honorable David N. Henderson
Chairman, Committee on Post
Office and Civil Service
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

This is in further response to your request for the Commission's views on H.R. 473, a bill "to repeal section 3306 of title 5, United States Code, to eliminate the requirement of apportionment of appointments in the departmental service in the District of Columbia."

The Commission strongly supports enactment of this legislation. Experience in administering the apportionment requirement in section 3306 has convinced us that it is an outmoded, ineffective, and cumbersome device that acts as a barrier to full equal employment opportunity and has no place in a modern, streamlined Federal merit system.

The apportionment requirement was included in the Civil Service Act in 1883 as an expression of public policy that all sections of the country should have a proportionate share of Federal appointments to headquarters jobs in Washington, D. C. It has since been extended by Executive order to apply to headquarters jobs in the entire Washington, D.C., metropolitan area.

Under the 1883 law, 40 percent of all competitive civil service jobs were concentrated in the District of Columbia. In those early, experimental days of the merit system, it was considered important to provide a positive device to keep this large block of desirable jobs as accessible as possible to that part of the Nation's populace isolated from the Capital by distance and poor transportation facilities. Earlier practices in filling jobs in Washington suggested that without an apportionment requirement the lion's share of jobs might go to office seekers who took up residence in Washington for the express purpose of gaining special advantage in acquiring a Washington "plum."

Experience has shown that apportionment has not worked out as intended and that it is not needed to achieve an equitable distribution of Federal jobs. The conditions that led to its adoption have, of course, changed dramatically. Now, fewer than 1 in 7 of the jobs in the competitive civil service are located in Washington, D. C.

And with growing decentralization, the nature of field jobs has changed drastically. Much policy formulation and decisionmaking are currently being carried out in Federal offices across the country and high-paying responsible positions are found in every State.

Another change that has taken place since 1883 is significant here. Now, to a greater extent than ever, headquarters jobs are filled by employees already working in field offices. This is largely accounted for by the greater mobility in our work force, a greater need for field experience at the headquarters level, and the growth in the number of responsible field jobs providing the desired experience.

Our records show 41 States and territories currently in arrears and 15, including the metropolitan area of the District of Columbia, in excess of their apportionment quotas. This imbalance has remained virtually unchanged for the last 25 years or more. Apportionment simply has not made a significant difference in the number of persons from States perennially in arrears who take employment in Washington, D.C. To a considerable extent this is because residents of the States in arrears who want Federal jobs find they can get them in their own States without having to uproot self and family to move to Washington.

But this does not mean that residents of States in arrears do not participate fully in Federal employment or that they would participate any less if there were no apportionment requirement. As a matter of fact, the percentage of total Federal employment in most States does tend to correspond to their percentage of the total U.S. population. For example, California, though it is in arrears for apportionment purposes, nevertheless has some 300,000 Federal jobs within the State. In contrast, about half the States in excess of their quotas actually have fewer Federal employees within their borders than their populations would call for if all Federal jobs were equally distributed according to State population.

It is important to note, too, that many employees from States in arrears are working at headquarters without showing up in their States' statistics. This happens because career employees who move from field to headquarters positions are not charged against the apportionment quotas. Apportionment figures--which are very difficult to keep--just do not tell the whole story about how many residents of any given State are working in Washington. In this connection, the processes of keeping track of the status of apportionment and of applying it in the maintenance of our lists of eligibles have become an administrative burden at variance with a modern appointment system.

While the Commission feels that repeal of apportionment is amply justified by the failure of the requirement to achieve its intended purpose and by the fact that it is largely an anachronistic administrative burden, this is not our principal objection to it. We feel strongly that in concept and in operation it is contrary to the fundamental principles of the merit system. Under apportionment, candidates who are only marginally qualified, but who are from States in arrears, receive consideration for headquarters positions before exceptionally well-qualified candidates from States in excess of their apportionment quotas. This is offensive to the principles on which our competitive civil service system rests.

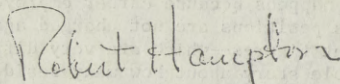
Also, inherent in the apportionment requirement are adverse equal employment opportunity implications which deserve mentioning. By law, the apportionment requirement does not apply to veterans. Because of the nature of our veteran population, this statutory exemption has caused women to have to bear more than their fair share of the burden of apportionment. This situation was certainly not intended in 1883 (when there was no exemption for veterans); it constitutes still another reason for repealing the requirement.

In short, the apportionment requirement is one that has long outlived its usefulness and purpose. Developed in an earlier day to meet the needs of the service at that time, it stands today as a non-merit factor wholly inconsistent with the principles of the competitive civil service, as a negative force in the area of equal employment opportunity, and as an administrative burden incompatible with a modern, streamlined appointment system. For these reasons, the Commission vigorously supports enactment of H.R. 473.

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,



Chairman

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-84938

March 28, 1975

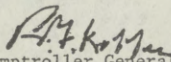
The Honorable David N. Henderson, Chairman
Committee on Post Office and Civil Service
House of Representatives

Dear Mr. Chairman:

Your letter of January 23, 1975, requested our report on H.R. 473, 94th Cong., 1st Sess., a bill "To repeal section 3306 of title 5, United States Code, to eliminate the requirement of apportionment of appointments in the departmental service in the District of Columbia."

On November 30, 1973, we submitted to Congress our report--B-84938--entitled "Proposed Elimination of the Apportionment Requirement for Appointments in the Departmental Service in the District of Columbia," copy enclosed. That report recommended enactment of H.R. 8972, 93d Cong., 1st Sess., which was identical to H.R. 473. Our position remains the same, i.e., the apportionment requirement should be eliminated so that agencies and departments will no longer be required to comply with a requirement that has outlived its usefulness, and accordingly it is recommended that H.R. 473 be enacted.

Sincerely yours,


Deputy Comptroller General
of the United States

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COMMISSIONER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20540

March 23, 1975

D-0-0-0

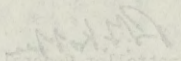
The Honorable David M. Bonior, Chairman
Committee on Labor, Education and Civil Service
House of Representatives

Dear Mr. Chairman:

Your letter of January 23, 1975, requesting our report on H.R. 473, "Civil Service Reform Act of 1975" is hereby acknowledged. The United States Civil Service Commission is currently reviewing the bill and will submit a report to the House of Representatives in the near future.

On November 20, 1974, we submitted to Congress our report on H.R. 473, "Civil Service Reform Act of 1975". The report contains a detailed analysis of the bill and its impact on the federal civil service. The report also contains a copy of the bill as amended. The report was submitted to the House of Representatives and the Senate. The report was also made available to the public. The report is available in both printed and microfilm form. The report is also available on the Commission's website. The report is a valuable resource for anyone interested in the federal civil service.

Sincerely yours,


Commissioner General of the United States

