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FOR THE ~~THE~~ NEXT 15 OR 20 MINUTES ~~I~~ I AM GOING TO
BREAK THE BEST RULE FOR STAYING OUT OF TROUBLE...KEEPING
MY MOUTH SHUT.

SERIOUSLY, I AM VERY HAPPY TO BE HERE TODAY BECAUSE
I CONSIDER IT AN HONOR AND A PRIVILEGE TO TALK WITH
MICHIGAN'S LETTER CARRIERS. IT IS AN HONOR AND A
PRIVILEGE BECAUSE I LOOK UPON EVERY ONE OF YOU AS BEING
IN THE SERVICE OF YOUR COUNTRY...AND ~~THESE ARE~~ THERE
IS NO SERVICE ^{MORE} ~~DESERVING OF~~ ~~THE~~ RESPECT.

2/ NOTES

WHAT I SAID EARLIER ABOUT TROUBLE WAS JUST A GAG, ~~I~~
^{NATURALLY.} ~~THAT'S~~ THAT'S REALLY WHAT A CONGRESSMAN'S JOB IS...
LISTENING TO PEOPLE'S TROUBLES AND TRYING TO DO SOMETHING
ABOUT THEM.

FELLOWS
~~THESE~~ OF COURSE, SOME ~~THESE~~ FIGURE IT'S BEST TO KEEP
THEIR TROUBLES TO THEMSELVES. THEY SAY HALF THE PEOPLE
YOU TELL THEM TO DON'T WANT TO HEAR THEM...AND THE OTHER
HALF ARE GLAD TO HEAR THAT YOU'RE ~~GETTING~~ "GETTING YOURS."

SERIOUSLY, YOU SHOULD TALK ABOUT YOUR TROUBLES. ~~I~~ AND
I'M HERE
~~TO~~ TO TALK ABOUT THEM WITH YOU.

3/ NOTES

ONE OF THE TOPICS I WANT TO DISCUSS WITH YOU IS
UNION-MANAGEMENT LEGISLATION FOR GOVERNMENT EMPLOYEES.

THIS IS THE HOTTEST ~~TOPIC~~ SUBJECT GOING RIGHT NOW
IN THE ~~HOUSE~~ HOUSE POST OFFICE AND CIVIL
SERVICE COMMITTEE.

ABOUT 100 BILLS HAVE BEEN INTRODUCED ON THIS SUBJECT.
SO THERE IS GREAT INTEREST IN IT, BUT I WANT TO IMPRESS
UPON YOU THAT THERE ALSO IS A GREAT LACK OF AGREEMENT ON IT
...NOT JUST AMONG MEMBERS OF THE CONGRESS BUT AMONG
THE GOVERNMENT UNIONS. ~~THEY ARE~~

4/ NOTES

AS A RESULT OF THIS LACK OF UNANIMITY, CONGRESSMAN
BOB CORBETT OF PENNSYLVANIA, ~~THE~~ THE SENIOR REPUBLICAN
ON THE COMMITTEE, HAS ENDORSED THE LEGISLATION IN
PRINCIPLE BUT HAS NOT EMBRACED ANY PARTICULAR BILL.
AND CONGRESSMAN TAD DULSKI OF NEW YORK, THE COMMITTEE
CHAIRMAN, HAS INTRODUCED FOUR BILLS ON ~~THE~~ THE SUBJECT
SO AS TO COVER ~~THE~~ THE WHOLE WATERFRONT.

~~THESE~~
SOME OF THE BILLS APPLY ONLY TO THE POSTAL UNIONS;
OTHER BILLS APPLY TO ALL THE FEDERAL EMPLOYE UNIONS.

5/ NOTES

AS YOU KNOW, THE GENERAL THRUST OF THE LEGISLATION WOULD BE TO WRITE INTO LAW THE PROCEDURES UNDER WHICH FEDERAL EMPLOYE ORGANIZATIONS WOULD BE RECOGNIZED FOR PURPOSES OF NEGOTIATING WITH REGARD TO WORK SCHEDULES, PROMOTIONS, DISTRIBUTION OF OVERTIME, HAZARDOUS WORK, THE SCHEDULING OF VACATIONS, LEAVE, AND EMERGENCY TIME OFF, GENERAL WORKING CONDITIONS, SAFETY AND INDUSTRIAL HEALTH, DISCIPLINE, ~~SAFETY~~ AND GRIEVANCE AND ~~SAFETY~~ APPEALS PROCEDURE.

6/ NOTES

SUCH PROCEDURES ARE PROVIDED FOR NOW IN THE EXECUTIVE ORDER ISSUED BY THE LATE PRESIDENT JOHN F. KENNEDY IN JANUARY 1962--E.O. 10988. OF COURSE THAT EXECUTIVE ORDER DEALS WITH LABOR*MANAGEMENT RELATIONS IN THE ENTIRE FEDERAL SERVICE...NOT JUST THE POSTAL SERVICE. IT DOESN'T JUST AFFECT THE LETTER CARRIERS OR THE POSTAL CLERKS.

W. V. GILL, LABOR RELATIONS DIRECTOR OF THE U.S. CIVIL SERVICE COMMISSION, RECENTLY TESTIFIED BEFORE THE HOUSE SUBCOMMITTEE ON PERSONNEL OF THE POST OFFICE AND CIVIL

7/ NOTES

SERVICE COMMITTEE ON E.O. 10988. HE TALKED ~~■~~ OF REVISING
E.O. 10988. HE SPOKE IN FAVOR OF ~~■~~ IT TO
GIVE EMPLOYEE ORGANIZATIONS A STRONGER VOICE AND TO ANSWER
THEIR OBJECTIONS TO PRESENT PROCEDURES AND ADVISORY
ARBITRATION.

THERE ARE THOSE WHO ARE REMINDING PRESIDENT NIXON
THAT HE SPOKE DURING THE CAMPAIGN OF PROPOSING
LEGISLATION...NOT ISSUING AN EXECUTIVE ORDER...BUT
PROPOSING LEGISLATION WHICH "WILL INSURE THE PARTICIPATION
OF FEDERAL EMPLOYEES IN THE FORMULATION AND IMPLEMENTATION

8/ NOTES

OF PERSONNEL POLICIES DIRECTLY RELATED TO THEIR
EMPLOYMENT."

FIRST OF ALL, LET ME TELL YOU THAT UNLIKE SOME
POLITICIANS ~~■~~ DICK NIXON IS BEING AMAZINGLY FAITHFUL
IN CARRYING OUT HIS CAMPAIGN PROMISES. THIS WAS REMARKED
UPON RECENTLY BY ONE OF WASHINGTON'S MOST OUTSTANDING
NEWSMEN.

NIXON ADMINISTRATION
AND NOW LET ME TELL YOU THIS...THAT THE ~~■~~
~~■~~
IS PREPARING A POST OFFICE DEPARTMENT REFORM BILL WHICH
~~■~~ WILL DEFINITELY CONTAIN PROVISIONS AIMED

9/ NOTES

AT IMPROVING LABOR-MANAGEMENT RELATIONS IN THE POSTAL SERVICE. I HAVE THAT INFORMATION ON THE BEST POSSIBLE AUTHORITY. NOW...IS THAT LEGISLATION OR ISN'T IT?

I DON'T KNOW THE DETAILS, BUT I CAN TELL YOU THAT THE PRESIDENT IS VERY MUCH INTERESTED IN BETTER LABOR-MANAGEMENT RELATIONS IN THE POST OFFICE DEPARTMENT.

POSTMASTER GENERAL "RED" BLOUNT AND HIS KEY PEOPLE ARE LITERALLY WORKING NIGHT AND DAY TO GET THAT POSTAL REFORM BILL READY FOR ACTION BY THE CONGRESS THIS YEAR. THEIR TARGET DATE IS JUNE 1.

10/ NOTES

I CAN ASSURE YOU THAT THE NIXON ADMINISTRATION'S POSTAL REFORM BILL WILL BE A COMPREHENSIVE APPROACH TO THE PROBLEMS OF THE POSTAL SYSTEM...NOT JUST TAKING IN THE KAPPEL COMMISSION RECOMMENDATIONS BUT GOING FAR BEYOND THAT.

THE ADMINISTRATION IS FULLY AWARE THAT 87 per cent OF POST OFFICE DEPARTMENT EMPLOYEES ARE UNIONIZED. THEY ARE VERY MUCH AWARE OF YOUR PROBLEMS...AND SO I CAN ASSURE YOU THAT THEY WILL BE DEALING WITH THEM IN THEIR REFORM BILL.

11/ NOTES

LET ME BRING TO YOUR ATTENTION ANOTHER DICK NIXON
THESE PROMISES
CAMPAIGN PROMISE. WE HAVE NO NEED TO BURY BECAUSE
WE INTEND TO MAKE GOOD ON THEM.

MR. NIXON SAID:

"THE REPUBLICAN PLATFORM PROVIDES FOR INSURING
COMPARABILITY OF FEDERAL SALARIES WITH PRIVATE ENTERPRISE
PAY. IF THIS PLEDGE, WHICH I WHOLEHEARTEDLY APPROVE, IS
TO BE MADE MEANINGFUL, I BELIEVE IMPROVEMENTS CAN AND
SHOULD BE MADE IN THE PRESENT FEDERAL WAGE BOARD SYSTEM
AND IN THE POSTAL PAY SURVEY SYSTEM.

12/ NOTES

MR. NIXON WENT ON TO SAY:

"SURVEY TEAMS AND WAGE BOARD DETERMINATIONS
ARE BASED TODAY ON STATISTICS AS MUCH AS A YEAR OLD.
THIS IS BECAUSE OF THE ADMINISTRATIVE LAG BETWEEN THE
COMPILATION OF PRIVATE PAY STATISTICS WITH ACTUAL
FEDERAL DETERMINATIONS. A FIRST PRIORITY OF MY
ADMINISTRATION IS A THOROUGH AND LONG OVERDUE STUDY OF
THE EXECUTIVE DEPARTMENT BY AN INDEPENDENT COMMISSION,
PATTERNED AFTER THE HOOVER COMMISSION. I WILL DIRECT THE
COMMISSION TO EXAMINE WAGE BOARD AND POSTAL SURVEY

PROCEDURES WITH A VIEW TO IMPROVING AND ACCELERATING
THEIR ADMINISTRATION."

DICK NIXON ALSO PLEDGED DURING THE CAMPAIGN THAT THERE
WOULD BE MORE CAREER INCENTIVES IN THE FEDERAL SERVICE
DURING HIS ADMINISTRATION. HE IS CARRYING OUT THAT
PROMISE. VERY ~~RECENTLY~~ SHORTLY AFTER BEING INAUGURATED HE
MOVED TO TAKE POLITICS OUT OF THE POST OFFICE
IS SEEKING
DEPARTMENT. HE ~~WANTS~~ TO MAKE MORE ~~OPPORTUNITIES~~
AVAILABLE TO FEDERAL EMPLOYEES TO COME UP THROUGH THE RANKS.

I KNOW YOU'RE UNHAPPY ~~THAT~~ THAT YOU WON'T BE GETTING
MORE THAN A 4.1 per cent PAY INCREASE ON ~~THE~~ JULY 1.
~~THE PROBLEM OF FEDERAL PAY ADJUSTMENTS~~ WE NEED A BETTER WAY
OF HANDLING THE PROBLEM OF FEDERAL PAY ADJUSTMENTS BUT
IT WON'T COME TOMORROW... AND THE BEST AUTHORITY FOR THAT
STATEMENT IS REP. MORRIS UDALL OF ARIZONA, CHAIRMAN OF
THE SUBCOMMITTEE ON COMPENSATION OF THE HOUSE POST OFFICE
AND CIVIL SERVICE COMMITTEE. UDALL, IN FACT, RECENTLY
~~HE~~ TOLD THE ORGANIZATION OF PROFESSIONAL EMPLOYEES OF THE

15/ NOTES

DEPARTMENT OF AGRICULTURE THAT EVEN THE PAY RAISE THAT IS
[REDACTED] DUE ON JULY 1 WOULD NOT HAVE BEEN POSSIBLE THIS
YEAR IF IT HAD NOT BEEN FOR THE THREE-YEAR SYSTEM OF

PAY RAISE STEPS APPROVED BY THE CONGRESS IN 1967. [REDACTED]
INCIDENTALLY, I VOTED FOR THOSE THREE PAY RAISES.

UDALL POINTED TO THE CURRENT ATTEMPTS BEING MADE TO
HOLD DOWN FEDERAL SPENDING. [REDACTED]

[REDACTED]
[REDACTED] AS YOU KNOW, PRESIDENT NIXON HAS CUT FORMER PRESIDENT
[REDACTED]
JOHNSON'S FISCAL 1970 BUDGET BY \$4 BILLION [REDACTED]
BECAUSE WE'VE GOT TO
[REDACTED] FIGHT [REDACTED] INFLATION.

16/ NOTES

BUT THERE ARE SOME MEMBERS OF CONGRESS WHO ARE NOT
SATISFIED WITH THAT DEGREE OF BUDGET-CUTTING. FOR
EXAMPLE, CHAIRMAN WILBUR MILLS OF THE HOUSE WAYS AND
MEANS COMMITTEE WANTS TO FORCE THE PRESIDENT TO CUT
ANOTHER \$5 BILLION OR SO OUT OF THE REVISED BUDGET.
I REALLY DON'T KNOW WHERE THAT WOULD TAKE US.

THERE IS NO QUESTION THAT THE 91ST CONGRESS IS
ECONOMY-MINDED. THERE IS ALSO NO QUESTION THAT
FIGHTING INFLATION IS ONE OF OUR TOP PRIORITIES.

WHAT WE HAVE TO DO IS TO LOOK AT THE WHOLE PICTURE.

DO YOU WANT A CONTINUATION OF WHAT I CALL "THE POLITICS
OF INFLATION?" YOU KNOW WHAT THAT MEANS...YOU GET A
GOOD PAY RAISE, THE GOVERNMENT KEEPS SPENDING
'WAY BEYOND ITS MEANS, PRICES KEEP GOING UP AND UP
AND UP, AND YOUR PAY RAISES,...NO MATTER HOW
SIZABLE...ARE WIPED OUT BY INCREASES IN PRICES AND TAXES.
IS THAT REALLY WHAT YOU WANT?

18/ NOTES

OR DO YOU WANT POLITICS BASED ON SOUND, RESPONSIBLE
GOVERNMENT...A GOVERNMENT WITH POLICIES THAT PRODUCE A
SOUND DOLLAR AND STABLE PRICES...SO THAT WHEN YOU GET
A PAY INCREASE YOUR ADDED DOLLARS WILL
IMPROVE YOUR LOT AND NOT GET WIPED OUT IN A TIDE OF
INFLATION AND MORE TAXES?

I THINK YOU WANT WHAT THE NIXON ADMINISTRATION WANTS
FOR YOU...A POSTAL SERVICE FROM WHICH POLITICS HAS BEEN
REMOVED AND FOR WHICH YOU WILL BE PROUD TO WORK, A

GOVERNMENT THAT PROTECTS YOUR DOLLAR AND IS DETERMINED
THAT YOU SHALL IMPROVE YOUR SITUATION IN LIFE, A
GOVERNMENT THAT RESPECTS YOU ~~AND~~ AND IS NOT OUT TO
BUY YOUR VOTE THROUGH THE ~~THE~~ POLITICS OF INFLATION.

I ADMIRE EVERY ONE OF YOU; I ADMIRE EVERY AMERICAN
WHO EARNS AN HONEST LIVING...AND, BELIEVE ME, I'M WITH
EVERY WORKER
YOU IN WANTING TO SEE ~~TO~~ IT THAT ~~IS~~ IS PAID
ADEQUATELY FOR HIS LABORS.

THE PRESENT ADMINISTRATION IS DEDICATED TO JUST
TREATMENT AND JUST COMPEN ~~SATION~~ FOR EVERY FEDERAL EMPLOYEE.

20/ NOTES

LET'S WORK TOGETHER TO ACHIEVE ~~THE~~ THAT GOAL.
IF WE ARE PULLED APART, WE WILL ACCOMPLISH NOTHING.
IF WE PULL TOGETHER, WE CAN ACHIEVE GREAT THINGS.
LET US, AS PRESIDENT NIXON HAS SAID, MOVE FORWARD
TOGETHER.

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PRESIDENT-ELECT NIXON CAMPAIGN PROMISES

Richard M. Nixon, as the Republican candidate for President provided the United Federation of Postal Clerks, on September 26, with a policy statement entitled, "Federal Personnel Policies in the Nixon Administration." The statement by Candidate Nixon was in response to a letter from UFPC National Legislative Director Patrick J. Nilan in late July, enclosing the Federation's legislative program with particular emphasis on the absolute need for enactment of "FEDERAL EMPLOYE LABOR MANAGEMENT RELATIONS" by law.

Mr. Nixon was requested to comment on the UFPC program with a position statement concerning our legislative goals if elected President. Similar material was submitted to the other Presidential candidates, Vice President Hubert H. Humphrey and former Alabama Governor, George C. Wallace. And for the first time in the history of the Federation, all three major candidates for the Presidency responded with detailed and formal position statements on the UFPC legislative program as requested—which were subsequently published in the Federation News Service—prior to the November 5 election.

Now that Mr. Nixon has been elected as the 37th President of the United States and will be inaugurated on January 20, it is appropriate to again publish President-Elect Nixon's statement. This is being done, not only for the information of our members, but also with the suggestion that our UFPC Local and State officers and officers of the Woman's Auxiliary visit with their respective Congressman and Senators (particularly Republicans—for very obvious reasons) and point out the campaign promises by Mr. Nixon to our union and all Federal employees which we hope will be lived up to through favorable and positive legislative proposals submitted to the 91st Congress by President Richard M. Nixon and the new Republican Administration after January 20, 1969.

As you review the following pre-election statement by Richard M. Nixon, it is particularly important to understand that Mr. Nixon has carefully worded the statement in general terms and provides no specific insight as to exactly what kind of legislation he may propose in the areas with which we are vitally concerned. For example, nowhere in his policy statement does he even suggest that his Administration will initiate legislation which would establish **COLLECTIVE BARGAINING** by law in the Federal Service or establish **EQUALITY** between employee unions and management at the bargaining table. In our opinion, the "time of truth" regarding Mr. Nixon's campaign promises will only come in the weeks and months following his inauguration as President and **AFTER** his Administration actually proposes legislation defining the specifics of his September 26, campaign promises to Federal employees.

FEDERAL PERSONNEL POLICIES IN THE NIXON ADMINISTRATION

An important task of the new Administration will be to assure the protection of the constitutional rights of federal employees. Federal employees in my Administration are not to be treated as numbers in a machine or as "second-class" citizens.

The success of any administration depends upon the pride, the dedication and the professional spirit of those who administer the laws and staff the functions of the Federal Government. Much can be done to encourage a greater sense of pride and individual self-responsibility on the part of our government's employees. I want every employee to feel a sense of personal involvement in the service he renders his country. There must be mutual respect between the administration and the individual.

To this end I will see to it, as called for in the Republican Platform, that "snooping, meddling, and pressure by the Federal Government on its employees" is ended. Effective, independent machinery should be established within the Federal Executive to which an employee may appeal for a hearing in the case of a violation of his or her rights, particularly an invasion of his or her privacy. Procedures should be established to assure that these appeals be heard expeditiously and at minimum expense to the employee.

I intend further to propose legislation which will insure the participation of Federal employees in the formulation and implementation of personnel policies directly related to their employment. This legislation should further recognize the right of Federal employee

to join an employee organization if he chooses to do so and should provide for meaningful consultation between the employee organization and those in positions of management. The legislation should spell out procedures to insure that charges of unfair labor practices can be heard expeditiously by an independent forum. I think a great deal can be accomplished by encouraging close cooperation between management and employee at all levels of the Federal service.

The Republican Platform provides for insuring comparability of Federal salaries with private enterprise pay. If this pledge, which I wholeheartedly support, is to be made meaningful, I believe improvements can and should be made in the present Federal wage board system and in the postal pay survey system.

Survey teams and wage board determinations are based today on statistics as much as a year old. This is because of the administrative lag between the compilation of private pay statistics with actual Federal determinations. A first priority of my Administration is a thorough and long overdue study of the Executive Department by an independent commission, patterned after the Hoover Commission. I will direct the commission to examine wage board and postal survey procedures with a view to improving and accelerating their administration.

I will recommend procedures providing for fuller employee participation in their administration. In testimony before Congress this month (September) it was suggested that a survey be instituted in all areas at the same time—

(Continued on page 6)

qualified in the Federal Civil Service entrance examination, or in the Management Interns examination, to be appointed to supervisory positions in the Postal Service.

Our union pointed out at that time that the overwhelming majority of all postal employees are "locked in" in the lower salary levels with few, if any, opportunities to advance during their entire period of service. Today we are specifically opposing the "Seattle Project" on the same basis, namely, that with only 32,000 supervisor positions available to 700,000 postal employees, there can be absolutely no real need for any supervisory appointment policy which would permit employees to be selected from one post office and promoted to a supervisory position in another.

Our organization has historically opposed any type of discrimination or restrictions on postal employees, as far as promotional opportunities are concerned that could even remotely result from any color, creed, or national origin, or other type of discrimination. It is our belief that the present supervisor promotional system protects all postal employees against any discrimination for supervisor appointments within their respective post offices, on the basis of color, creed or national origin. Particularly, we believe that any change in the present promotional system could result in other factors being considered in making supervisor appointments.

It is entirely possible, for example, that politics could become an important basis or criteria for promotions, on the basis that an eligible employee could be transferred to another post office and promoted to a higher level, sim-

ply on the basis of his political, fraternal or religious affiliation. We do not believe any such consideration in making appointments would be in the best interest of the Postal Service, or postal employees, or the citizens of this great country which we serve as dedicated postal employees.

Human Problems

It is our hope that this Committee will consider the extremely severe morale problems which could result if a postal clerk in order to be promoted to a supervisory position, would be required to accept such a position in a post office several hundred or even thousands of miles away from his residence. If he did not accept such a transfer, it appears he would have no further opportunity for promotion, even within the post office in which he is employed.

Therefore, such an employee would be required to uproot his family from the community in which he lived, and would prefer to live in if he had a choice. It would be necessary for him and his family to leave a community where religious, educational, fraternal, and many other family considerations would have to be ignored if he were to accept a promotion in a post office away from his lifelong community residence.

In conclusion, we would like to make it crystal clear that the United Federation of Postal Clerks opposes the Carter Development Plan or the so-called "Seattle Project" regardless of whether initial supervisor positions or other higher level supervisor positions are involved. For exam-

(Continued on page 22)

Nixon Personnel Policies

(Continued from page 3)

that data be compiled quickly with the aid of employee groups and the recommendations be forthcoming within a specific limited period of time. Such procedures are necessary if meaningful comparability is to be achieved. I further believe that procedures should be instituted providing for third-party involvement, providing there is mutual agreement, in order to insure successful resolution of employee/management differences.

A major effort must be made to encourage more career incentives in the Federal Service. The problem in the postal service is particularly critical. A minute percentage of postal workers who pass the examinations for supervisor are actually promoted. More opportunities must be available to come up "through the ranks."

Finally, I intend to direct the appropriate officials of the Administration to examine the comparability of all areas of fringe benefits including Federal employee retirement benefits, particularly with Social Security and railroad retirement programs. At present, of approximately 800,000 retired Federal employees and survivors approximately 1/4 are receiving annuities of less than \$200 a month. The retirement system must be on a sound financial basis. Provisions should be made whereby the individual Federal employee can make meaningful increases in his or her con-

tributions to the retirement system. By the same token the government must uphold its obligations to the employee.

Throughout the years employee organizations accepted without question the law which forbids to government employees the right to strike. For the first time in history during the past two years, employee groups have become restive and have begun to argue for the repeal of this legislation. Obviously something is wrong with employee morale in the Federal Government and new leadership is necessary if mutual confidence is to be restored between management and employee.

In this vein, I believe that the most fundamental requirement for a new Administration is to re-establish a sense of pride in public service and to restore the dignity of a Federal worker. With the dramatic growth of Federal agencies in recent years, there has been a tendency for the individual to be "swallowed up" in the vastness of the institution. This leads to downgrading the requirements for initiative dedication, and personal involvement in the functions of the agency or department. Service to one's country, whether in military or in the Federal civilian establishment, must receive the respect which it deserves. Federal employees are competent, hard-working, dedicated, and unselfish. They deserve, and will receive that kind of respect in my Administration.

EDITORS NOTE: Certain parts of President-Elect Nixon's statement of particular interest to our membership have been emphasized by the use of heavier type.

Unless Costs Are Cut

Rep. Olsen Predicts Defeat Of Postal Rate Increase Plea

WASHINGTON—Rep. Arnold Olsen, chairman of the House subcommittee on postal rates, has predicted defeat of the Nixon Administration's request for a postal rate increase, unless something is done to curb "spiraling costs" within the Post Office Department.

Olsen said he has advised the President and the Postmaster General that many in Congress believe the new rate-hike proposal should be preceded by a "thorough review of postal organization and an intensive cost ascertainment study."

The Montana Democrat said he would begin hearings shortly on the department's cost ascertainment system.

"One of our objectives will be the setting of a target date for instituting an incremental (out of pocket) cost system which would permit the department to make better rate and management decisions," he said.

Olsen said he believes a study of the postal cost ascertainment system would reveal that some categories of mail are already paying their fair share while others are not.

If it is shown that first class mail pays its own way now, he said, then the administration's request for a penny increase in this category "would amount to nothing more than an added tax of \$557.2 million on those using first class."

Olsen called on the administration to make a thorough study of the postal establishment "to prove or disprove the need for higher postal rates."

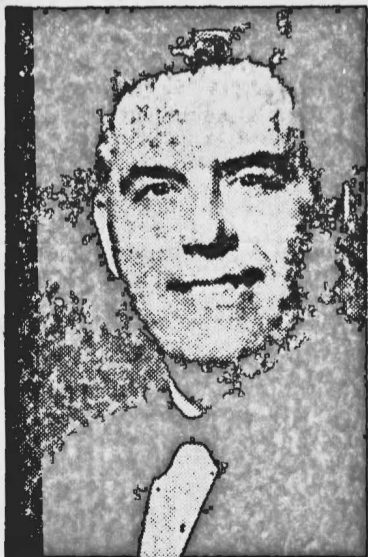
In addition to increasing letter mail from 6 to 7 cents, as proposed by the Johnson Administration, President Nixon is also asking Congress to increase second and third-class mail.

For bulk third-class mail and most magazines and newspapers, the rates would be increased 16 percent to 20 percent above today's levels. These percentages include rate hikes already scheduled by previous action of Congress. The one-cent increase proposed for first-class letters represents a 16.7 per cent rise.

Nixon's recommended increases will reduce the record \$1.2 billion 1970 postal deficit by more than \$600 million.

HERE is a summary of the President's postal rate recommendations:

First-class mail: Letters and post cards would be increased one cent, to 7 cents an ounce and 6 cents a piece respectively, on July 1, 1969.



Exalted Ruler

ROBERT M. GARDNER, management analyst for the Defense Contract Administration Services Region, Los Angeles, has been elected exalted ruler of the Pasadena Elks Lodge No. 672. The 60-year-old lodge has more than 2,000 members.



Mr. Lincoln's Log Cabin

BILL CARNAHAN, supply employee at Hill Air Force Base, Utah, displays a log cabin he built from 15,000 pennies he saved. In case your interest runs along these lines, the cabin weighs 100 pounds.

Airmail postage would remain at 10 cents. This would yield \$557.2 million in new revenues.

Second-class mail: A handling charge of three-tenths of a cent a piece for circulation outside home counties, would become effective July 1, 1970. This would yield \$15.3 million annually and would represent a 12 per cent increase in addition to the 8 per cent rise scheduled to take effect Jan. 1, 1970.

Third-class mail: For single pieces, rates would be increased one cent a piece. This would yield \$12.4 million. For regular bulk-third class, the minimum would be increased to a uniform rate of 4.2 cents Jan. 1, 1970, as contrasted with the present rate of 3.6 cents. The 1970 increase would lift revenues by \$46.8 million annually.

Special Services: Winton Blount, postmaster general, also has announced that he will, under his administrative authority, propose fee increases in special postal services which will yield about \$20 million annually. These include: special delivery, registered mail, C.O.D. and return receipts. The detailed fee proposals for these special services will be published in the Federal Register.

Blount said he did not endorse

the previous administration's proposal to merge airmail with first-class mail because airmail is guaranteed airplane space while letter mail is airlifted when space is available.

"We are not yet satisfied that the service needs of the public can be met with one, consolidated class of letter mail.

"While we have no choice but to seek rate increases this year, I want to make it clear that we are determined to break this cycle of growing deficits and frequent postage increases.

"Rising wage costs, which account for about 80 per cent of all postal costs, plus lagging mechanization and archaic management methods, are the underlying reasons for the all too frequent rate increases in recent years," the postmaster general said.

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Galbraith Tapped For Indonesia

WASHINGTON—President Nixon has announced he will nominate Francis Joseph Galbraith, a career Foreign Service officer, to be Ambassador to Indonesia.

If confirmed by the Senate, Galbraith will succeed Marshall Green, who has been named assistant secretary of state for East Asian and Pacific affairs.

Galbraith has been ambassador to Singapore since 1966. Prior to that, he was deputy chief of the mission in Indonesia.



Public Law 90-206
90th Congress, H. R. 7977
December 16, 1967

Federal Pay

An Act

To adjust certain postage rates, to adjust the rates of basic compensation for certain officers and employees in the Federal Government, and to regulate the mailing of pandering advertisements, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Postal Revenue and Federal Salary Act of 1967".

Postal Revenue
and Federal Sal-
ary Act of 1967.

TITLE I—POSTAL RATES

FIRST-CLASS MAIL

SEC. 101. (a) Sections 4252 and 4253 of title 39, United States Code, 74 Stat. 664, are amended to read as follows:

"§ 4252. Size and weight limits

"The maximum size of first-class mail is one hundred inches in length and girth combined and the maximum weight is seventy pounds.

"§ 4253. Postage rates on first-class mail

"(a) Postage on first-class mail is computed separately on each letter or piece of mail. Except as otherwise provided in this section, the rate of postage on first-class mail weighing thirteen ounces or less is 6 cents for each ounce or fraction of an ounce.

"(b) First-class mail weighing more than thirteen ounces shall be mailed at the rates of postage established by section 4303(d) of this title and shall be entitled to the most expeditious handling and transportation practicable.

"(c) The rate of postage for each single postal card and for each portion of a double postal card, including the cost of manufacture, and for each post card and the initial portion of each double post card conforming to section 4251(c) of this title is 5 cents.

"(d) The rate of postage on business reply mail is the regular rate prescribed in this section, together with an additional charge thereon of 2 cents for each piece weighing two ounces or less and 5 cents for each piece weighing more than two ounces. The postage and charge shall be collected on delivery."

Post, p. 614.

74 Stat. 663.

81 STAT. 613

81 STAT. 614

(b) Section 4251(a) of title 39, United States Code, is amended by striking out "and (4)" and inserting in lieu thereof "(4) bills and statements of account, and (5)".

(c) Subsection (d) of section 4251 of title 39, United States Code, relating to the definition of drop letters, is repealed.

(d) The table of contents of chapter 59 of title 39, United States Code, is amended by striking out—

"4252. Weight limit."

and inserting in lieu thereof—

"4252. Size and weight limits."

AIRMAIL

SEC. 102. (a) Subsections (a) and (b) of section 4303 of title 39, United States Code, are amended to read as follows:

74 Stat. 665.

"(a) Except as provided in section 4304 of this title and subsection (b) of this section, the rate of postage on domestic airmail weighing not more than 7 ounces is 10 cents for each ounce or fraction thereof.

"(b) The rate of postage on each postal card and post card sent as domestic airmail is 8 cents."

74 Stat. 665.

(b) Subsection (d) of section 4303 of title 39, United States Code, is amended—

(1) by striking out paragraph (1) and inserting in lieu thereof the following:

“(1) The rates of postage on air parcel post are based on the eight zones described in section 4553, or prescribed pursuant to section 4558, of this title in accordance with the following tables:

74 Stat. 674 •
80 Stat. 818,
816.

	"Zones					
	Local 1, 2, and 3	4	5	6	7	8
Not over 1 lb.	\$0.80	\$0.80	\$0.80	\$0.80	\$0.80	\$0.80
Over 1 lb. but not over 1½ lbs.	.98	1.02	1.07	1.14	1.18	1.24
Over 1½ lbs. but not over 2 lbs.	1.16	1.23	1.34	1.47	1.55	1.68
Over 2 lbs. but not over 2½ lbs.	1.40	1.48	1.62	1.79	1.91	2.08
Over 2½ lbs. but not over 3 lbs.	1.64	1.73	1.90	2.11	2.27	2.48
Over 3 lbs. but not over 3½ lbs.	1.88	1.98	2.18	2.43	2.63	2.88
Over 3½ lbs. but not over 4 lbs.	2.12	2.23	2.46	2.75	2.99	3.28
Over 4 lbs. but not over 4½ lbs.	2.36	2.48	2.74	3.07	3.35	3.68
Over 4½ lbs. but not over 5 lbs.	2.60	2.73	3.02	3.39	3.71	4.08

81 STAT. 614

81 STAT. 615

For each pound or fraction of a pound in excess of five pounds in weight, the additional postage is as follows:

	"Zones	Rate
Local and zones 1, 2, and 3	+	\$0.48
Zone 4		.50
Zone 5		.56
Zone 6		.64
Zone 7		.72
Zone 8		.80

76 Stat. 832.

(2) by deleting paragraph (2); and

80 Stat. 1154.

(3) by striking out in paragraph (5), subparagraphs (B) and (C) and inserting in lieu thereof the following:

“(B) second-class publications published once each week or more frequently and featuring principally current news of interest to members of the Armed Forces and the general public which are mailed at or addressed to any such Armed Forces post office (i) in an overseas area designated by the President under section 4169 of this title or (ii) in an isolated, hardship or combat support area overseas, or where adequate surface transportation is not available; and

79 Stat. 1163.

“(C) parcels of any class of mail exceeding five pounds but not exceeding seventy pounds in weight and not exceeding one hundred inches in length and girth combined, including surface-type official mail, which are mailed at or addressed to any such Armed Forces post office where adequate surface transportation is not available.”

80 Stat. 1155.

(c) Section 4303(f) of title 39, United States Code, is amended by striking out “the Virgin Islands or the Canal Zone” wherever appearing therein and inserting in lieu thereof “or the Virgin Islands”.

74 Stat. 664.

(d) Section 4301(2) of title 39, United States Code, is amended by striking out the word “eight” and inserting in lieu thereof the figure “7”.

SECOND-CLASS MAIL PREFERRED RATES

76 Stat. 832.

SEC. 103. (a) Section 4358 of title 39, United States Code, is amended—

(1) by striking out subsection (a) and inserting in lieu thereof the following:

“(a) Except as provided in subsection (b), the rate of postage on publications admitted as second-class mail when addressed for delivery within the county in which they are published and entered is as follows:

	[In cents]		
	"Mailed during calendar year 1968	Mailed during calendar year 1969	Mailed after Dec. 31, 1969
Rate per pound	1.3	1.4	1.5
Minimum charge per piece	.2	.2	.2

(2) by adding at the end thereof the following:

“(d) (1) Except as provided in paragraph (2), the rates of postage on publications mailed in accordance with section 4359(a) of this title, 74 Stat. 669, of qualified nonprofit organizations, are as follows:

	[In cents]					
	"During calendar year 1968	During calendar year 1969	During calendar year 1970	During calendar year 1971	During calendar year 1972	During calendar year 1973 and there- after
Rate per pound:						
Advertising portion:						
Zones 1 and 2	2.35	2.9	3.45	4.0	4.55	5.1
Zone 3	2.55	3.3	4.05	4.8	5.55	6.3
Zone 4	2.95	4.1	5.25	6.4	7.55	8.7
Zone 5	3.35	4.9	6.45	8.0	9.55	11.1
Zone 6	3.5	5.2	6.9	8.6	10.3	12.0
Zone 7	3.5	5.2	6.9	8.6	10.3	12.0
Zone 8	3.5	5.2	6.9	8.6	10.3	12.0
Nonadvertising portion	1.9	2.0	2.1	2.1	2.1	2.1
Minimum charge per piece	.13	.15	.2	.2	.2	.2

“(2) The postage on an issue of a publication referred to in paragraph (1), the advertising portion of which does not exceed 10 per centum of such issue, shall be computed without regard to the rates applicable to the advertising portion prescribed in such paragraph.

“(e) The postage on classroom publications, mailed in accordance with section 4359(a) of this title, is 60 per centum of the postage computed in accordance with section 4359(b) of this title.

Post, p. 617.

“(f) The postage shall be 4.2 cents per pound on the advertising portion of publications (1) which are mailed for delivery in zones 1 and 2 in accordance with section 4359(a) of this title, (2) which are devoted to promoting the science of agriculture, and (3) when the total number of copies of the publications furnished during any twelve-month period to subscribers residing in rural areas consists of at least 70 per centum of the total number of copies distributed by any means for any purpose.

“(g) In lieu of the minimum charge per piece prescribed by section 4359(b) of this title, the minimum charge per piece for publications (other than publications to which subsections (d) and (e) of this section are applicable), when fewer than five thousand copies are mailed outside the county of publication, is 0.6 cent per piece when mailed during the calendar year 1968, 0.7 cent per piece when mailed during the calendar year 1969, and 0.8 cent per piece when mailed thereafter.

“(h) The publisher of a classroom publication, of a publication referred to in subsection (f) of this section, or of a publication of a nonprofit organization, before being entitled to the rates for the publications, shall furnish such proof of qualifications as the Postmaster General prescribes.

"(i) For the purposes of the application of this section with respect to each publication having original entry at an independent incorporated city, an incorporated city which is situated entirely within a county, or which is situated contiguous to one or more counties in the same State, but which is politically independent of such county or counties, shall be considered to be within and a part of the county with which it is principally contiguous.

Definitions.

"(j) As used in this section—

"(1) 'classroom publication' means a religious, educational, or scientific publication entered as second-class mail and designed specifically for use in classrooms or in religious instruction classes;

"(2) 'a publication of a qualified nonprofit organization' means a publication published by and in the interest of one of the following types of organizations or associations if it is not organized for profit and none of its net income inures to the benefit of any private stockholder or individual: Religious, educational, scientific, philanthropic, agricultural, labor, veterans', fraternal, and associations of rural electric cooperatives, program announcements or guides published by an educational radio or television agency of a State or political subdivision thereof or by a nonprofit educational radio or television station, and not to exceed one publication published by the official highway or development agency of a State which meets all of the requirements of section 4354 and which contains no advertising;

"(3) 'zones' means the eight zones described in section 4553, or prescribed pursuant to section 4558, of this title."; and

(3) by amending the section heading to read as follows:

"§ 4358. Rates of postage; preferred".

(b) The table of contents of chapter 63 of title 39, United States Code, is amended by striking out—

"4358. Postage rates within county of publication."

and inserting in lieu thereof—

"4358. Rates of postage; preferred."

SECOND-CLASS MAIL REGULAR RATES

74 Stat. 669. SEC. 104. (a) Section 4359 of title 39, United States Code, is amended—

(1) by striking out subsections (b), (c), (d), and (e) and inserting in lieu thereof the following:

"(b) Except as otherwise provided in this section and section 4358 of this title, the rates of postage on publications mailed in accordance with subsection (a) are as follows:

	[In cents]		
	Mailed during calendar year 1968	Mailed during calendar year 1969	Mailed after Dec. 31, 1969
Rate per pound:			
Advertising portion:			
Zones 1 and 2.....	4.6	4.9	5.2
Zone 3.....	5.7	6.0	6.4
Zone 4.....	7.8	8.3	8.8
Zone 5.....	9.9	10.5	11.1
Zone 6.....	12.0	12.8	13.6
Zone 7.....	12.8	13.7	14.5
Zone 8.....	15.0	16.0	17.0
Nonadvertising portion.....	3.0	3.2	3.4
Minimum charge per piece.....	1.1	1.2	1.3

"(c) For the purpose of this section and section 4358 of this title, the portion of a publication devoted to advertisements shall include all advertisements inserted in the publication and attached permanently thereto. 74 Stat. 668; Ante, p. 615.

"(d) (1) Publications mailed in accordance with subsection (a), upon request by the publisher or news agent, may be transported by air on a space-available basis, on scheduled United States air carriers at rates fixed and determined by the Civil Aeronautics Board in accordance with section 406 of the Federal Aviation Act of 1958 (49 U.S.C. 1376). The Postmaster General may authorize the transportation of publications by air pursuant to this subsection only when such transportation does not impede the transportation of airmail, air parcel post, or air transportation of first-class mail on a space-available basis. 72 Stat. 763.

"(2) The Postmaster General shall prescribe from time to time charges to be collected for matter transported by air pursuant to this section. The charges—

"(A) shall be in addition to the payment of lawfully required postage;

"(B) may not be adjusted more frequently than once every two years; and

"(C) when prescribed or adjusted, shall equal, as nearly as practicable, the amount by which the allocated cost incurred by the Department for the delivery of such matter by air is in excess of the allocated cost which would have been incurred by the Department had such matter been delivered by surface transportation, but the total of such charges and the lawfully required postage shall not be less than 4 cents per piece.

"(e) As used in this section the term 'zones' means the eight zones described in section 4553, or prescribed pursuant to section 4558, of this title."; and 74 Stat. 674, 80 Stat. 816.

(2) by amending the section heading to read as follows:

"§ 4359. Rates of postage; regular".

(b) The table of contents of chapter 63 of title 39, United States Code, is amended by striking out—

"4359. Postage rates beyond county of publication."

and inserting in lieu thereof—

"4359. Rates of postage; regular."

(c) Subsection (b) of section 4365 of title 39, United States Code, is amended by striking out "bills,". 74 Stat. 670.

(d) Section 4369(a)(4) of title 39, United States Code, is amended by striking out "Provided, however, That trade publications serving the performing arts need only to furnish such information to the Postmaster General". 76 Stat. 1144.

SECOND-CLASS TRANSIENT MAIL

SEC. 105. Section 4362 of title 39, United States Code, is amended by striking out "four cents" and inserting in lieu thereof "5 cents". 74 Stat. 670.

CONTROLLED CIRCULATION PUBLICATIONS

SEC. 106. Section 4422 of title 39, United States Code, is amended to read as follows: 74 Stat. 672.

"§ 4422. Rates of postage

"The rates of postage on controlled circulation publications found by the Postmaster General to meet the definition contained in section

74 Stat. 672. 4421 of this title when mailed in the manner prescribed by the Postmaster General are as follows:

	[In cents]		
	"Mailed during calendar year 1968	Mailed during calendar year 1969	Mailed after Dec. 31, 1969
Rate per pound.....	14.0	14.5	15.0
Minimum charge per piece.....	1.9	2.9	3.8"

THIRD-CLASS MAIL

76 Stat. 834. SEC. 107. (a) Subsections (a) and (b) of section 4452 of title 39, United States Code, are amended to read as follows:

"(a) Except as otherwise provided in this section, the postage rates of third-class mail are as follows:

"Type of mailing	Rates		Unit
	Mailed during calendar year 1968	Mailed after June 30, 1969	
(1) Individual piece.....	Cents 6.0 2.0	Cents 6.0 2.0	First 2 ounces or fraction thereof. Each additional ounce or fraction thereof.
(2) Bulk mailings under subsection (e) of this section of—			
(A) Books and catalogs of 24 pages or more, seeds, cuttings, bulbs, roots, scions, and plants.	16.0	16.0	Each pound or fraction thereof.
(B) Other matter.....	22.0	22.0	Do.
(C) Minimum charge of.....	3.6	4.0	Per piece.

After June 30, 1969, in lieu of the minimum charge per piece specified in the foregoing table, a person who mails for himself, or on whose behalf there is a mailing, under subsection (e) of this section, shall pay a minimum charge per piece of 3.8 cents on the first 250,000 pieces mailed during a year. For such purpose, the number of pieces mailed during a year shall be the aggregate of the pieces mailed under item (2) (A), (B), and (C) of the above table.

"(b) Matter mailed in bulk under subsection (e) by qualified non-profit organizations is subject to a minimum charge for each piece equal to 40 per centum of the minimum charge per piece provided in the table under subsection (a), rounded off to the nearest one-tenth cent."

Repeal. 74 Stat. 672. (b) Subsection (b) of section 4451 of title 39, United States Code, relating to mailing certain bills and statements of account as third-class mail, is repealed.

SPECIAL RATE FOURTH-CLASS MAIL

76 Stat. 445. SEC. 108. (a) Section 4554 of title 39, United States Code, is amended—

(1) by amending so much of subsection (a) as precedes subparagraph (3) thereof to read as follows:

"(a) Except as provided in subsection (b) of this section, the postage rate is 12 cents for the first pound or fraction thereof and 6 cents for each additional pound or fraction thereof, except that the rate now or hereafter prescribed for third- or fourth-class matter shall apply in every case where such rate is lower than the rate prescribed in this subsection on—

"(1) books, including books issued to supplement other books, consisting wholly of reading matter or scholarly bibliography or

reading matter with incidental blank spaces for notations, and containing no advertising matter other than incidental announcements of books;

"(2) 16-millimeter or narrower width films, and catalogs of such films, except when sent to or from commercial theaters;"

(2) by striking out in subsection (b) (1) "4 cents for the first pound or fraction thereof and 1 cent for each additional pound or fraction thereof" and inserting in lieu thereof "5 cents for the first pound or fraction thereof and 2 cents for each additional pound or fraction thereof";

(3) by inserting in subsection (b) (1) (B) "museums and herbaria," immediately following "public libraries,";

(4) in subsection (b) (2) by striking out "and" at the end of clause (E); by striking out the period at the end of clause (F) and inserting in lieu thereof "; and"; and by adding at the end of such subsection the following new clause:

"(G) museum materials, specimens, collections, teaching aids, printed matter, and interpretative materials intended to inform and to further the education work and interests of museums and herbaria.";

(5) by inserting in subsection (c) "or narrower width" immediately following "16-millimeter", and "museum materials, specimens, collections, teaching aids, printed matter, and interpretative materials intended to inform and to further the educational work and interests of museums and herbaria," immediately following "sound recordings,"; and

(6) by amending subsection (e) to read as follows: "(e) Articles may be mailed under this section in quantities of one thousand or more in a single mailing, as defined by the Postmaster General, only in the manner directed by him."

(b) Subparagraph (6) of section 4554(a) of title 39, United States Code, is amended by inserting "playscripts and" immediately following "(6)".

(c) The section heading of section 4554 of title 39, United States Code, is amended to read—

"§ 4554. Books, films, and other materials; preferred rates".

(d) The table of contents of chapter 67 of title 39, United States Code, is amended by striking out—

"4554. Postage rates on books and films."

and inserting in lieu thereof—

"4554. Books, films, and other materials; preferred rates."

KEYS AND OTHER SMALL ARTICLES

SEC. 109. Subsection (b) of section 4651 of title 39, United States Code, is amended by striking out "6 cents for each two ounces or fraction thereof" and inserting in lieu thereof "14 cents for the first two ounces or fraction thereof, and 7 cents for each additional two ounces or fraction thereof."

SPECIAL HANDLING SERVICE

SEC. 110. Section 6008 of title 39, United States Code, is amended to read as follows:

"§ 6008. Special handling

"Upon payment of a special handling fee, third-class mail and fourth-class mail are entitled to the most expeditious handling and transportation practicable, but such mail is not required to receive the same handling and transportation as airmail."

SEPARATION BY MAILER OF SECOND-CLASS MAIL

74 Stat. 670.

SEC. 111. Section 4363 of title 39, United States Code, is amended to read as follows:

"§ 4363. Separation by mailer of second-class mail

"The Postmaster General may require publishers and news agents to separate, make up, and address second-class matter in such manner as he directs in accordance with a 5-digit ZIP code system."

PRINTING ON SECOND-CLASS COVERS

SEC. 112. Section 4365 of title 39, United States Code, is amended by adding a new subsection to read as follows:

"(d) In addition to other matter authorized by this section to be contained, enclosed, or inserted in second-class mail, there may be included, in accordance with uniform regulations which the Postmaster General shall prescribe, on the envelopes, wrappers, and other covers in which copies of publications are mailed, messages and notices of a civic or public-service nature, if no charge is made for the inclusion of such messages and notices on such envelopes, wrappers, and covers."

ADDITIONAL ENTRY POINTS

Ante, p. 615.

SEC. 113. Section 4358 of title 39, United States Code, is amended by adding at the end thereof a new subsection to read as follows:

"(k) The rates of postage prescribed by subsections (a) and (b) of this section shall apply only to mailings within the county in which the publications have original entry."

MAIL MATTER FOR BLIND AND OTHER HANDICAPPED PERSONS

76 Stat. 837.

SEC. 114. (a) Chapter 69 of title 39, United States Code, is amended by striking out sections 4653 and 4654 thereof and inserting in lieu thereof the following:

"§ 4653. Matter for blind and other handicapped persons

"(a) The matter described in subsection (b) (other than matter mailed under section 4654 of this title) may be mailed free of postage, if—

"(1) the matter is for the use of the blind or other persons who cannot use or read conventionally printed material because of a physical impairment who are certified by competent authority as unable to read normal reading material in accordance with the provisions of the first section of the Act of July 30, 1966 (Public Law 89-522; 80 Stat. 330);

"(2) no charge, or rental, subscription, or other fee, is required for such matter or a charge, or rental, subscription, or other fee is required for such matter not in excess of the cost thereof;

"(3) the matter may be opened by the Postmaster General for inspection;

"(4) the matter contains no advertising; and

"(5) the matter is mailed subject to size and weight limitations prescribed by the Postmaster General.

"(b) The free mailing privilege provided by subsection (a) is extended to—

"(1) reading matter and musical scores;

"(2) sound reproductions;

"(3) paper, records, tapes, and other material for the production of reading matter, musical scores, or sound reproductions;

"(4) reproducers or parts thereof, for sound reproductions; and

2 USC 135a,
135b.

"(5) Braille writers, typewriters, educational or other materials or devices, or parts thereof, used for writing by, or specifically designed or adapted for use of, a blind person or a person having a physical impairment as described in subsection (a) (1) of this section.

"§ 4654. Unsealed letters sent by blind or physically handicapped persons

"Unsealed letters sent by a blind person or a person having a physical impairment, as described in section 4653(a) (1) of this title, in raised characters or sight-saving type, or in the form of sound recordings, may be mailed free of postage.

"§ 4655. Markings

"All matter relating to blind or other handicapped persons mailed under section 4653, or section 4654, of this title, shall bear the words 'Free Matter for the Blind or Handicapped', or words to that effect specified by the Postmaster General, in the upper right-hand corner of the address area."

(b) The table of contents of chapter 69 of title 39, United States Code, is amended by striking out—

"4653. Publications for the blind.

"4654. Reproducers and sound reproduction records for the blind."

and inserting in lieu thereof—

"4653. Matter for blind and other handicapped persons.

"4654. Unsealed letters sent by blind or physically handicapped persons.

"4655. Markings."

(c) Section 4451(d) of title 39, United States Code, is repealed.

74 Stat. 676.

Repeal.
74 Stat. 672.

PERMISSIBLE ENCLOSURES FOR FOURTH-CLASS MAIL

SEC. 115. Section 4555(a) of title 39, United States Code, is amended—

(1) by striking out "and" at the end of clause (9);

(2) by striking out the period at the end of clause (10) and inserting in lieu thereof "; and"; and

(3) by adding at the end thereof:

"(11) invoices, whether or not also serving as bills, if they relate solely to the matter with which they are mailed."

76 Stat. 102.

REIMBURSEMENT OF THE POSTAL SERVICE OF THE CANAL ZONE

SEC. 116. (a) Chapter 57 of title 39, United States Code, is amended by adding at the end thereof the following new section:

"§ 4170. Mailing privilege of members of United States Armed Forces and of friendly foreign nations in the Canal Zone

"(a) For the purposes of sections 4169(a), 4303(d) (5), and 4560 of this title, each post office in the Canal Zone postal service, to the extent that it provides mail service for members of the United States Armed Forces and of friendly foreign nations, shall be considered to be an Armed Forces post office established under section 705(d) of this title.

"(b) The Department of Defense shall reimburse the postal service of the Canal Zone, out of any appropriations or funds available to the Department of Defense, as a necessary expense of the appropriations

74 Stat. 659;
79 Stat. 1163.

79 Stat. 1163;
Ante, p. 615.
Post, p. 623.

77 Stat. 462.

or funds and of the activities concerned, the equivalent amount of postage due, and sums equal to the expenses incurred by, the postal service of the Canal Zone, as determined by the Governor of the Canal Zone, for matter sent in the mails, and in providing air transportation of mail, under such sections."

74 Stat. 659. (b) The table of contents of chapter 57 of title 39, United States Code, is amended by adding—

"4170. Mailing privilege of members of United States Armed Forces and of friendly foreign nations in the Canal Zone."

immediately below—

"4169. Mailing privilege of members of United States Armed Forces and of friendly foreign nations."

PARCEL AIRLIFT

74 Stat. 673;
80 Stat. 815. SEC. 117. (a) Chapter 67 of title 39, United States Code, is amended by adding at the end thereof the following new section:

"§ 4560. Air transportation of parcels mailed at or addressed to Armed Forces post offices

"Any parcel, other than a parcel mailed airmail or as air parcel post, not exceeding thirty pounds in weight and sixty inches in length and girth combined, which is mailed at or addressed to any Armed Forces post office established under section 705(d) of this title shall be transported by air on a space available basis, on scheduled United States air carriers at rates fixed and determined by the Civil Aeronautics Board in accordance with section 406 of the Federal Aviation Act of 1958 (49 U.S.C. 1376), upon payment, in addition to the regular surface rate of postage, of a special fee to be prescribed by the Postmaster General for such transportation by air. Whenever adequate service by scheduled United States air carriers is not available to provide transportation of mail matter by air in accordance with the foregoing provisions of this section, the transportation of such mail matter may be authorized by aircraft other than scheduled United States air carriers."

77 Stat. 462.

72 Stat. 763.

(b) The table of contents of such chapter 67 is amended by inserting at the end thereof—

"4560. Air transportation of parcels mailed at or addressed to Armed Forces post offices."

SOLICITATIONS IN GUISE OF BILLS OR STATEMENTS OF ACCOUNT

74 Stat. 654. SEC. 118. (a) Section 4001 of title 39, United States Code, relating to nonmailable matter, is amended by adding at the end thereof the following new subsection:

"(c) Matter otherwise legally acceptable in the mails which—

"(1) is in the form of, and reasonably could be interpreted or construed as, a bill, invoice, or statement of account due; but

"(2) constitutes, in fact, a solicitation for the order by the addressee of goods or services, or both; is nonmailable matter, shall not be carried or delivered by mail, and shall be disposed of as the Postmaster General directs, unless such matter bears on its face, in conspicuous and legible type in contrast by typography, layout, or color with other printing on its face, in accordance with regulations which the Postmaster General shall prescribe—

"(A) the following notice: 'This is a solicitation for the order of goods and/or services and not a bill, invoice, or state-

ment of account due. You are not under obligation to make any payments on account of this offer unless you accept this offer."; or

"(B) in lieu thereof, a notice to the same effect in words which the Postmaster General may prescribe."

(b) The amendment made by this section shall become effective with respect to matter mailed on or after the ninetieth day following the effective date of this section.

EFFECTIVE DATE

SEC. 119. This title shall become effective on January 7, 1968.

CONFORMING AMENDMENTS

SEC. 120. (a) (1) Subparagraph (A) of section 2303(a) (1) of title 39, United States Code, is repealed.

Repeal.
76 Stat. 836.
74 Stat. 600.

(2) Subparagraph (D) of such section is amended to read as follows:

"(D) free postage on reading matter and other articles for the blind and other handicapped persons as provided by sections 4653 and 4654 of this title;"

(3) Subparagraph (I) is amended by striking out "educational".

Ante, pp. 621,
622.
74 Stat. 601.
74 Stat. 674.

(b) Section 4552(c) of such title is amended—

(1) by inserting "and" after the semicolon at the end of paragraph (4);

(2) by striking out "; and" at the end of paragraph (5) and inserting in lieu thereof a period; and

(3) by striking out paragraph (6).

EDUCATIONAL TELEVISION

SEC. 121. Section 4355(a) of title 39, United States Code, is amended by striking out the period at the end of item (10) and inserting in lieu thereof a semicolon and the word "or", and by adding after item (10) the following new item:

74 Stat. 667;
76 Stat. 837.

"(11) program announcements or guides published by an educational radio or television agency of a State or political subdivision thereof or by a nonprofit educational radio or television station."

UNDELIVERED FIRST CLASS MAIL

SEC. 122. Subsection (a) of section 4106 of title 39, United States Code, is amended to read as follows:

74 Stat. 658.

"(a) The Postmaster General shall notify the sender or addressee upon request by the sender or addressee, when mail is undelivered as addressed, of the reason for the nondelivery, and in the case of the notice to the sender, the new address of the addressee if known. The Postmaster General shall prescribe a uniform charge to be collected for the service performed pursuant to this subsection."

TITLE II—FEDERAL SALARY INCREASES

SHORT TITLE

SEC. 201. This title may be cited as the "Federal Salary Act of 1967".

Federal Salary
Act of 1967.

EMPLOYEES SUBJECT TO THE GENERAL SCHEDULE

SEC. 202. (a) The General Schedule contained in section 5332(a) of title 5, United States Code, is amended to read as follows:

Ante, p. 199.

"GENERAL SCHEDULE"

Grade	Annual rates and steps									
	1	2	3	4	5	6	7	8	9	10
GS-1	\$3,776	\$3,902	\$4,028	\$4,154	\$4,280	\$4,406	\$4,532	\$4,658	\$4,784	\$4,910
GS-2	4,106	4,245	4,382	4,519	4,656	4,793	4,930	5,067	5,204	5,341
GS-3	4,466	4,615	4,764	4,913	5,062	5,211	5,360	5,509	5,658	5,807
GS-4	4,995	5,161	5,327	5,493	5,659	5,825	5,991	6,157	6,323	6,489
GS-5	5,565	5,751	5,937	6,123	6,309	6,495	6,681	6,867	7,053	7,239
GS-6	6,137	6,342	6,547	6,752	6,957	7,162	7,367	7,572	7,777	7,982
GS-7	6,734	6,959	7,184	7,409	7,634	7,859	8,084	8,309	8,534	8,759
GS-8	7,364	7,630	7,876	8,122	8,368	8,614	8,860	9,106	9,352	9,598
GS-9	8,054	8,323	8,592	8,861	9,130	9,399	9,668	9,937	10,206	10,475
GS-10	8,821	9,115	9,409	9,703	9,997	10,291	10,585	10,879	11,173	11,467
GS-11	9,657	9,979	10,301	10,623	10,945	11,267	11,589	11,911	12,233	12,555
GS-12	11,461	11,843	12,225	12,607	12,989	13,371	13,753	14,135	14,517	14,899
GS-13	13,507	13,957	14,407	14,857	15,307	15,757	16,207	16,657	17,107	17,557
GS-14	15,841	16,369	16,897	17,425	17,953	18,481	19,009	19,537	20,065	20,593
GS-15	18,404	19,017	19,630	20,243	20,856	21,469	22,082	22,695	23,308	23,921
GS-16	20,982	21,681	22,380	23,079	23,778	24,477	25,176	25,875	26,574	27,273
GS-17	23,788	24,581	25,374	26,167	26,960	27,753	28,546	29,339	30,132	30,925
GS-18	27,055	27,955	28,855	29,755	30,655	31,555	32,455	33,355	34,255	35,155

80 Stat. 458.

(b) Except as provided in section 5303 of title 5, United States Code, the rates of basic pay of officers and employees to whom the General Schedule set forth in the amendment made by subsection (a) of this section applies shall be initially adjusted as of the effective date of this section, as follows:

(1) If the officer or employee is receiving basic pay immediately prior to the effective date of this section at one of the rates of a grade in the General Schedule, he shall receive a rate of basic pay at the corresponding rate in effect on and after such date.

(2) If the officer or employee is receiving basic pay immediately prior to the effective date of this section at a rate between two rates of a grade in the General Schedule, he shall receive a rate of basic pay at the higher of the two corresponding rates in effect on and after such date.

(3) If the officer or employee is receiving basic pay immediately prior to the effective date of this section at a rate in excess of the maximum rate for his grade, he shall receive (A) the maximum rate for his grade in the new schedule, or (B) his existing rate of basic pay increased by 4.5 per centum, rounded to the next highest dollar, if such existing rate as so increased is higher.

(4) If the officer or employee, immediately prior to the effective date of this section, is receiving, pursuant to section 2(b)(4) of the Federal Employees Salary Increase Act of 1955, an existing aggregate rate of pay determined under section 208(b) of the Act of September 1, 1954 (68 Stat. 1111), plus subsequent increases authorized by law, he shall receive an aggregate rate of pay equal to the sum of his existing aggregate rate of pay on the day preceding the effective date of this section, plus the amount of increase made by this section in the maximum rate of his grade, until (i) he leaves his position, or (ii) he is entitled to receive aggregate pay at a higher rate by reason of the operation of this Act or any other provision of law; but, when such position becomes vacant, the aggregate rate of pay of any subsequent appointee thereto shall be fixed in accordance with applicable provisions of law. Subject to clauses (i) and (ii) of the immediately preceding sentence of this subparagraph, the amount of the increase provided by this section shall be held and considered for the purposes of section 208(b) of the Act of September 1, 1954, to constitute a part of the existing rate of pay of the employee.

(5) If the officer or employee, at any time during the period beginning on the effective date of this section and ending on the

69 Stat. 173.

68 Stat. 1111.

date of enactment of this title, was promoted from one grade under the General Schedule contained in section 5332(a) of title 5, United States Code, to another such grade at a rate which is above the minimum rate thereof, his rate of basic pay shall be adjusted retroactively from the effective date of this section to the date on which he was so promoted, on the basis of the rate which he was receiving during the period from such effective date to the date of such promotion and, from the date of such promotion, on the basis of the rate for that step of the appropriate grade of the General Schedule contained in the amendment made by subsection (a) of this section which corresponds numerically to the step of the grade of the General Schedule to which such officer or employee was promoted as in effect (without regard to this title) at the time of such promotion.

Ante, p. 199.

(6) If the officer or employee, at any time during the period beginning on the effective date of this section and ending on the date of enactment of this title, became subject to the General Schedule and his rate of basic pay was set above the minimum rate of the grade on the basis of a previously earned rate above such minimum rate, his rate of basic pay shall be adjusted retroactively to the date on which he became subject to the General Schedule on the basis of the rate of the appropriate grade of the General Schedule contained in this section which corresponds numerically to the rate of the grade at which the pay of such officer or employee was set at the time he became subject to the General Schedule.

LIMITATION ON NUMBERS OF CERTAIN POSTAL POSITIONS

SEC. 203. Section 3301 of title 39, United States Code, is amended by striking out "salary levels 19 and 20" and inserting in lieu thereof "salary levels 20 and 21".

CHANGES IN KEY POSITIONS IN POSTAL FIELD SERVICE

SEC. 204. (a) That part of chapter 45 of title 39, United States Code, under the heading "POSITIONS" is amended by striking out section 3512 and inserting in lieu thereof the following new sections: 74 Stat. 616.

"§ 3512. Positions in salary level 1

"Cleaner. (KP-51)

"(1) **Basic function.**—Performs a variety of light cleaning and housekeeping tasks in connection with the custodial maintenance of a postal installation.

"(2) **Duties and responsibilities.**—

"(A) Sweeps, mops, dusts, washes, and otherwise performs light cleaning and housekeeping tasks to maintain offices, washrooms, lobbies, corridors, stairways, and other areas of the building in neat and orderly condition.

"(B) Performs such duties as dusting, waxing, and polishing office furniture, sweeping and mopping floors, vacuuming rugs, emptying wastebaskets and trash, washing interior window and partition glass and fixtures which can be reached without use of ladders or scaffolding.

"(3) **Organizational relationships.**—Reports to a foreman or other designated supervisor.

"§ 3512A. Positions in salary level 2

"Custodian. (KP-1)

"(1) **Basic function.**—Performs manual laboring duties in connection with custody of an office or building.

"(2) **Duties and responsibilities.**—

"(A) Performs any combination of the following duties:

"1. Moves furniture and equipment.

"2. Uncrates and assembles furniture and fixtures, using bolts and screws for assembly.

"3. Loads and unloads supplies and equipment.

"4. Removes trash from work areas, lobbies, and washrooms.

"5. Tends to lawns, shrubbery, and premises of the post office and cleans ice and snow from the sidewalks and driveways.

"6. Stacks supplies in storage rooms and on shelves, and completes forms or records as required.

"(B) May perform cleaning duties as assigned.

"(3) **Organizational relationships.**—Reports to a foreman or other designated supervisor."

(b) Each salary level number in the headings of sections 3513 to 3531, inclusive, of title 39, United States Code, and each other numerical reference to such salary level number in any other provision of such title (including the table of contents of chapter 45) which is not otherwise increased by this title, is increased by 1.

(c) Each employee in the postal field service on the date of enactment of this title, whose position is placed in salary level 2 of the Postal Field Service Schedule by reason of the enactment of this section and section 205(e)(1) of this title, shall remain in salary level 2 of such schedule so long as he remains in such position or occupies, without break in service of more than thirty days, a position of a comparable level of duties, responsibilities, and work requirements in such salary level. When the employee leaves any such position, the position shall be appropriately ranked in accordance with chapter 45 of title 39, United States Code.

(d) The table of contents of chapter 45 of title 39, United States Code, is amended by inserting—

"3512A. Positions in salary level 2."

immediately below—

"3512. Positions in salary level 1."

POSTAL FIELD SERVICE EMPLOYEES

SEC. 205. (a) Section 3542(a) of title 39, United States Code, is amended to read as follows:

"(a) There are established basic compensation schedules for positions in the postal field service which shall be known as the Postal Field Service Schedules and for which the symbol shall be 'PFS'. Except as provided in sections 3543 and 3544 of this title, basic com-

pensation shall be paid to all employees in accordance with such schedules.

"POSTAL FIELD SERVICE SCHEDULE I

"[To be effective for the period beginning on the first day of the first pay period beginning on or after October 1, 1967, and ending immediately before the effective date of Postal Field Service Schedule II set forth below]

"PFS	1	2	3	4	5	6	7	8	9	10	11	12
1-----	\$4,118	\$4,255	\$4,392	\$4,529	\$4,666	\$4,803	\$4,940	\$5,077	\$5,214	\$5,351	\$5,488	\$5,625
2-----	4,460	4,607	4,754	4,901	5,048	5,195	5,342	5,489	5,636	5,783	5,930	6,077
3-----	4,826	4,984	5,142	5,300	5,458	5,616	5,774	5,932	6,090	6,248	6,406	6,564
4-----	5,215	5,391	5,567	5,743	5,919	6,095	6,271	6,447	6,623	6,799	6,975	7,151
5-----	5,651	5,838	6,025	6,212	6,399	6,586	6,773	6,960	7,147	7,334	7,521	7,708
6-----	6,044	6,246	6,448	6,650	6,852	7,054	7,256	7,458	7,660	7,862	8,064	8,266
7-----	6,482	6,697	6,912	7,127	7,342	7,557	7,772	7,987	8,202	8,417	8,632	8,847
8-----	6,939	7,170	7,401	7,632	7,863	8,094	8,325	8,556	8,787	9,018	9,249	9,480
9-----	7,515	7,764	8,013	8,262	8,511	8,760	9,009	9,258	9,507	9,756	10,005	10,254
10-----	8,128	8,398	8,668	8,938	9,208	9,478	9,748	10,018	10,288	10,558	10,828	11,098
11-----	8,846	9,146	9,446	9,746	10,046	10,346	10,646	10,946	11,246	11,546	11,846	12,146
12-----	9,775	10,109	10,443	10,777	11,111	11,445	11,779	12,113	12,447	12,781	13,115	13,449
13-----	10,815	11,183	11,551	11,919	12,287	12,655	13,023	13,391	13,759	14,127	14,495	14,863
14-----	11,951	12,364	12,777	13,190	13,603	14,016	14,429	14,842	15,255	15,668	16,081	16,494
15-----	13,173	13,631	14,089	14,547	15,005	15,463	15,921	16,379	16,837	17,295	17,753	18,211
16-----	14,564	15,066	15,568	16,070	16,572	17,074	17,576	18,078	18,580	19,082	19,584	20,086
17-----	16,090	16,650	17,210	17,770	18,330	18,890	19,450	20,010	20,570	21,130	21,690	22,250
18-----	17,803	18,425	19,047	19,669	20,291	20,913	21,535	22,157	22,779	23,401	24,023	24,645
19-----	19,642	20,394	21,146	21,898	22,650	23,402	24,154	24,906	25,658	26,410	27,162	27,914
20-----	21,758	22,644	23,530	24,416	25,302	26,188	27,074	27,960	28,846	29,732	30,618	31,504
21-----	24,126	24,932	25,738	26,544	27,350	28,156	28,962	29,768	30,574	31,380	32,186	32,992

"POSTAL FIELD SERVICE SCHEDULE II

"[To be effective on the first day of the first pay period beginning on or after July 1, 1968]

"PFS	1	2	3	4	5	6	7	8	9	10	11	12
1-----	\$4,324	\$4,468	\$4,612	\$4,756	\$4,900	\$5,044	\$5,188	\$5,332	\$5,476	\$5,620	\$5,764	\$5,908
2-----	4,687	4,841	4,995	5,149	5,303	5,457	5,611	5,765	5,919	6,073	6,227	6,381
3-----	5,068	5,234	5,400	5,566	5,732	5,898	6,064	6,230	6,396	6,562	6,728	6,894
4-----	5,476	5,661	5,846	6,031	6,216	6,401	6,586	6,771	6,956	7,141	7,326	7,511
5-----	5,938	6,134	6,330	6,526	6,722	6,918	7,114	7,310	7,506	7,702	7,898	8,094
6-----	6,348	6,560	6,772	6,984	7,196	7,408	7,620	7,832	8,044	8,256	8,468	8,680
7-----	6,807	7,033	7,259	7,485	7,711	7,937	8,163	8,389	8,615	8,841	9,067	9,293
8-----	7,286	7,529	7,772	8,015	8,258	8,501	8,744	8,987	9,230	9,473	9,716	9,959
9-----	7,891	8,153	8,415	8,677	8,939	9,201	9,463	9,725	9,987	10,249	10,511	10,773
10-----	8,535	8,819	9,103	9,387	9,671	9,955	10,239	10,523	10,807	11,091	11,375	11,659
11-----	9,289	9,604	9,919	10,234	10,549	10,864	11,179	11,494	11,809	12,124	12,439	12,754
12-----	10,264	10,615	10,966	11,317	11,668	12,019	12,370	12,721	13,072	13,423	13,774	14,125
13-----	11,356	11,743	12,130	12,517	12,904	13,291	13,678	14,065	14,452	14,839	15,226	15,613
14-----	12,549	12,983	13,417	13,851	14,285	14,719	15,153	15,587	16,021	16,455	16,889	17,323
15-----	13,832	14,313	14,794	15,275	15,756	16,237	16,718	17,199	17,680	18,161	18,642	19,123
16-----	15,293	15,820	16,347	16,874	17,401	17,928	18,455	18,982	19,509	20,036	20,563	21,090
17-----	16,895	17,483	18,071	18,659	19,247	19,835	20,423	21,011	21,599	22,187	22,775	23,363
18-----	18,695	19,348	20,001	20,654	21,307	21,960	22,613	23,266	23,919	24,572	25,225	25,878
19-----	20,625	21,310	22,001	22,692	23,383	24,074	24,765	25,456	26,147	26,838	27,529	28,220
20-----	22,848	23,610	24,372	25,134	25,896	26,658	27,420	28,182	28,944	29,706	30,468	31,230
21-----	25,333	26,179	27,025	27,871	28,717	29,563	30,409	31,255	32,101	32,947	33,793	34,639

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

"(a) There are established basic compensation schedules which shall be known as the Rural Carrier Schedules and for which the symbol shall be 'RCS'. Compensation shall be paid to rural carriers in accordance with such schedules.

"RURAL CARRIER SCHEDULE I

"[To be effective for the period beginning on the first day of the first pay period beginning on or after October 1, 1967, and ending immediately before the effective date of Rural Carrier Schedule II set forth below]

	Per annum rates and steps											
	1	2	3	4	5	6	7	8	9	10	11	12
Fixed compensation	\$2,531	\$2,658	\$2,785	\$2,912	\$3,039	\$3,166	\$3,293	\$3,420	\$3,547	\$3,674	\$3,801	\$3,928
For each mile up to 30 miles of route	94	96	98	100	102	104	106	108	110	112	114	116
For each mile of route over 30	25	25	25	25	25	25	25	25	25	25	25	25

74 Stat. 616-644.

74 Stat. 614.

Post, p. 630.

80 Stat. 289.

Post, pp. 628, 629.

80 Stat. 290.

"RURAL CARRIER SCHEDULE II

"[To be effective on the first day of the first pay period beginning on or after July 1, 1968]

	"Per annum rates and steps											
	1	2	3	4	5	6	7	8	9	10	11	12
Fixed compensation.....	\$2,668	\$2,804	\$2,940	\$3,076	\$3,212	\$3,348	\$3,484	\$3,620	\$3,756	\$3,892	\$4,028	\$4,164
For each mile up to 30 miles of route.....	99	101	103	105	107	109	111	113	115	117	119	121
For each mile of route over 30.....	25	25	25	25	25	25	25	25	25	25	25	25"

74 Stat. 647.

(c) Section 3544 of title 39, United States Code, is amended to read as follows:

"§ 3544. Compensation of postmasters at fourth-class offices

"(a) The Postmaster General shall—

Ante, p. 628.

"(1) rank each position of postmaster at a post office of the fourth class in salary level 6 of the Postal Field Service Schedule; and

"(2) establish, and adjust from time to time, the annual rate of basic compensation, for each such position of postmaster so ranked, in an amount which bears the same ratio to the annual rate of basic compensation for full-time service in a position (other than postmaster at a post office of the fourth class) in the same step of salary level 6 of such schedule, as the average number of hours of service per day which the Postmaster General determines necessary to be performed by such postmaster to operate the post office, in the light of the postal needs of the patrons of the office, bears to the total number of hours per day of such full-time service.

Actions and determinations by the Postmaster General under this subsection shall be final and conclusive until changed by him.

"(b) A person who performs the duties of postmaster at a post office of the fourth class where there is a vacancy, or during the absence of the postmaster on sick or annual leave or leave without pay, shall be compensated at the rate of basic compensation for step 1 of salary level 6 of the Postal Field Service Schedule, determined under subsection (a) of this section.

"(c) When required by the Postmaster General, a postmaster at a fourth-class office shall, and any other postmaster in PFS level 6 when permitted by the Postmaster General may, furnish quarters, fixtures, and equipment for an office on an allowance basis. The allowance for this purpose shall be an amount equal to 15 per centum of the basic compensation for step 1 of salary level 6 of the Postal Field Service Schedule, determined under subsection (a) of this section."

"(d) Each postmaster at a post office of the fourth class on the effective date of Postal Field Service Schedule I shall be placed in salary level 6 of the Postal Field Service Schedule at the lowest step which provides a rate, determined under section 3544(a) of title 39, United States Code, which is at least equal to his rate of basic compensation in effect immediately prior to such effective date plus 6 per centum thereof. If there is no such step in salary level 6, he is entitled to his rate of basic compensation in effect immediately prior to such effective date plus 6 per centum thereof. For the purposes of this subsection, basic compensation in effect immediately prior to the effective date of Postal Field Service Schedule I shall be determined after giving effect to any change in salary step or revenue units category which would have occurred on the effective date of this section without regard to the enactment of this title.

Supra.

(e) The basic compensation of each employee subject to the Postal Field Service Schedule or the Rural Carrier Schedule immediately prior to the effective date of Postal Field Service Schedule I shall be determined as follows:

(1) Each employee subject to the Postal Field Service Schedule shall be assigned to the same numerical step for his position, placed in the next higher salary level, which he had attained immediately prior to such effective date.

(2) Each employee subject to the Rural Carrier Schedule shall be assigned to the same numerical step for his position which he had attained immediately prior to such effective date.

(3) If changes in levels or steps would otherwise occur on such effective date without regard to enactment of this Act, such changes shall be deemed to have occurred prior to conversion.

(4) If the existing basic compensation is greater than the rate to which the employee is converted under paragraph (1) or (2) of this subsection, the employee shall be placed in the lowest step which exceeds his basic compensation. If the existing basic compensation exceeds the maximum step of his position, his existing basic compensation increased by 6 per centum, rounded to the next highest dollar, shall be established as his basic compensation.

(f) The advancement of any employee to a higher salary level of the Postal Field Service Schedule by reason of the enactment of this section shall not be deemed to be an equivalent increase within the meaning of section 3552(a) of title 39, United States Code.

78 Stat. 408.

(g) The basic compensation of each employee subject to the Postal Field Service Schedule or the Rural Carrier Schedule immediately prior to the effective date of Postal Field Service Schedule II shall be determined as follows:

(1) Each employee shall be assigned to the same numerical step for his position which he had attained immediately prior to such effective date. If changes in levels or steps would otherwise occur on such effective date without regard to enactment of this title, such changes shall be deemed to have occurred prior to conversion.

(2) If the existing basic compensation is greater than the rate to which the employee is converted under paragraph (1) of this subsection, the employee shall be placed in the lowest step which exceeds his basic compensation. If the existing basic compensation exceeds the maximum step of his position, his existing basic compensation increased by 5 per centum, rounded to the next highest dollar, shall be established as his basic compensation.

(h) Each employee whose position, by reason of the enactment of this section, is placed in a level of the Postal Field Service Schedule shall be entitled, for purposes of section 3560 of title 39, United States Code, to credit for time served in the postal field service prior to the effective date of this section.

(i) The table of contents of chapter 45 of title 39, United States Code, is amended by striking out—

"3544. Fourth Class Office Schedule."

and inserting in lieu thereof—

"3544. Compensation of postmasters at fourth-class offices."

CONFORMING AMENDMENTS

75 Stat. 569;
78 Stat. 408.

SEC. 206. (a) Section 3560(a) of title 39, United States Code, is amended by striking out "(3) revenue unit category, with respect to the Fourth Class Office Schedule." and inserting in lieu thereof "(3) minimum hours of service with respect to postmasters in fourth-class post offices."

(b) Section 3560(f) of title 39, United States Code, is amended by striking out "(1) reductions in class or revenue unit category of any post office, or" and inserting in lieu thereof "(1) reductions in class or revenue units of any post office or in the minimum hours of service for a fourth-class post office, or"

79 Stat. 1114;
80 Stat. 297.

(c) Subsections (b) and (c) of section 3573 of title 39, United States Code, are amended by striking out "level PFS-10" and "level PFS-11", wherever appearing therein, and inserting in lieu thereof "level PFS-11" and "level PFS-12", respectively. Subsection (g) of section 3573 is amended by striking out "PFS-17" and inserting "PFS-18".

79 Stat. 1116.

(d) Subsection (a) of section 3575 of title 39, United States Code, is amended by striking out "level PFS-15" and inserting in lieu thereof "level PFS-16".

(e) Any reference to a level of the Postal Field Service Schedule in any order, rule, regulation, or statute (other than title 39, United States Code) which is in effect on the effective date of this section shall be deemed to refer to the next higher level of the Postal Field Service Schedule.

SPECIAL SALARY RATE RANGES

80 Stat. 458.

SEC. 207. (a) Section 5303(a) of title 5, United States Code, is amended by striking out "seventh pay rate" and inserting in lieu thereof "maximum pay rate".

(b) Section 5303(d) of title 5, United States Code, is amended to read as follows:

"(d) The rate of basic pay established under this section and received by an individual immediately before a statutory increase, which becomes effective prior to, on, or after the date of enactment of the statute, in the pay schedule applicable to such individual of any pay system specified in subsection (a) of this section, shall be initially adjusted, effective on the effective date of the statutory increase, under conversion rules prescribed by the President or by such agency as the President may designate."

EMPLOYEES IN THE DEPARTMENT OF MEDICINE AND SURGERY OF THE
VETERANS' ADMINISTRATION

80 Stat. 291.

SEC. 208. Section 4107 of title 38, United States Code, relating to grades and pay scales for certain positions within the Department of Medicine and Surgery of the Veterans' Administration, is amended to read as follows:

"§ 4107. Grades and pay scales

78 Stat. 409.

"(a) The per annum full-pay scale or ranges for positions provided in section 4103 of this title, other than Chief Medical Director, Deputy Chief Medical Director, and Associate Deputy Chief Medical Director, shall be as follows:

"Section 4103 Schedule

"Assistant Chief Medical Director, \$27,055.

"Medical Director, \$23,788 minimum to \$26,960 maximum.

"Director of Nursing Service, \$18,404 minimum to \$23,921 maximum.

"Director of Chaplain Service, \$18,404 minimum to \$23,921 maximum.

"Chief Pharmacist, \$18,404 minimum to \$23,921 maximum.

"Chief Dietitian, \$18,404 minimum to \$23,921 maximum.

"(b) (1) The grades and per annum full-pay ranges for positions provided in paragraph (1) of section 4104 of this title shall be as follows:

"Physician and Dentist Schedule

"Director grade, \$20,982 minimum to \$26,574 maximum.

"Executive grade, \$19,576 minimum to \$25,444 maximum.

"Chief grade, \$18,404 minimum to \$23,921 maximum.

"Senior grade, \$15,841 minimum to \$20,593 maximum.

"Intermediate grade, \$13,507 minimum to \$17,557 maximum.

"Full grade, \$11,461 minimum to \$14,899 maximum.

"Associate grade, \$9,657 minimum to \$12,555 maximum.

"Nurse Schedule

"Assistant Director grade, \$15,841 minimum to \$20,593 maximum.

"Chief grade, \$13,507 minimum to \$17,557 maximum.

"Senior grade, \$11,461 minimum to \$14,899 maximum.

"Intermediate grade, \$9,657 minimum to \$12,555 maximum.

"Full grade, \$8,054 minimum to \$10,475 maximum.

"Associate grade, \$7,033 minimum to \$9,139 maximum.

"Junior grade, \$6,137 minimum to \$7,982 maximum.

"(2) No person may hold the director grade unless he is serving as a director of a hospital, domiciliary, center, or outpatient clinic (independent). No person may hold the executive grade unless he holds the position of chief of staff at a hospital, center, or outpatient clinic (independent), or comparable position.

"(c) Notwithstanding any other provision of law, the per annum salary rate for each individual serving as a director of a hospital, domiciliary, or center who is not a physician shall not be less than the salary rate which he would receive under this section if his service as a director of a hospital, domiciliary, or center had been service as a physician in the director grade. The position of the director of a hospital, domiciliary, or center shall not be subject to chapter 51 and subchapter III of chapter 53 of title 5."

80 Stat. 443,
467.

FOREIGN SERVICE OFFICERS; STAFF OFFICERS AND EMPLOYEES

SEC. 209. (a) The fourth sentence of section 412 of the Foreign Service Act of 1946, as amended (22 U.S.C. 867), is amended to read as follows: "The per annum salaries of Foreign Service officers within each of the other classes shall be as follows:

80 Stat. 292.

Class 1.....	\$24,944	\$25,776	\$27,055	\$22,308	\$22,984	\$23,660	\$24,336
Class 2.....	20,280	20,956	21,632	18,278	18,832	19,386	19,940
Class 3.....	16,616	17,170	17,724	14,857	15,307	15,757	16,207
Class 4.....	13,507	13,957	14,407	12,233	12,604	12,975	13,346
Class 5.....	11,120	11,491	11,862	10,194	10,503	10,812	11,121
Class 6.....	9,267	9,576	9,885	8,596	8,856	9,116	9,376
Class 7.....	7,816	8,076	8,336	7,409	7,634	7,859	8,084
Class 8.....	6,734	6,959	7,184				

(b) The second sentence of subsection (a) of section 415 of such Act (22 U.S.C. 870(a)) is amended to read as follows: "The per annum

80 Stat. 292.

salaries of such staff officers and employees within each class shall be as follows:

Class 1.....	\$16,616	\$17,170	\$17,724	\$18,278	\$18,832	\$19,386	\$19,940	\$20,494	\$21,048	\$21,602
Class 2.....	13,507	13,957	14,407	14,857	15,307	15,757	16,207	16,657	17,107	17,557
Class 3.....	11,120	11,491	11,862	12,233	12,604	12,975	13,346	13,717	14,088	14,459
Class 4.....	9,267	9,576	9,885	10,194	10,503	10,812	11,121	11,430	11,739	12,048
Class 5.....	8,351	8,629	8,907	9,185	9,463	9,741	10,019	10,297	10,575	10,853
Class 6.....	7,524	7,775	8,026	8,277	8,528	8,779	9,030	9,281	9,532	9,783
Class 7.....	6,905	7,135	7,365	7,595	7,825	8,055	8,285	8,515	8,745	8,975
Class 8.....	6,125	6,329	6,533	6,737	6,941	7,145	7,349	7,553	7,757	7,961
Class 9.....	5,575	5,761	5,947	6,133	6,319	6,505	6,691	6,877	7,063	7,249
Class 10.....	4,995	5,161	5,327	5,493	5,659	5,825	5,991	6,157	6,323	6,489

(c) Foreign Service officers, Reserve officers, and Foreign Service staff officers and employees who are entitled to receive basic compensation immediately prior to the effective date of this section at one of the rates provided by section 412 or 415 of the Foreign Service Act of 1946 shall receive basic compensation, on and after such effective date, at the rate of their class determined to be appropriate by the Secretary of State.

AGRICULTURAL STABILIZATION AND CONSERVATION COUNTY COMMITTEE EMPLOYEES

SEC. 210. The rates of pay of persons employed by the county committees established pursuant to section 8(b) of the Soil Conservation and Domestic Allotment Act (16 U.S.C. 590h(b)) shall be increased by amounts equal, as nearly as may be practicable, to the increases provided by section 202(a) of this title for corresponding rates of basic pay.

SALARY RATES FIXED BY ADMINISTRATIVE ACTION

SEC. 211. (a) The rates of basic pay of United States attorneys and assistant United States attorneys whose annual salaries are fixed pursuant to section 548 of title 28, United States Code, shall be increased, effective on the effective date of section 202 of this title, by amounts equal, as nearly as may be practicable, to the increases provided by section 202(a) of this title for corresponding rates of basic pay.

(b) Notwithstanding section 3679 of the Revised Statutes, as amended (31 U.S.C. 665), the rates of pay of officers and employees of the Federal Government and of the municipal government of the District of Columbia whose rates of pay are fixed by administrative action pursuant to law and are not otherwise increased by this title are hereby authorized to be increased, effective on the effective date of section 202 of this title, by amounts not to exceed the increases provided by this title for corresponding rates of pay in the appropriate schedule or scale of pay.

(c) Nothing contained in this section shall be held or considered to authorize any increase in the rates of pay of officers and employees whose rates of pay are fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates or practices.

(d) Nothing contained in this section shall affect the authority contained in any law pursuant to which rates of pay may be fixed by administrative action.

IMPLEMENTATION OF SALARY COMPARABILITY POLICY IN 1968 AND 1969

SEC. 212. In order to complete the implementation of the policy of the Congress set forth in paragraph (2) of section 5301 of title 5, United States Code, the President, after seeking the views of such employee organizations as he considers appropriate and in such manner as he may provide, shall—

(1) effective on the first day of the first pay period beginning on or after July 1, 1968, adjust the rates of basic pay, basic compensation, and salary, as in effect by reason of the enactment of the provisions of this title other than this section and sections 205, 210, 213, 214, 215, and 219—

(A) by amounts equal, as nearly as may be practicable, to one-half of the amounts by which such rates are exceeded by rates of pay paid for the same levels of work in private enterprise as determined on the basis of the 1967 annual survey conducted by the Bureau of Labor Statistics in accordance with the provisions of section 5302 of title 5, United States Code, or

(B) by 3 per centum, whichever is greater; and

(2) effective on the first day of the first pay period beginning on or after July 1, 1969, adjust the rates he has established under subparagraph (1) of this section, and the rates established by Postal Field Service Schedule II, and Rural Carrier Schedule II (contained in the amendments made by subsections (a) and (b) of section 205), by amounts equal, as nearly as may be practicable, to the amounts by which such rates are exceeded by rates of pay paid for the same levels of work in private enterprise as determined on the basis of the 1968 annual survey conducted by the Bureau of Labor Statistics in accordance with the provisions of section 5302 of title 5, United States Code.

Adjustments made by the President under this section shall have the force and effect of statute. The rates of pay of personnel subject to sections 210, 213 (except subsections (d) and (e)), and 214 of this title, and any minimum or maximum rate, limitation, or allowance applicable to any such personnel, shall be adjusted, by amounts which are equal, insofar as practicable and with such exceptions as may be necessary to provide for appropriate relationships between positions, to the amounts of the adjustments made by the President under subparagraphs (1) and (2) of this section, by the following authorities—

(i) the President pro tempore of the Senate, with respect to the United States Senate;

(ii) the Speaker of the House of Representatives with respect to the United States House of Representatives;

(iii) the Architect of the Capitol, with respect to the Office of the Architect of the Capitol;

(iv) the Director of the Administrative Office of the United States Courts, with respect to the judicial branch of the Government; and

(v) the Secretary of Agriculture, with respect to persons employed by the county committees established pursuant to section 8(b) of the Soil Conservation and Domestic Allotment Act (16 U.S.C. 590h(b)).

Such adjustments shall be made in such manner as the appropriate authority concerned deems advisable and shall have the force and effect of statute. Nothing in this section shall impair any authority pursuant to which rates of pay may be fixed by administrative action.

80 Stat. 292.
22 USC 867, 870.

52 Stat. 31;
80 Stat. 293.

80 Stat. 618.

80 Stat. 458.

Ante, p. 627.

80 Stat. 458.

52 Stat. 31;
80 Stat. 293.

JUDICIAL BRANCH EMPLOYEES

SEC. 213. (a) The rates of basic compensation of officers and employees in or under the judicial branch of the Government whose rates of compensation are fixed by or pursuant to paragraph (2) of subdivision a of section 62 of the Bankruptcy Act (11 U.S.C. 102(a)(2)), section 3656 of title 18, United States Code, the third sentence of section 603, sections 671 to 675, inclusive, or section 604(a)(5), of title 28, United States Code, insofar as the latter section applies to graded positions, are hereby increased by amounts reflecting the respective applicable increases provided by section 202(a) of this title in corresponding rates of compensation for officers and employees subject to section 5332 of title 5, United States Code. The rates of basic compensation of officers and employees holding ungraded positions and whose salaries are fixed pursuant to such section 604(a)(5) may be increased by the amounts reflecting the respective applicable increases provided by section 202(a) of this title in corresponding rates of compensation for officers and employees subject to section 5332 of title 5, United States Code.

(b) The limitations provided by applicable law on the effective date of this section with respect to the aggregate salaries payable to secretaries and law clerks of circuit and district judges are hereby increased by amounts which reflect the respective applicable increases provided by section 202(a) of this title in corresponding rates of compensation for officers and employees subject to section 5332 of title 5, United States Code.

(c) Section 753(e) of title 28, United States Code (relating to the compensation of court reporters for district courts), is amended by striking out the existing salary limitation contained therein and inserting a new limitation which reflects the respective applicable increases provided by section 202(a) of this title in corresponding rates of compensation for officers and employees subject to section 5332 of title 5, United States Code.

(d) The first paragraph of section 603 of title 28, United States Code, relating to the compensation of the Director and the Deputy Director of the Administrative Office of the United States Courts, is amended to read as follows:

"The salary of the Director shall be the same as the salary of a district judge. The salary of the Deputy Director shall be in the same amount as the annual rate of basic pay for positions at level V of the Executive Schedule under section 5316 of title 5."

(e) Section 792(b) of title 28, United States Code, is amended by striking out "\$26,000" and inserting in lieu thereof "\$29,000".

LEGISLATIVE BRANCH EMPLOYEES

SEC. 214. (a) Except as otherwise provided in this title, each officer or employee in or under the legislative branch of the Government, whose rate of compensation is increased by section 5 of the Federal Employees Pay Act of 1946, shall be paid additional compensation at the rate of 4.5 per centum of his gross rate of compensation (basic compensation plus additional compensation authorized by law).

(b) The total annual compensation in effect immediately prior to the effective date of this section of each officer or employee of the House of Representatives, whose compensation is disbursed by the Clerk of the House of Representatives and is not increased by reason of any other provision of this section, shall be increased by 4.5 per centum.

60 Stat. 329.
62 Stat. 843.

65 Stat. 725.
62 Stat. 918,
914.
80 Stat. 293.

Ante, p. 625.

Secretaries and
law clerks.
80 Stat. 1499.

Court reporters.
62 Stat. 921;
80 Stat. 294.

78 Stat. 434.

Post, p. 638.
78 Stat. 434.

60 Stat. 217;
80 Stat. 294.
2 USC 60e-3,4.
House officers
and employees.

(c) The rates of compensation of employees of the House of Representatives whose compensation is fixed by the House Employees Schedule under the House Employees Position Classification Act (78 Stat. 1079-1084; Public Law 88-652; 2 U.S.C. 291-303), including each employee subject to such Act whose compensation is fixed at a saved rate, are hereby increased by amounts equal, as nearly as may be practicable, to the increases provided by subsection (a) of this section.

(d) Except as provided in the last sentence of section 218(a) of this title, the additional compensation provided by this section shall be considered a part of basic pay for the purposes of subchapter III of chapter 83 of title 5, United States Code, relating to civil service retirement.

(e) The per annum rate of compensation of the Chief of Staff of the Joint Committee on Internal Revenue Taxation shall be the same as the per annum rate of compensation of the Legislative Counsel of the House of Representatives.

(f) This section shall not apply with respect to the compensation of student congressional interns and the compensation of employees whose compensation is fixed by the House Wage Schedule under the House Employees Position Classification Act.

(g) The annual rate of gross compensation of each officer or employee whose compensation is disbursed by the Secretary of the Senate, and the annual rate of gross compensation of each telephone operator on the United States Capitol telephone exchange and each member of the Capitol Police whose compensation is disbursed by the Clerk of the House of Representatives, (1) is increased by 4.5 per centum, and (2) as so increased shall be adjusted, effective the first day of the month following the date of enactment of this Act, to the nearest multiple of \$188.

(h) In any case in which the rate of compensation of any officer, employee, or position, or class of officers, employees, or positions, the compensation for which is disbursed by the Secretary of the Senate, or any minimum or maximum rate with respect to such officer, employee, position, or class is referred to in or provided by statute or Senate resolution, such statutory provision or resolution shall be deemed to refer to the rate which an officer or employee subject to the provisions of subsection (g) receiving such rate immediately prior to the effective date of such subsection would be entitled (without regard to such statutory provision) to receive on and after such date. As used in this subsection and subsection (g), the term "officer" does not include a Senator.

(i) The annual rate of gross compensation of each employee in the office of a Senator shall be adjusted, effective on the first day of the month following the date of enactment of this Act, to the lowest multiple of \$188 which is not lower than the rate such employee was receiving immediately prior thereto, except that the foregoing provisions of this subsection shall not apply in the case of any employee if on or before the fifteenth day following the date of enactment of this Act, the Senator by whom such employee is employed notifies the disbursing office of the Senate in writing that he does not wish such provisions to apply to such employee. No employee whose rate of compensation is adjusted under this subsection shall receive an increase under subsection (g) for any period prior to the effective date of such adjustment during which such employee was employed in the office of the Senator by whom he is employed on the first day of the month following the enactment of this Act. No increase shall be paid to any person under subsection (g) for any period prior to the first day of the month following the date of enactment of this Act during which such person was employed in the office of a Senator

80 Stat. 564;
Ante, p. 213.

78 Stat. 1079.
2 USC 291 note.

Employees in
office of
Senator.

(other than the Senator by whom he is employed on such day) unless on or before the fifteenth day following the date of enactment of this Act such Senator notifies the disbursing office of the Senate in writing that he wishes such employee to receive such additional compensation for such period. In any case in which, at the expiration of the time within which a Senator may give notice under this subsection, such Senator is deceased, such notice shall be deemed to have been given. An increase under this subsection in the compensation of an employee in the office of a Senator for any period prior to the first day of the month following the date of enactment of this Act shall be made without regard to the clerk hire allowance of such Senator.

Ante, p. 141.

(j) Section 105(a)(1) of the Legislative Branch Appropriation Act, 1968, is amended by striking out "\$180" and inserting in lieu thereof "\$188".

(k) Section 105(d)(1) of such Act is amended by striking out the table and inserting in lieu thereof the following:

"\$199,280 if the population of his State is less than 3,000,000;
"\$212,440 if such population is 3,000,000 but less than 4,000,000;
"\$223,720 if such population is 4,000,000 but less than 5,000,000;
"\$234,060 if such population is 5,000,000 but less than 7,000,000;
"\$245,340 if such population is 7,000,000 but less than 9,000,000;
"\$258,500 if such population is 9,000,000 but less than 10,000,000;
"\$271,660 if such population is 10,000,000 but less than 11,000,000;
"\$284,820 if such population is 11,000,000 but less than 12,000,000;
"\$297,980 if such population is 12,000,000 but less than 13,000,000;
"\$311,140 if such population is 13,000,000 but less than 15,000,000;
"\$324,300 if such population is 15,000,000 but less than 17,000,000;
"\$338,400 if such population is 17,000,000 or more."

(l) Section 105 of such Act is amended by striking out "\$1,080", "\$6,120", "\$10,620", "\$10,800", "\$14,220", "\$14,400", "\$15,660", "\$15,840", "\$18,180", "\$22,320", "\$23,400", and "\$24,480" wherever they appear in such section and inserting in lieu thereof "\$1,128", "\$6,392", "\$11,092", "\$11,280", "\$14,852", "\$15,040", "\$16,356", "\$16,544", "\$18,988", "\$23,312", "\$24,440", and "\$25,568", respectively.

(m) The limitation on gross rate per hour per person provided by applicable law on the effective date of this section with respect to the folding of speeches and pamphlets for the Senate is hereby increased by 4.5 per centum. The amount of such increase shall be computed to the nearest cent, counting one-half cent and over as a whole cent. The provisions of subsection (g) shall not apply to employees whose compensation is subject to such limitation, or to employees referred to in the last proviso in the second paragraph under the heading "SENATE" in the Second Deficiency Appropriation Act, 1948.

62 Stat. 1027.

Ante, p. 143.

(n) The first sentence of section 106(b) of the Legislative Branch Appropriation Act, 1963, as amended (2 U.S.C. 60j), is amended by striking out "\$540" and inserting in lieu thereof "\$564".

Dual pay.

Ante, p. 143.

(o) Section 5533(c) of title 5, United States Code, is amended to read as follows:

"(c)(1) Unless otherwise authorized by law, appropriated funds are not available for payment to an individual of pay from more than one position if the pay of one of the positions is paid by the Secretary of the Senate or the Clerk of the House of Representatives, or one of the positions is under the Office of the Architect of the Capitol, and if—

"(A) the pay of one or more of the positions is fixed at a single gross per annum rate, and the aggregate gross pay from the positions exceeds \$6,256 a year, or

"(B) the pay of each such position is fixed at a basic rate plus additional compensation authorized by law, and the aggregate basic pay of the positions exceeds \$2,000 a year.

"(2) For the purpose of this subsection, 'gross pay' means the annual rate of pay (or equivalent thereof in the case of an individual paid on other than an annual basis) received by an individual, and, in the case of an individual receiving basic pay plus additional compensation provided by law, includes the aggregate amount received as basic and additional compensation, but does not include sums received as premium pay under subchapter V of this chapter."

(p) The third paragraph under the heading "Office of the Architect of the Capitol" and the subheading "Salaries" in the Legislative Branch Appropriation Act, 1960 (73 Stat. 407), is amended by striking out "\$7,700" and inserting in lieu thereof "\$8,200".

40 USC 166b-3.

INCREASES IN BASIC PAY RATES FOR LEVELS III, IV, AND V OF EXECUTIVE SCHEDULE

SEC. 215. (a) Section 5314 of title 5, United States Code, relating to the basic pay rate for level III of the Executive Schedule, is amended by striking out "\$28,500" and inserting in lieu thereof "\$29,500".

80 Stat. 460.

(b) Section 5315 of title 5, United States Code, relating to the basic pay rate for level IV of the Executive Schedule, is amended by striking out "\$27,000" and inserting in lieu thereof "\$28,750".

(c) Section 5316 of title 5, United States Code, relating to the basic pay rate for level V of the Executive Schedule, is amended by striking out "\$26,000" and inserting in lieu thereof "\$28,000".

SALARY INCREASE LIMITATIONS

SEC. 216. Except as provided in sections 213 (d) and (e), 214, 215, and 219, and subject to the operation of section 225 of this title, no rate of compensation shall be increased, by reason of the enactment of this title, to an amount in excess of the salary rate for level V of the Executive Schedule in section 5316 of title 5, United States Code, in effect on or after the first day of the first pay period which begins on or after the date of enactment of this title.

UNCONTROLLABLE OVERTIME DUTY

SEC. 217. Section 5545(c)(2) of title 5, United States Code, is amended by striking out "not in excess of 15 percent," and inserting in lieu thereof "not less than 10 percent nor more than 25 percent,".

80 Stat. 487;
Ante, p. 200.

PAYMENT OF RETROACTIVE COMPENSATION

SEC. 218. (a) Retroactive pay, compensation, or salary shall be paid by reason of this title only in the case of an individual in the service of the United States (including service in the Armed Forces of the United States) or the municipal government of the District of Columbia on the date of enactment of this title, except that such retroactive pay, compensation, or salary shall be paid—

(1) to an officer or employee who retired, during the period beginning on the first day of the first pay period which began on or after October 1, 1967, and ending on the date of enactment of this title, for services rendered during such period, and

80 Stat. 495.

(2) in accordance with subchapter VIII of chapter 55 of title 5, United States Code, relating to settlement of accounts, for services rendered, during the period beginning on the first day of the first pay period which began on or after October 1, 1967, and ending on the date of enactment of this title, by an officer or employee who died during such period.

Such retroactive pay, compensation, or salary shall not be considered as basic pay for the purposes of subchapter III of chapter 83 of title 5, United States Code, relating to civil service retirement, or any other retirement law or retirement system, in the case of any such retired or deceased officer or employee.

80 Stat. 564;
Ante, p. 213.

Armed Forces,
service and
training period.

(b) For the purposes of this section, service in the Armed Forces of the United States, in the case of an individual relieved from training and service in the Armed Forces of the United States or discharged from hospitalization following such training and service, shall include the period provided by law for the mandatory restoration of such individual to a position in or under the Federal Government or the municipal government of the District of Columbia.

SALARIES OF LEGISLATIVE OFFICIALS

SEC. 219. Section 203 of the Federal Legislative Salary Act of 1964 (78 Stat. 415) is amended as follows:

31 USC 42a.

(1) in subsection (b), by striking out "\$28,500" and inserting in lieu thereof "\$29,500";

2 USC 136a;

(2) in subsection (c), by striking out "\$27,000" and inserting in lieu thereof "\$28,750";

31 USC 51a;

40 USC 162a;

(3) in subsection (d), by striking out "\$25,500" and inserting in lieu thereof "\$27,500";

44 USC 39a.

2 USC 136a-1;

(4) in subsection (e), by striking out "\$23,500" and inserting in lieu thereof "\$25,000".

40 USC 166b;

44 USC 39a.

40 USC 166b-1.

EFFECTIVE DATES

SEC. 220. (a) Except as otherwise expressly provided, this title shall take effect as follows:

(1) This section and sections 201, 207, 212, 218, 221, 224 (a) and (b), and 225 shall become effective on the date of enactment of this title.

(2) Sections 202, 203, 204, 205, 206, 208, 209, 210, 211, 213 (except subsections (d) and (e)), 214 (except subsections (j), (k), (l), (n), and (o)), and 216 shall become effective as of the beginning of the first pay period which began on or after October 1, 1967.

(3) Sections 213 (d) and (e), 214 (j), (k), (l), (n), and (o), 215, 217, 219, and 224(c) shall become effective at the beginning of the first pay period which begins on or after the date of enactment of this title.

(4) Sections 222 and 223 shall become effective thirty days after the date of enactment of this title.

(b) For the purposes of determining the amount of insurance for which an individual is eligible under chapter 87 of title 5, United States Code, relating to group life insurance for Federal employees—

80 Stat. 592.

(1) all changes in rates of pay which result from the enactment of this title (except Postal Field Service Schedule II, Rural Carrier Schedule II, and sections 207, 212, 213 (d) and (e), 215, 219, and 225) shall be held and considered to become effective as of the date of such enactment; and

(2) all changes in rates of pay which result from the enactment of section 212 of this title and which take effect retroactively from

the date on which the adjustments thereof are actually ordered under such section, shall be held and considered to become effective on the date on which such adjustments are actually ordered.

EMPLOYMENT OF RELATIVES BY PUBLIC OFFICIALS

SEC. 221. (a) Chapter 31 of title 5, United States Code, is amended by adding at the end thereof the following new section:

80 Stat. 414.

"§ 3110. Employment of relatives; restrictions

Definitions.

"(a) For the purpose of this section—

"(1) 'agency' means—

"(A) an Executive agency;

"(B) an office, agency, or other establishment in the legislative branch;

"(C) an office, agency, or other establishment in the judicial branch; and

"(D) the government of the District of Columbia;

"(2) 'public official' means an officer (including the President and a Member of Congress), a member of the uniformed service, an employee and any other individual, in whom is vested the authority by law, rule, or regulation, or to whom the authority has been delegated, to appoint, employ, promote, or advance individuals, or to recommend individuals for appointment, employment, promotion, or advancement, in connection with employment in an agency; and

"(3) 'relative' means, with respect to a public official, an individual who is related to the public official as father, mother, son, daughter, brother, sister, uncle, aunt, first cousin, nephew, niece, husband, wife, father-in-law, mother-in-law, son-in-law, daughter-in-law, brother-in-law, sister-in-law, stepfather, stepmother, stepson, stepdaughter, stepbrother, stepsister, half brother, or half sister.

"(b) A public official may not appoint, employ, promote, advance, or advocate for appointment, employment, promotion, or advancement, in or to a civilian position in the agency in which he is serving or over which he exercises jurisdiction or control any individual who is a relative of the public official. An individual may not be appointed, employed, promoted, or advanced in or to a civilian position in an agency if such appointment, employment, promotion, or advancement has been advocated by a public official, serving in or exercising jurisdiction or control over the agency, who is a relative of the individual.

"(c) An individual appointed, employed, promoted, or advanced in violation of this section is not entitled to pay, and money may not be paid from the Treasury as pay to an individual so appointed, employed, promoted, or advanced.

"(d) The Civil Service Commission may prescribe regulations authorizing the temporary employment, in the event of emergencies resulting from natural disasters or similar unforeseen events or circumstances, of individuals whose employment would otherwise be prohibited by this section.

"(e) This section shall not be construed to prohibit the appointment of an individual who is a preference eligible in any case in which the passing over of that individual on a certificate of eligibles furnished under section 3317(a) of this title will result in the selection for appointment of an individual who is not a preference eligible."

80 Stat. 421.

(b) The analysis of chapter 31 of title 5, United States Code, is amended by adding the following new item at the end thereof:

"3110. Employment of relatives; restrictions."

(c) The amendments made by this section do not apply to an appointment, employment, advancement, or promotion made or advocated by a public official of any individual who is a relative of the public official if, prior to the effective date of this section, the individual was appointed by the public official, or received an appointment advocated by the public official, and is serving under the appointment on such effective date.

TRAVEL STATUS

80 Stat. 486. SEC. 222. (a) Section 5542(b) (2) (B) of title 5, United States Code, is amended to read as follows:

"(B) the travel (i) involves the performance of work while traveling, (ii) is incident to travel that involves the performance of work while traveling, (iii) is carried out under arduous conditions, or (iv) results from an event which could not be scheduled or controlled administratively."

74 Stat. 651;
79 Stat. 1114. (b) Section 3571 of title 39, United States Code, is amended by adding at the end thereof a new subsection as follows:

"(e) Time spent in a travel status away from the official duty station of an employee is not hours of work unless the travel (i) involves the performance of work while traveling, (ii) is incident to travel that involves the performance of work while traveling, (iii) is carried out under arduous conditions, or (iv) results from an event which could not be scheduled or controlled administratively."

80 Stat. 500. (c) Subchapter II of chapter 57 of title 5, United States Code, is amended—

(1) by adding at the end thereof the following new section:

"§ 5733. Expeditious travel

"The travel of an employee shall be by the most expeditious means of transportation practicable and shall be commensurate with the nature and purpose of the duties of the employee requiring such travel."; and

(2) by inserting after item 5732 in the analysis of such subchapter the following new item:

"5733. Expeditious travel."

80 Stat. 486;
Ante, p. 200. (d) Section 5544(a) of title 5, United States Code, is amended by inserting immediately at the end thereof the following new sentence: "Time spent in a travel status away from the official duty station of an employee subject to this subsection is not hours of work unless the travel (i) involves the performance of work while traveling, (ii) is incident to travel that involves the performance of work while traveling (iii) is carried out under arduous conditions, or (iv) results from an event which could not be scheduled or controlled administratively."

APPEALS FROM POSITION CLASSIFICATIONS OF WAGE BOARD EMPLOYEES

80 Stat. 471. SEC. 223. (a) Subchapter IV of chapter 53 of title 5, United States Code, is amended by adding at the end thereof the following new section:

"§ 5345. Position classification appeals

"On application, made in accordance with regulations prescribed by the Civil Service Commission, by an employee subject to section 5341(a) of this title for the review of the action of an employing agency in classifying his position for pay purposes, the Commission shall—

"(1) ascertain currently the facts as to the duties, responsibilities, and qualification requirements of the position;

"(2) decide whether the position has been properly classified; and

"(3) approve, disapprove, or modify, in accordance with its decision, the action of the employing agency in classifying the position.

The Commission shall certify to the agency concerned its action under paragraph (3) of this section. The agency shall act in accordance with the certificate, and the certificate is binding on all administrative, certifying, payroll, disbursing, and accounting officials."

(b) The analysis of chapter 53 is amended by inserting the following new item after item 5344:

"5345. Position classification appeals."

MISCELLANEOUS PROVISIONS

SEC. 224. (a) Section 4101(2) (B) of title 5, United States Code, is amended by striking out "Coast and Geodetic Survey" and inserting in lieu thereof "Environmental Science Services Administration".

80 Stat. 432.

(b) Section 8339(e) (2) of title 5, United States Code, is amended to read as follows:

"(2) the greater of—

"(A) the final basic pay of the Member; or

"(B) the final basic pay of the appointive position of a former Member who elects to have his annuity computed or recomputed under section 8344(b) (1) of this title."

(c) Section 1(b) of the Act of August 25, 1958 (72 Stat. 838; 3 U.S.C. 102, note), as amended, is amended by striking out "\$65,000" and inserting in lieu thereof "\$80,000", and by striking out the fourth sentence therein and inserting in lieu thereof the following: "The annual rate of compensation payable to any such person shall not exceed the highest annual rate of basic pay now or hereafter provided by law for positions at level II of the Executive Schedule under section 5313 of title 5, United States Code."

78 Stat. 412.

80 Stat. 460.

COMMISSION ON EXECUTIVE, LEGISLATIVE, AND JUDICIAL SALARIES

SEC. 225. (a) ESTABLISHMENT OF COMMISSION.—There is hereby established a commission to be known as the Commission on Executive, Legislative, and Judicial Salaries (hereinafter referred to as the "Commission").

(b) MEMBERSHIP.—

(1) The Commission shall be composed of nine members who shall be appointed from private life, as follows:

(A) three appointed by the President of the United States, one of whom shall be designated as Chairman by the President;

(B) two appointed by the President of the Senate;

(C) two appointed by the Speaker of the House of Representatives; and

(D) two appointed by the Chief Justice of the United States.

(2) The terms of office of persons first appointed as members of the Commission shall be for the period of the 1969 fiscal year of the Federal Government, except that, if any appointment to membership on the Commission is made after the beginning and before the close of such fiscal year, the term of office based on such appointment shall be for the remainder of such fiscal year.

(3) After the close of the 1969 fiscal year of the Federal Government, persons shall be appointed as members of the Commission with respect to every fourth fiscal year following the 1969 fiscal year. The terms of office of persons so appointed shall be for the period of the

Terms of
office.

fiscal year with respect to which the appointment is made, except that, if any appointment is made after the beginning and before the close of any such fiscal year, the term of office based on such appointment shall be for the remainder of such fiscal year.

(4) A vacancy in the membership of the Commission shall be filled in the manner in which the original appointment was made.

Compensation;
travel expenses.

(5) Each member of the Commission shall be paid at the rate of \$100 for each day such member is engaged upon the work of the Commission and shall be allowed travel expenses, including a per diem allowance, in accordance with section 5703(b) of title 5, United States Code, when engaged in the performance of services for the Commission.

80 Stat. 499.

(c) PERSONNEL OF COMMISSION.—

(1) Without regard to the provisions of title 5, United States Code, governing appointments in the competitive service, and the provisions of chapter 51 and subchapter III of chapter 53 of such title, relating to classification and General Schedule pay rates, and on a temporary basis for periods covering all or part of any fiscal year referred to in subsection (b) (2) and (3) of this section—

80 Stat. 443,
467; Ante, p. 625.

(A) the Commission is authorized to appoint an Executive Director and fix his basic pay at the rate provided for level V of the Executive Schedule by section 5316 of title 5, United States Code; and

Ante, p. 638.

(B) with the approval of the Commission, the Executive Director is authorized to appoint and fix the basic pay (at respective rates not in excess of the maximum rate of the General Schedule in section 5332 of title 5, United States Code) of such additional personnel as may be necessary to carry out the function of the Commission.

Personnel detail.

(2) Upon the request of the Commission, the head of any department, agency, or establishment of any branch of the Federal Government is authorized to detail, on a reimbursable basis, for periods covering all or part of any fiscal year referred to in subsection (b) (2) and (3) of this section, any of the personnel of such department, agency, or establishment to assist the Commission in carrying out its function.

(d) USE OF UNITED STATES MAILS BY COMMISSION.—The Commission may use the United States mails in the same manner and upon the same conditions as other departments and agencies of the United States.

(e) ADMINISTRATIVE SUPPORT SERVICES.—The Administrator of General Services shall provide administrative support services for the Commission on a reimbursable basis.

(f) FUNCTION.—The Commission shall conduct, in each of the respective fiscal years referred to in subsection (b) (2) and (3) of this section, a review of the rates of pay of—

(A) Senators, Members of the House of Representatives, and the Resident Commissioner from Puerto Rico;

(B) offices and positions in the legislative branch referred to in subsections (a), (b), (c), and (d) of section 203 of the Federal Legislative Salary Act of 1964 (78 Stat. 415; Public Law 88-426);

(C) justices, judges, and other personnel in the judicial branch referred to in sections 402(d) and 403 of the Federal Judicial Salary Act of 1964 (78 Stat. 434; Public Law 88-426); and

(D) offices and positions under the Executive Schedule in subchapter II of chapter 53 of title 5, United States Code.

80 Stat. 460;

Ante, p. 638.

Such review by the Commission shall be made for the purpose of determining and providing—

(i) the appropriate pay levels and relationships between and among the respective offices and positions covered by such review, and

(ii) the appropriate pay relationships between such offices and positions and the offices and positions subject to the provisions of chapter 51 and subchapter III of chapter 53 of title 5, United States Code, relating to classification and General Schedule pay rates.

80 Stat. 443,
467; Ante, p. 625.

(g) REPORT BY COMMISSION TO THE PRESIDENT.—The Commission shall submit to the President a report of the results of each review conducted by the Commission of the offices and positions within the purview of subparagraphs (A), (B), (C), and (D) of subsection (f) of this section, together with its recommendations. Each such report shall be submitted on such date as the President may designate but not later than January 1 next following the close of the fiscal year in which the review is conducted by the Commission.

(h) RECOMMENDATIONS OF THE PRESIDENT WITH RESPECT TO PAY.—The President shall include, in the budget next transmitted by him to the Congress after the date of the submission of the report and recommendations of the Commission under subsection (g) of this section, his recommendations with respect to the exact rates of pay which he deems advisable, for those offices and positions within the purview of subparagraphs (A), (B), (C), and (D) of subsection (f) of this section. As used in this subsection, the term "budget" means the budget referred to in section 201 of the Budget and Accounting Act, 1921, as amended (31 U.S.C. 11).

"Budget."

64 Stat. 832;
72 Stat. 852.

(i) EFFECTIVE DATE OF RECOMMENDATIONS OF THE PRESIDENT.—

(1) Except as provided in paragraph (2) of this subsection, all or part (as the case may be) of the recommendations of the President transmitted to the Congress in the budget under subsection (h) of this section shall become effective at the beginning of the first pay period which begins after the thirtieth day following the transmittal of such recommendations in the budget; but only to the extent that, between the date of transmittal of such recommendations in the budget and the beginning of such first pay period—

(A) there has not been enacted into law a statute which establishes rates of pay other than those proposed by all or part of such recommendations,

(B) neither House of the Congress has enacted legislation which specifically disapproves all or part of such recommendations, or

(C) both.

(2) Any part of the recommendations of the President may, in accordance with express provisions of such recommendations, be made operative on a date later than the date on which such recommendations otherwise are to take effect.

(j) EFFECT OF RECOMMENDATIONS OF THE PRESIDENT ON EXISTING LAW AND PRIOR PRESIDENTIAL RECOMMENDATIONS.—The recommendations of the President transmitted to the Congress immediately following a review conducted by the Commission in one of the fiscal years referred to in subsection (b) (2) and (3) of this section shall be held and considered to modify, supersede, or render inapplicable, as the case may be, to the extent inconsistent therewith—

(A) all provisions of law enacted prior to the effective date or dates of all or part (as the case may be) of such recommendations (other than any provision of law enacted in the period specified in paragraph (1) of subsection (i) of this section with respect to such recommendations), and

(B) any prior recommendations of the President which take effect under this section.

(k) PUBLICATION OF RECOMMENDATIONS OF THE PRESIDENT.—The recommendations of the President which take effect shall be printed

Publication in
Federal Register.

in the Statutes at Large in the same volume as public laws and shall be printed in the Federal Register and included in the Code of Federal Regulations.

TITLE III—PROHIBITION OF PANDERING ADVERTISEMENTS

74 Stat. 654;
76 Stat. 840.

SEC. 301. (a) Chapter 51 of title 39, United States Code, is amended by adding at the end of such chapter the following new section:

“§ 4009. Prohibition of pandering advertisements in the mails

“(a) Whoever for himself, or by his agents or assigns, mails or causes to be mailed any pandering advertisement which offers for sale matter which the addressee in his sole discretion believes to be erotically arousing or sexually provocative shall be subject to an order of the Postmaster General to refrain from further mailings of such materials to designated addressees thereof.

“(b) Upon receipt of notice from an addressee that he has received such mail matter, determined by the addressee in his sole discretion to be of the character described in subsection (a) of this section, the Postmaster General shall issue an order, if requested by the addressee, to the sender thereof, directing the sender and his agents or assigns to refrain from further mailings to the named addressees.

“(c) The order of the Postmaster General shall expressly prohibit the sender and his agents or assigns from making any further mailings to the designated addressees, effective on the thirtieth calendar day after receipt of the order. The order of the Postmaster General shall also direct the sender and his agents or assigns to delete immediately the names of the designated addressees from all mailing lists owned or controlled by the sender or his agents or assigns and, further, shall prohibit the sender and his agents or assigns from the sale, rental, exchange, or other transaction involving mailing lists bearing the names of the designated addressees.

“(d) Whenever the Postmaster General believes that the sender or anyone acting on his behalf has violated or is violating the order given under this section, he shall serve upon the sender, by registered or certified mail, a complaint stating the reasons for his belief and request that any response thereto be filed in writing with the Postmaster General within fifteen days after the date of such service. If the Postmaster General, after appropriate hearing if requested by the sender, and without a hearing if such a hearing is not requested, thereafter determines that the order given has been or is being violated, he is authorized to request the Attorney General to make application, and the Attorney General is authorized to make application, to a district court of the United States for an order directing compliance with such notice.

Compliance order. “(e) Any district court of the United States within the jurisdiction of which any mail matter shall have been sent or received in violation of the order provided for by this section shall have jurisdiction, upon application by the Attorney General, to issue an order commanding compliance with such notice. Failure to observe such order may be punished by the court as contempt thereof.

“(f) Receipt of mail matter thirty days or more after the effective date of the order provided for by this section shall create a rebuttable presumption that such mail was sent after such effective date.

“(g) Upon request of any addressee, the order of the Postmaster General shall include the names of any of his minor children who have

not attained their nineteenth birthday, and who reside with the addressee.

“(h) The provisions of subchapter II of chapter 5 (relating to administrative procedure) and chapter 7 (relating to judicial review) of part I of title 5, United States Code, shall not apply to any provisions of this section.

“(i) For the purposes of this section—

“(1) mail matter, directed to a specific address covered in the order of the Postmaster General, without designation of a specific addressee thereon, shall be considered as addressed to the person named in the Postmaster General's order; and

“(2) the term ‘children’ includes natural children, stepchildren, adopted children, and children who are wards of or in custody of the addressee or who are living with such addressee in a regular parent-child relationship.”

(b) The table of contents of chapter 51 of title 39, United States Code, is amended by adding at the end thereof—

“4009. Prohibition of pandering advertisements in the mails.”

SEC. 302. The provisions of this title shall become effective on the one hundred and twentieth day after the date of enactment of this Act.

81 Stat. 381,
392.

Ante, p. 54.

Effective date.

TITLE IV—FEDERAL EMPLOYEES LIFE INSURANCE

SEC. 401. Section 8704(a) of title 5, United States Code, is amended to read as follows:

“(a) An employee eligible for insurance is entitled to be insured for an amount of group life insurance, plus an equal amount of group accidental death and dismemberment insurance, in accordance with the following schedule, which schedule shall be automatically extended correspondingly by the amounts of increases in the annual rate of basic pay for positions at level II of the Executive Schedule under section 5313 of this title:

80 Stat. 593.

80 Stat. 460.

If annual pay is—		The amount of group life insurance is—	The amount of group accidental death and dismemberment insurance is—
Greater than—	But not greater than—		
0	\$8,000	\$10,000	\$10,000
\$8,000	9,000	11,000	11,000
9,000	10,000	12,000	12,000
10,000	11,000	13,000	13,000
11,000	12,000	14,000	14,000
12,000	13,000	15,000	15,000
13,000	14,000	16,000	16,000
14,000	15,000	17,000	17,000
15,000	16,000	18,000	18,000
16,000	17,000	19,000	19,000
17,000	18,000	20,000	20,000
18,000	19,000	21,000	21,000
19,000	20,000	22,000	22,000
20,000	21,000	23,000	23,000
21,000	22,000	24,000	24,000
22,000	23,000	25,000	25,000
23,000	24,000	26,000	26,000
24,000	25,000	27,000	27,000
25,000	26,000	28,000	28,000
26,000	27,000	29,000	29,000
27,000	28,000	30,000	30,000
28,000	29,000	31,000	31,000
29,000	-----	32,000	32,000

80 Stat. 595.

SEC. 402. Section 8707 of title 5, United States Code, is amended to read as follows:

"§ 8707. Employee deductions; withholding

"During each period in which an employee is insured under a policy of insurance purchased by the Civil Service Commission under section 8709 of this title, there shall be withheld from the pay of the employee his share of the cost of the group life insurance and accidental death and dismemberment insurance. The amount withheld shall be at the rate, adjusted to the nearest half-cent, of 66½ percent of the level cost of each \$1,000 of insurance, as determined by the Commission."

Government contribution.

SEC. 403. Section 8708(a) of title 5, United States Code, is amended to read as follows:

"(a) For each period in which an employee is insured under a policy of insurance purchased by the Civil Service Commission under section 8709 of this title, a sum equal to one-half the amount which is withheld from the pay of the employee under section 8707 of this title shall be contributed from the appropriation or fund which is used to pay him."

Supra.

80 Stat. 592.

SEC. 404. Chapter 87 of title 5, United States Code, is amended—

(1) by adding the following new section:

"§ 8714a. Optional insurance

"(a) Under the conditions, directives, and terms specified in sections 8709-8712 of this title, the Civil Service Commission, without regard to section 5 of title 41, may purchase a policy which shall make available to each insured employee equal amounts of optional life insurance and accidental death and dismemberment insurance in addition to the amounts provided in section 8704(a) of this title.

Ante, p. 646.

"(b) The optional life insurance and accidental death and dismemberment insurance shall be made available to each insured employee under such conditions as the Commission shall prescribe and in amounts approved by the Commission but not more than the greater of \$10,000 or an amount which, when added to the amount provided in section 8704(a) of this title, makes the sum of his insurance equal to his annual pay.

"(c) (1) The optional insurance on an employee stops on his separation from service, 12 months after discontinuance of his pay, or on his entry on active duty or active duty for training, as provided in sections 8706(a) and 8706(d) of this title.

80 Stat. 595.

"(2) So much of the optional life insurance in force on an employee on the date he retires on an immediate annuity or becomes entitled to receive compensation for work injuries which has been in force for not less than—

"(A) the full period or periods of service during which the optional insurance was available to him; or

"(B) the 12 years of service immediately preceding his retirement or beginning date of entitlement to compensation for work injuries and during which the optional insurance was available to him;

whichever is shorter, may be continued—

"(A) after retirement, under the same conditions (except with respect to cost but including reduction of the amount continued) as provided in section 8706(b) of this title; or

"(B) while in receipt of compensation for work injuries under the same conditions (except with respect to cost) as provided in section 8706(c) of this title.

80 Stat. 595.

"(d) During each period in which an employee has the optional insurance the full cost thereof shall be withheld from his pay. During each period in which an employee continues optional life insurance after retirement or while in receipt of compensation for work injuries, as provided in section 8706(b) or 8706(c) of this title, the full cost thereof shall be withheld from his annuity or compensation, except that, at the end of the calendar month in which he becomes 65 years of age, the optional life insurance shall be without cost to him. Amounts so withheld shall be deposited, used, and invested as provided in section 8714 of this title and shall be reported and accounted for separately from amounts withheld and contributed under sections 8707 and 8708 of this title.

81 STAT. 647

81 STAT. 648

"(e) The cost of the optional insurance shall be determined from time to time by the Commission on the basis of such age groups as it considers appropriate.

Ante, p. 647.

"(f) The amount of optional life, or life and accidental death, insurance in force on an employee at the date of his death shall be paid as provided in section 8705 of this title."; and

80 Stat. 594;

Ante, p. 219.

(2) by inserting in the analysis of such chapter the following new item after item 8714:

"8714a. Optional insurance."

Effective dates.

SEC. 405. (a) The amendments made by sections 401 to 403, inclusive, of this Act shall take effect on the first day of the first pay period which begins on or after the sixtieth day following the date of enactment. In the case of an employee who dies or retires during the period beginning on the date of enactment of this Act and prior to the effective date prescribed by this subsection, the amount of insurance shall be determined as if the amendments made by section 401 were in effect for such employee during such period.

(b) (1) The amendments made by section 404 of this Act shall take effect on the first day of the first pay period which begins on or after the one hundred and eightieth day following the date of enactment, or on any earlier date that the Civil Service Commission may prescribe, which is at least sixty days after the date of enactment. In the case of an employee who dies during the period beginning on the date of enactment and ending on the effective date prescribed by or pursuant to this subsection, or during the sixty days immediately following such period if the Commission determines that he did not have a reasonable opportunity to elect the optional insurance made available by section 404, the insurance of such employee shall be determined as if the amendments made by section 404 had been in effect on the date of such death, and the employee had elected to receive the maximum amount of optional insurance available to him under such amendments. An employee who retires during the period beginning on the date of enactment and ending on the effective date prescribed by or pursuant to this subsection shall have an opportunity to elect the optional insurance made available by section 404.

(2) In the case of an employee in the service on the effective date prescribed by or pursuant to this subsection, (i) the period during which such employee may elect to receive optional insurance under

the amendment made by section 404 shall not expire prior to the sixtieth day after such effective date, and (ii) for the purpose of determining the amount of insurance to be continued after retirement, the period during which such optional insurance was available to such employee shall not be considered to have commenced prior to the expiration of sixty days following such effective date.

(c) The amendments made by sections 401 to 404, inclusive, of this Act shall have no effect in the case of an employee who died, was finally separated, or retired prior to the date of enactment.

Approved December 16, 1967.

LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 722 (Comm. on Post Office & Civil Service) and No. 1013 (Comm. of Conference).

SENATE REPORT: No. 801 (Comm. on Post Office & Civil Service).

CONGRESSIONAL RECORD, Vol. 113 (1967):

Oct. 10, 11, Dec. 11: Considered and passed House.

Nov. 28, 29, Dec. 12: Considered and passed Senate.

14230

STATEMENT FOR THE RECORD
SUBMITTED BY
W. V. GILL, DIRECTOR, OFFICE OF LABOR-MANAGEMENT RELATIONS
U. S. CIVIL SERVICE COMMISSION
TO THE
HOUSE SUBCOMMITTEE ON POSTAL OPERATIONS

Friday
April 25, 1969
10:00 A.M.

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

We appreciate the opportunity afforded the Commission to present this report and comment on the Federal labor-management relations program. While we understand your Committee's special concern with the postal service, this statement covers labor-management relations in the entire Federal service. Labor relations in the postal service is a large and important part of the picture, but our experience under Executive Order 10988 is with a single set of basic policies applicable governmentwide. The need for common ground rules, rather than separate and diverse agency policies, was one of the principal factors which motivated the issuance of E. O. 10988.

Overall Assessment

Executive Order 10988 is one of the pivotal developments in the history of the Federal civil service. Prior to its issuance, January 17, 1962, there were no governmentwide rules for dealings between employee organizations and Federal management. The order provided a coherent and effective framework for these relationships. It established the principle that employee participation, through their organizations, in the setting of personnel policies affecting them contributes to the effective conduct of

public business.

Under the order, employee organizations have made significant gains in membership, status, and impact on agency personnel policy. The voluntary dues withholding program developed and put into effect by the Civil Service Commission in January 1964 has contributed significantly to stability and growth in organization membership. Dues remitted to organizations through voluntary payroll deductions now approximate \$25 million a year. Organizations now represent over 1,400,000 Federal employees on an exclusive basis, 52 percent of the total work force, and they have an estimated membership in excess of one million. Over one million Federal employees are now working under agreements negotiated with their employing agencies.

The program has contributed to more democratic management of the work-force and to improved communications between employees and the management for whom they work. There have been some excellent results, beneficial to both agencies and employees. On the other hand, there have been growing difficulties and dissatisfaction on both sides. Some of this stems from the simple fact that there are two groups dealing with each other, often with diverse interests and objectives in personnel policy, but some stems also from growth and changing characteristics which warrant adjustments in the program structure.

Overall, our assessment is that the program established by Executive Order 10988 was sound in conception and has worked remarkably well in practice. Considering the nature of labor relations and thinking back

to experience in the private sector of the economy during the early years of the Wagner Act, the general acceptance of the program by Federal officials and the diligence with which it has been made operational have been impressive.

The experience of the past seven years has shown us weaknesses that require correction. Some of the arrangements that were suitable for the early phases of the program are no longer valid and need readjustment. However, there has been strength and accomplishment as well as weakness and problems in this experience. On balance, the program has been good. We have now learned enough to make it better. We believe that needed changes should be evolutionary, building upon the foundation of solid experience which has been established by the parties.

Origins of the Program

Executive Order 10988, issued in January 1962 by President Kennedy, was the outgrowth of a 1961 study by a task force of high-level officials in the Executive Branch. This Presidential Task Force was chaired by the Secretary of Labor, and included the Secretary of Defense, the Postmaster General, the Director of the Bureau of the Budget, the Special Counsel to the President, and the Chairman of the Civil Service Commission, who served as vice-chairman.

The Task Force made an extensive review of labor unionism in the Federal service, in other public jurisdictions, and in private industry, and held public hearings to obtain the views of interested parties. What it

found in 1961 makes interesting contrast with the situation now existing in Federal employment.

It found that union relations in the Federal government began with the craft unions in Naval shipyards over 100 years ago. Major postal unions were formed before the turn of the century, and were using collective representation to achieve improvements in pay and working conditions. Unions representing Government employees on an industrial basis were organized and active almost half a century ago. Many of the significant advances in Federal personnel policy bear the imprint of union effort and union support.

In 1961, union membership was an estimated 760,000, one-third of the Federal workforce. Two-thirds of these (490,000) were in the Post Office Department. Outside of the Post Office Department, about one-sixth of the workforce were union members and five-sixths non-members.

There was no general acceptance and no general doctrine of organized employee relationships in the Federal service. The Tennessee Valley Authority and segments of the Department of the Interior had relationships with unions closely approximating those in the private sector. In many agencies, there were loose and not particularly effective consultative relationships. In other agencies there were no dealings. Such relationships as existed were at the option of the employing agencies.

The unions were not pleased with this state of affairs. They resented

the indifference in some agencies, the run-around and refusal to deal in others. They pointed to poor supervisory practices, unfair grievance procedures, and unilateral personnel decision-making by agency management.

Most agencies were cautious in their approach to change, preferring existing arrangements or a limited modification. However, Defense and Post Office Departments, by far the largest employers, favored the development of a meaningful system. There was concern by some managers about the inherent difficulty of balancing public pressure for increased efficiency and economy of governmental operations against union resistance to performance standards and emphasis on seniority instead of relative proficiency as a basis for employee advancement.

The principles which guided the Task Force in recommending E. O. 10988 warrant repeating here because they continue to have the same significance for labor-management relations in the public service today:

- Government responsibility to the public is paramount;
therefore, the test of any proposal must be whether it is
in the public interest.
- There should not and need not be any basic conflict between
a system of labor-management relations and the Civil Service
merit system. The merit system is and should remain the
essential basis of the personnel policy of the Federal Govern-
ment. The principles of entrance into the career service on

the basis of open competition, selection on merit and fitness, and advancement on the same basis, together with the full range of legislative and executive policies and regulations that make up the Civil Service system govern the essential character of each individual's employment. Collective dealing cannot vary these principles. It must operate within their framework.

- The right of Federal employees to join organizations dealing collectively with management officials is matched by an equal right to refrain from any such activity. A more significant role for employee organizations within Federal agencies is warranted. The corollary is that they must expect to assume greater responsibilities.
- The right and obligation of public officials to manage effectively must be preserved. The concept of managerial responsibility and the role of managers and supervisors in the public service needs to be strengthened and clarified.

Features of the Order

The Task Force's recommendations represented a balanced approach to what was practical, feasible, and desirable at that time. The principal features of the new program, as incorporated in the Order are:

- Employees have the right to join or refrain from joining unions. (This is reaffirmation of the right given to postal employees by the Lloyd-LaFollette Act of 1912.)

- The right to serve as a leader or representative of an organization is limited in cases where such activity would result in a conflict of interest or otherwise be incompatible with law or the official duties of an employee.
 - Recognition may be granted only to those organizations which do not assert the right to strike or participate in a strike against the Government, do not advocate the overthrow of the Government, and do not discriminate with regard to membership because of race, color, creed, or national origin.
 - The individual employee has the right to speak for himself on matters of personal concern.
 - Recognition is granted according to representative strength. "Exclusive recognition" is granted to organizations representing a majority of the employees in an appropriate unit of recognition. Exclusive carries with it the right to speak for all employees in the unit, and to negotiate a written agreement with management.
- "Formal recognition" is granted to an organization having at least 10% membership in a unit. This level of recognition carries with it the right to be consulted on personnel matters affecting its members.
- "Informal recognition" is given to organizations with limited membership strength, and carries with it the right only to be heard.

- An "exclusive unit" may not include managers, personnel staff, and supervisors along with those supervised. Professional employees have a right to vote on whether they will be included in a unit with non-professionals.
- Agencies must negotiate written agreements with organizations having exclusive; however, the obligation to negotiate does not extend to such areas of management discretion and policy as mission of the agency, its budget, its organization and the assignment of its personnel, or the technology of performing its work.
- Agreements are subject to present and future laws, and agency and Commission regulations.
- Management officials retain the right to manage and to take whatever actions may be necessary in an emergency.

The Order provided a basic policy structure within which was left a large measure of flexibility necessary to put the program into effect. Responsibility for administering the program was assigned to the head of each department and agency. The Civil Service Commission was assigned responsibility for leadership, technical guidance, and training assistance to the agencies, for continuous evaluation of the program and, as necessary, for making recommendations to the President for its improvement. The Department of Labor was made responsible for providing technical services on issues involving the appropriateness of units for exclusive recognition and questions of majority status.

Standards of Conduct for Employee Organizations and a Code of Fair Labor Practices in the Federal Service, developed jointly by the Commission and the Department of Labor, were issued by the President in May 1963.

Environmental Factors in the Federal Program

The Federal program has many similarities to labor relations in private industry. The aspirations of working people are much the same everywhere. The responsibilities of Government supervisors and managers are not unlike those of their counterparts in private enterprise. Many of the unions representing employees in the Federal service also function in the private sector. In fact, unions affiliated with the AFL-CIO represent some 86% of all Federal employees covered by exclusive recognition.

There are also many dissimilarities and many of these are based on special characteristics which affect the environment of labor relations in the Federal Government:

Size and Diversity. The most obvious characteristic is the size and diversity of the Federal workforce. The program applies to 2 3/4 million employees, in 60-odd departments and agencies, with some 1800 principal offices and installations located all over the world. This number of offices does not include the 32,000 post offices and a host of smaller offices and duty stations in the other departments and agencies. The fact that the workforce is spread all over the world is not an academic consideration. As the employee-management program has unfolded, for example, significant problems have occurred relating to workers on the

Alaska Railroad, guards in the Panama Canal Zone, and teachers in the schools for military dependents in Western Europe.

Federal agencies have formal dealings with over 130 different employee organizations. They include the craft and industrial unions active in the private sector and unions composed of government employees only, some of which exist in a particular department, such as in the Post Office Department and the Internal Revenue Service, and others which have membership across the Government.

Congressional Relationships. A unique characteristic of the Federal service, too, is the important influence and direct participation of employee organizations in the legislative process. They long have testified before the committees of Congress on personnel legislation and have worked closely with committee staffs in offering their version of proposed bills. They hold large-scale rallies to influence legislation. And they have ready access to committees and Members of Congress to air their complaints and grievances, access which is guaranteed by the Lloyd-LaFollette Act of 1912.

Statutory and Regulatory Policies and Controls. This long history of Congressional relationships is responsible, in part, for the extensive coverage by statute of the principal areas of Federal personnel policy and procedure. The basic rules governing hiring, pay, hours, leave, job classification, performance rating, fringe benefits, retirement, and major disciplinary actions are set by law in the Federal service. In most cases these are supplemented by Civil Service Commission

regulations -- and when drafting such regulations, Commission staff members consult extensively with employee organizations as well as agency management. Finally, the great size and spread of the principal departments and agencies has brought about departmental personnel policies and procedures which further implement the laws and Commission regulations.

No-Strike Provision. A principal characteristic in Federal labor relations has been the statutory ban on strikes. This is a long-standing policy that goes back to the Lloyd-LaFollette Act. Section 7311 of Title 5, United States Code, (derived from Public Law 330, 84th Congress, 1955) prohibits a Federal employee from striking, asserting the right to strike or belonging to an employee organization that he knows asserts the right to strike. Violation of the law is a felony punishable by a maximum fine of \$1,000 or imprisonment for a year and a day, or both (18 U. S. C. 1918).

Every Federal employee, except certain short-term workers, executes an affidavit as a condition of his appointment specifically renouncing the right to strike against the Government or to belong to an organization which asserts this right (5 U. S. C. 3333).

Executive Order 10988 prohibits the recognition of an employee organization which asserts the right to strike or assists or participates in a strike against the Federal Government. This policy is amplified in the Code of Fair Labor Practices which prohibits a recognized employee organization from calling or engaging in any strike, work stoppage, slowdown, or picketing against a Government agency.

Status of the Program Today.

Extent of Union Representation. In 1961, prior to the Order, there were 29 exclusive units in TVA and the Department of the Interior, covering an estimated 19,000 employees. As of November 1968, there are 2,305 exclusive units in 35 agencies, not counting local units in the postal field service. These units cover 1,416,073 employees, or 52% of the total Federal workforce (excluding FBI, CIA, and NSA, and foreign nationals serving outside the United States). In addition, there are 1,087 Formal recognitions and a similar number of Informals. Exclusive and Formal recognition is held by 79 different national labor organizations, with thousands of local affiliates, 42 local independent unions, and 9 local unions directly affiliated with the AFL-CIO. Thus, agencies are dealing with 130 different employee organizations holding formal or exclusive recognition. Some are large in representative strength, others small, with a range from 453,155 employees represented on an exclusive basis by the American Federation of Government Employees to five employees represented by the International Association of Siderographers.

As of November 1968, 87% of all postal employees, 67% of wage system employees, and 28% of Classification Act (or equivalent) employees in the Federal service were covered by exclusive recognition. Not counting supplemental agreements in the postal field service, unions had negotiated 1,181 agreements with agency management covering 1,175,524 employees, 43% of the workforce.

The growth of exclusive recognition in the Federal service is shown by the following chart.

Growth of Exclusive Recognition

<u>Mid-Year</u>	<u>Non-Postal Employees in Exclusive Units</u>	<u>% Gain Non-Postal Employees</u>	<u>Postal Employees in Exclusive Units</u>	<u>Total Employees</u>
1963	180,000		490,000	670,000
1964	231,000	28%	499,000	730,000
1965	320,000	39%	515,000	835,000
1966	435,000	36%	619,000	1,054,000
1967 (Nov.)	630,000	45%	609,000	1,239,000
1968 (Nov.)	798,000	27%	619,000	1,416,000

Of the 1,416,000 employees covered by exclusive recognition, 1,220,000 (86%) are represented by unions affiliated with the AFL-CIO, and 90% of the employees covered by negotiated agreements are represented by AFL-CIO affiliated unions.

Union Representation in the Post Office Department. The percentage of union representation in the Post Office Department has been about the same since 1962 because the Department was already fully organized when the Order went into effect. The Task Force estimated in 1961 that 84% of employees in the postal field service were union members -- the highest percentage in Government.

Exclusive recognition at the national level in the Post Office Department as of November 1968 is as follows:

<u>Union</u>	<u>No. of Employees covered by Exclusive</u>	<u>% of postal workforce in Exclusive Unit</u>
United Federation of Postal Clerks (AFL-CIO)	304,026	43%
National Association of Letter Carriers (AFL-CIO)	196,416	28%
National Association of Post Office Mail Handlers, Watchmen, Messengers and Group Leaders (AFL-CIO)	45,966	6%
National Rural Letter Carriers' Association (Ind)	30,906	4%
National Association of Post Office and General Services Maintenance Employees (AFL-CIO)	23,348	3%
National Federation of Post Office Motor Vehicle Employees (AFL-CIO)	11,915	2%
National Association of Special Delivery Messengers (AFL-CIO)	5,985	1%

The seven organizations listed above are signatory to a National Agreement. Each organization represents those craft or occupational employees in units, established at the national level, for which that organization has been certified by the Department as the exclusive representative. The units established cover employees in post offices and other field activities which are engaged in mail processing and/or delivery operations. The National Agreement was first negotiated and signed on April 1, 1963, renegotiated June 18, 1964, renegotiated August 31, 1966, and again on February 9, 1968.

In addition to the national exclusives, there are at the local level 24,608 local exclusive units, 7,834 local formal units, and approximately 6,100 local agreements.

Union Dues Withholding. The Commission's regulations authorize agencies to enter into dues withholding agreements with employee organizations eligible for formal or exclusive recognition under Executive Order 10988. Dues are withheld and remitted to an organization for those of its members who have voluntarily filed an allotment authorization with the payroll office. The organizations pay the administrative cost to the Government, which has been set at 2¢ per deduction.

A Commission study of the operation of this program, made in January 1968, found that there were 1,762 dues withholding agreements in effect with 76 separate employee organizations. At that time, 811,366 employees were paying dues through payroll deduction, in a projected annual amount totaling \$23,268,000. The following tables break this data down by agencies and employee organizations having 25,000 or more employees on voluntary payroll deduction:

Agency Employees Making Dues Allotments

<u>Agency</u>	<u>No. Employees</u>	<u>Annual Dues (Projected)</u>
Post Office	448,545	\$12,096,428
Army	77,202	2,231,867
Navy	75,306	2,883,132
Air Force	60,333	1,820,060
Veterans Administration	49,476	1,301,315
All Others	100,504	2,934,832
Total	811,366	\$23,267,634

Organization Members on Dues Withholding

<u>Organization</u>	<u>No. Members</u>	<u>Annual Dues (Projected)</u>
AFGE (Govt. Empls.)	217,897	\$6,245,372
NALC (Letter carriers)	157,173	4,539,698
UFPC (Postal clerks)	125,159	3,667,816
NPU (Postal union)	58,489	1,341,010
NFFE (Federal Empls.)	32,413	610,767
NAPS (Postal supervisors)	27,852	752,460
NAGE (Govt. Empls.)	27,566	836,139
NAPFE (Postal Empls.)	25,210	653,404
All Others	139,607	4,620,968
Total	811,366	\$23,267,634

Unit and Majority Determinations. Union representation, through exclusive recognition requires a specific delineation of the employees included in an exclusive unit. An appropriate unit may be established on any plant or installation, craft, functional or other basis which will ensure a clear and identifiable community of interest among the employees concerned. The process of unit determination can involve serious disagreement since the nature of the unit deemed appropriate in a particular instance may, for the union, affect its ability or the relative ability of rival unions to win representation rights and, for the employer, affect the number of unions with which it will deal and the compatibility of the labor relations structure with other aspects of managing the workforce.

In the Federal program, advisory arbitration is available through the Secretary of Labor for the resolution of such disputes and questions involving determination of the majority representative. Although 2,300 exclusive units have been established in non-postal establishments, and 24,600 such units in the postal field service, the overwhelming majority of unit and majority determinations have been made cooperatively by the agencies and unions involved without resort to third-party assistance. Since 1962, the Labor Department has received 240 requests, of which 120 were withdrawn or dismissed; 74 advisory arbitration decisions were furnished, and 30 administrative rulings and reports were issued on representation and election questions. Without exception, all advisory arbitration decisions and administrative rulings in such cases have been accepted by the agency head involved.

Negotiating Agreements. Although the scope of negotiations is bounded by a substantial body of personnel laws, regulations and management rights, the agreements negotiated in the Federal program may deal with a wide range of matters. The matters covered in a particular agreement depend pretty much on the size and type of unit, the nature of the work performed by the employees, and the interests of the parties. Some agreements contain only a few elementary provisions: identification of the parties, a description of the representation unit, a statement of mutual rights and responsibilities, perhaps a grievance procedure, and an agreement termination and renewal section. Others cover a great variety of matters and, except for basic economic items such as pay, hours, fringe benefits and retirement benefits, are not unlike labor contracts in private industry. One agency's analysis of provisions in its nearly 300 agreements found that they correlated into 33 broad categories, 151 subcategories and 104 elements -- roughly 250 different types of agreement provisions.

Some substantive areas commonly covered are:

- Hours of work (workweek, shifts, rest periods)
- Overtime (equitable distribution, call-back arrangements)
- Premium pay (hazardous work, dirty work, standby time)
- Leave (vacation scheduling, emergency leave, official time off)
- Working conditions (work clothing, tools, cleanup time, parking privileges)
- Safety and industrial health (policy, facilities)
- Training (apprenticeships, technological change)
- Promotion and Detail (procedures for selection)
- Discipline (policy, procedures)
- Grievance and Appeals procedures
- Advisory arbitration

Procedures developed by the parties for resolving impasses include joint factfinding committees, mediation by mutually-agreed third parties, and

referral for consideration by agency and union officials at higher echelons. (The latter is the procedure used in Post Office Department local negotiations.) Beginning in 1965, the Federal Mediation and Conciliation Service has made its services available on a limited, experimental basis to assist in resolving impasses. It has assigned mediators, upon joint request of the parties, in about 40 cases; of the 34 cases closed virtually all were resolved satisfactorily by the parties following FMCS assistance.

On-site evaluation of program operations by Commission inspectors during the past three years covered some 300 non postal establishments in which agreements had been negotiated. Their findings, based upon separate discussions with management and union officials, indicate that about 85% of negotiations are consummated by the parties without serious disagreement or impasse. Experience during 1968 reported by the Department of the Army showed that 44 new agreements were negotiated and 71 agreements renegotiated with only 3 impasses reaching the command level. In the Department of the Navy, there were 70 new agreements and 80 renegotiated agreements with 11 impasses reaching Navy headquarters, 8 of which were referred to FMCS. In the Veterans Administration, there were 36 new agreements and 17 renegotiated agreements, with 8 impasses reaching higher levels in the agency.

Grievances and Advisory Arbitration. Under the present program, negotiated grievance procedures must conform to standards issued by the Civil Service Commission and may include provisions for advisory arbitration, with the parties sharing arbitration costs. A substantial proportion of the agreements include such provisions. Of the thousands of individual grievances

each year, less than 100 have gone to arbitration since the program's inception.

An analysis of the first 62 grievance arbitrations reported to the Commission showed that the subject matter ranged through 15 categories, but one-half the cases were concentrated in just three: disciplinary actions, promotion procedures, and administration of overtime. Of the 62 advisory awards, management's decision was upheld in 36, and 26 favored the union position. Management accepted and implemented all but 4 of the advisory awards to unions; 2 of these, involving pay, were rejected because they could not be effected legally.

Employee Unrest, Strikes and Picketing

The Federal service has been almost totally free of strikes and picketing since Executive Order 10988. There has been only one clear case of a strike. This was in August 1962, and involved 81 sheet metal workers at the Tennessee Valley Authority. The striking employees were discharged.

There has been only one clear case of picketing in violation of the Code of Fair Labor Practices. This was in March 1968 and involved 25 employees of the Weather Bureau, Department of Commerce, in the New York City area. The union's recognition was withdrawn and its dues withholding agreement canceled. Disciplinary action was taken against individual employees in accordance with the agency's regulations.

There have been about a dozen other overt incidents potentially involving a strike or picketing which were averted or contained by management or union action. On the whole, it is a remarkable record of responsible

labor-management relations, and reflects great credit upon the unions, employees and Federal officials for their respect for law and the public service to which they are committed.

In union conventions during 1968, five organizations removed the no-strike pledge from their national constitutions, another voted to support strikes "as a last resort", and another voted to explore legal means for obtaining the right to strike. These actions are seen as a significant protest against some policies and arrangements in the program which the unions believe warrant adjustment to strengthen their status in the labor-management relationship.

Program Accomplishments

While there is current dissatisfaction with some program arrangements, it is generally recognized by both labor and management that the program established by E. O. 10988 has essentially been beneficial to all concerned in the Federal service.

- Communication with employees and their participation in determining conditions of employment has greatly improved.
- There have been substantive improvements on a number of matters, such as work scheduling, safety practices, and control of absenteeism.
- Some poor supervisory practices have been identified and corrected.
- Grievance handling is generally better, although more needs to be done on this.

- Unions have grown and stabilized, largely through the voluntary payroll deduction facility, and are thereby better equipped to represent employees.

The program certainly has not been without excesses and abuses -- on both sides. Overall, the great growth in exclusive recognition, the intensity of organizing activity and inter-union competition for representation rights, increasing difficulty in negotiating and administering agreements, and the growing dissatisfaction of both agencies and unions with various elements of the program resulted in the Commission recommending to the President in 1967 that he direct a public study of the program with a view to making adjustments necessary to update program arrangements to make them suitable to modern conditions.

Review and Adjustment of the Federal Program

A high-level Presidential Review Committee, appointed in September 1967 and assisted by a panel of experts from outside the Government, conducted an extensive study for this purpose. The Committee held public hearings in Washington, receiving oral and written testimony from about 100 agency, union, and public spokesmen. A wide variety of possible changes were considered and a draft report and recommendations was prepared. The draft report did not receive Committee approval and, therefore, was not submitted to the President before the change in Administration. An unofficial draft of the report was released, as information, by the former Secretary of Labor in January 1969.

The need for program change appeared to center on six major areas:

- Revision in the multiple forms of recognition authorized, and improved criteria for appropriate units and consultation and negotiation rights.
- An enlarged scope of negotiation and better rules for ensuring that it is not arbitrarily or erroneously limited by management representatives.
- Third party processes for resolving disputes on unit and election questions, for investigation and resolution of complaints under the Standards of Conduct for Employee Organizations and Code of Fair Labor Practices, for assistance on negotiation problems and the final resolution of impasses, and for the final resolution of grievances.
- Clarification and improvements in the status of supervisors.
- Improved union security measures, and financial reporting and disclosure requirements.
- A central body to administer the program and make final decisions on policy questions and disputed matters.

Top priority has been assigned by the present Administration to an evaluation of the Federal program and the unfinished work of the former Review Committee, under the leadership of the Chairman of the Civil Service Commission.

Excellent progress is being made by the work group, and it is anticipated that recommendations for improvements in Executive Order 10988 will be made to the President in the near future.

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Hope Dims for Higher Raises

Additional Postal Hike In Fall?

By Mike Conlan

WASHINGTON—Time and circumstance have apparently ruled out any hope of higher postal pay raises before the 4.1 per cent average increase takes effect on July 1.

But Rep. Arnold Olsen, D-Mont., chief sponsor of such legislation, remains optimistic that postal workers will receive additional raises by the fall.

Meanwhile an even more optimistic prediction, that a congress-

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MAY 14, 1969

Hope Dims For Higher July Hikes

(Continued from Page 1)

sional subcommittee would approve legislation ending Capitol Hill's direct control over pay raises, was made by a postal union leader.

James Rademacher, president of the more than 200,000-member National Association of Letter Carriers, said last week the House compensation subcommittee would work out a new method of setting pay that would include binding arbitration.

It would involve recommendation submitted by the administration and unions to an independent panel of arbitrators. Rademacher also mentioned the fall as the probable target date for additional postal pay raises.

Olsen expressed his optimism in letters to a union leader and the editor of this paper. They said in part:

"I would hope the July 1 pay increases will be in effect before we have any pay increase action. I also hope hearings on compensation will begin early so that additional increases could be realized before Congress adjourns in the fall."

The letter to the union leader, Nathan T. Wolkomir, president of the National Federation of Federal Employees, presumably was an effort to allay fears of non-postal unions that the higher pay issue would jeopardize the government-wide increases.

Olsen, who earlier this year kicked off the pay fight by introducing legislation that would give workers in postal field service levels 1-6 a one level promotion, was scheduled this week to offer an even more ambitious bill. It reportedly would promote all 725,000 postal employees by one level.

The bill aimed at upgrading the entire postal field service was viewed by some observers as an effort to broaden support for higher postal pay. It would bring in employees in PFS levels 7-21 and groups such as the National Association of Postal Supervisors.

But Olsen's new effort was not received with great enthusiasm by Rademacher. The powerful labor chieftan said, "The problem of pay will never be resolved by merely upgrading lettercarriers; as long as they are linked with GS-5 the problem will remain."

EXECUTIVE ORDER NO. 10000

Jan. 12, 1962, 27 F.R. 551

EMPLOYEE-MANAGEMENT COOPERATION IN THE FEDERAL SERVICE

WHEREAS participation of employees in the formulation and implementation of personnel policies affecting them contributes to effective conduct of public business; and

WHEREAS the efficient administration of the Government and the well-being of employees require that orderly and constructive relationships be maintained between employee organizations and management officials; and

WHEREAS subject to law and the paramount requirements of the public service, employee-management relations within the Federal service should be improved by providing employees an opportunity for greater participation in the formulation and implementation of policies and procedures affecting the conditions of their employment; and

WHEREAS effective employee-management cooperation in the public service requires a clear statement of the respective rights and obligations of employee organizations and agency management:

NOW, THEREFORE, by virtue of the authority vested in me by the Constitution of the United States, by section 1753 of the Revised Statutes (5 U.S.C. [former] 631) [now this section and section 3301 of this title], and as President of the United States, I hereby direct that the following policies shall govern officers and agencies of the executive branch of the Government in all dealings with Federal employees and organizations representing such employees.

Section 1. (a) Employees of the Federal Government shall have, and shall be protected in the exercise of, the right, freely and without fear of penalty or reprisal, to form, join and assist any employee organization or to refrain from any such activity. Except as hereinafter expressly provided, the freedom of such employees to assist any employee organization shall be recognized as extending to participation in the management of the organization and acting for the organization in the capacity of an organization representative, including presentation of its views to officials of the executive branch, the Congress or other appropriate authority. The head of each executive department and agency (hereinafter referred to as "agency") shall take such

action, consistent with law, as may be required in order to assure that employees in the agency are apprised of the rights described in this section, and that no interference, restraint, coercion or discrimination is practiced within such agency to encourage or discourage membership in any employee organization.

(b) The rights described in this section do not extend to participation in the management of an employee organization or acting as a representative of any such organization, where such participation or activity would result in a conflict of interest or otherwise be incompatible with law or with the official duties of an employee.

Sec. 2. When used in this order, the term "employee organization" means any lawful association, labor organization, federation, council, or brotherhood having as a primary purpose the improvement of working conditions among Federal employees, or any craft, trade or industrial union whose membership includes both Federal employees and employees of private organizations; but such term shall not include any organization (1) which asserts the right to strike against the Government of the United States or any agency thereof, or to assist or participate in any such strike, or which imposes a duty or obligation to conduct, assist or participate in any such strike, or (2) which advocates the overthrow of the constitutional form of Government in the United States, or (3) which discriminates with regard to the terms or conditions of membership because of race, color, creed or national origin.

Sec. 3. (a) Agencies shall accord informal, formal or exclusive recognition to employee organizations which request such recognition in conformity with the requirements specified in sections 4, 5 and 6 of this order, except that no recognition shall be accorded to any employee organization which the head of the agency considers to be so subject to corrupt influences or influences opposed to basic democratic principles that recognition would be inconsistent with the objectives of this order.

(b) Recognition of an employee organization shall continue so long as such organization satisfies the criteria of this order applicable to such recognition; but

thing in this section shall require any agency to determine whether an organization should become or continue to be recognized as exclusive representative of the employees in any unit within 12 months after a prior determination of exclusive status with respect to such unit has been made pursuant to the provisions of this order.

(c) Recognition, in whatever form accorded, shall not—

(1) preclude any employee, regardless of employee organization membership, from bringing matters of personal concern to the attention of appropriate officials in accordance with applicable law, rule, regulation, or established agency policy, or from choosing his own representative in a grievance or appellate action; or

(2) preclude or restrict consultations and dealings between an agency and any veterans organization with respect to matters of particular interest to employees with veterans preference; or

(3) preclude an agency from consulting or dealing with any religious, social, fraternal or other lawful association, not qualified as an employee organization, with respect to matters or policies which involve individual members of the association or are of particular applicability to it or its members, when such consultations or dealings are duly limited so as not to assume the character of formal consultation on matters of general employee-management policy or to extend to areas where recognition of the interests of one employee group may result in discrimination against or injury to the interests of other employees.

Sec. 4. (a) An agency shall accord an employee organization, which does not qualify for exclusive or formal recognition, informal recognition as representative of its member employees without regard to whether any other employee organization has been accorded formal or exclusive recognition as representative of some or all employees in any unit.

(b) When an employee organization has been informally recognized, it shall, to the extent consistent with the efficient and orderly conduct of the public business, be permitted to present to appropriate officials its views on matters of concern to its members. The agency need not, however, consult with an employee organization so recognized in the formulation of personnel or other policies with respect to such matters.

Sec. 5. (a) An agency shall accord an employee organization formal recognition as the representative of its members in a unit as defined by the agency when (1) no other employee organization is qualified for exclusive recognition as representative of employees in the unit, (2) it is determined by the agency that the employee organization has a substantial and stable membership of no less than 10 per centum of the employees in the unit, and (3) the employee organization has submitted to the agency a roster of its officers and representatives, a copy of its constitution and by-laws, and a statement of objectives. When, in the opinion of the head of an agency, an employee organization has a sufficient number of local organizations or a sufficient total membership within such agency, such organization may be accorded formal recognition at the national level, but such recognition shall not preclude the agency from dealing at the national level with any other employee organization on matters affecting its members.

(b) When an employee organization has been formally recognized, the agency, through appropriate officials, shall consult with such organization from time to time in the formulation and implementation of personnel policies and practices, and matters affecting working conditions that are of concern to its members. Any such organization shall be entitled from time to time to raise such matters for discussion with appropriate officials and at all times to present its views thereon in writing. In no case, however, shall an agency be required to consult with an employee organization which has been formally recognized with respect to any matter which, if the employee organization were one entitled to exclusive recognition, would not be included within the obligation to meet and confer, as described in section 6(b) of this order.

Sec. 6. (a) An agency shall recognize an employee organization as the exclusive representative of the employees, in an appropriate unit when such organization is eligible for formal recognition pursuant to section 5 of this order, and has been designated or selected by a majority of the employees of such unit as the representative of such employees in such unit. Units may be established on any plant or installation, craft, functional or other basis which will ensure a clear and identifiable community of interest among the employees concerned, but no unit shall be established solely on the basis of the extent to which employees

agreements or agency policy; and (3) shall be invoked only with the approval of the individual employee or employees concerned.

Sec. 9. Solicitation of memberships, dues, or other internal employee organization business shall be conducted during the non-duty hours of the employees concerned. Officially requested or approved consultations and meetings between management officials and representatives of recognized employee organizations shall, whenever practicable, be conducted on official time, but any agency may require that negotiations with an employee organization which has been accorded exclusive recognition be conducted during the non-duty hours of the employee organization representatives involved in such negotiations.

Sec. 10. No later than July 1, 1962, the head of each agency shall issue appropriate policies, rules and regulations for the implementation of this order, including: A clear statement of the rights of its employees under the order; policies and procedures with respect to recognition of employee organizations; procedures for determining appropriate employee units; policies and practices regarding consultation with representatives of employee organizations, other organizations and individual employees; and policies with respect to the use of agency facilities by employee organizations. Insofar as may be practicable and appropriate, agencies shall consult with representatives of employee organizations in the formulation of these policies, rules and regulations.

Sec. 11. Each agency shall be responsible for determining in accordance with this order whether a unit is appropriate for purposes of exclusive recognition and, by an election or other appropriate means, whether an employee organization represents a majority of the employees in such unit so as to be entitled to such recognition. Upon the request of any agency, or of any employee organization which is seeking exclusive recognition and which qualifies for or has been accorded formal recognition, the Secretary of Labor, subject to such necessary rules as he may prescribe, shall nominate from the National Panel of Arbitrators maintained by the Federal Mediation and Conciliation Service one or more qualified arbitrators who will be available for employment by the agency concerned for either or both of the following purposes, as may be required: (1) to investigate the facts and issue an advisory decision as to the ap-

propriateness of a unit for purposes of exclusive recognition and as to related issues submitted for consideration; (2) to conduct or supervise an election or otherwise determine by such means as may be appropriate, and on an advisory basis, whether an employee organization represents the majority of the employees in a unit. Consonant with law, the Secretary of Labor shall render such assistance as may be appropriate in connection with advisory decisions or determinations under this section, but the necessary costs of such assistance shall be paid by the agency to which it relates. In the event questions as to the appropriateness of a unit or the majority status of an employee organization shall arise in the Department of Labor, the duties described in this section which would otherwise be the responsibility of the Secretary of Labor shall be performed by the Civil Service Commission.

Sec. 12. The Civil Service Commission shall establish and maintain a program to assist in carrying out the objectives of this order. The Commission shall develop a program for the guidance of agencies in employee-management relations in the Federal service; provide technical advice to the agencies on employee-management programs; assist in the development of programs for training agency personnel in the principles and procedures of consultation, negotiation and the settlement of disputes in the Federal service, and for the training of management officials in the discharge of their employee-management relations responsibilities in the public interest; provide for continuous study and review of the Federal employee-management relations program and, from time to time, make recommendations to the President for its improvement.

Sec. 13. (a) The Civil Service Commission and the Department of Labor shall jointly prepare (1) proposed standards of conduct for employee organizations and (2) a proposed code of fair labor practices in employee-management relations in the Federal service appropriate to assist in securing the uniform and effective implementation of the policies, rights and responsibilities described in this order.

(b) There is hereby established the President's Temporary Committee on the Implementation of the Federal Employee-Management Relations Program. The Committee shall consist of the Secretary of Labor, who shall be chairman of the Committee, the Secretary of Defense, the Postmaster General, and the Chairman of

in the proposed unit have organized. Except where otherwise required by established practice, prior agreement, or special circumstances, no unit shall be established for purposes of exclusive recognition which includes (1) any managerial executive, (2) any employee engaged in Federal personnel work in other than a purely clerical capacity, (3) both supervisors who officially evaluate the performance of employees and the employees whom they supervise, or (4) both professional employees and nonprofessional employees unless a majority of such professional employees vote for inclusion in such unit.

(b) When an employee organization has been recognized as the exclusive representative of employees of an appropriate unit it shall be entitled to act for and to negotiate agreements covering all employees in the unit and shall be responsible for representing the interests of all such employees without discrimination and without regard to employee organization membership. Such employee organization shall be given the opportunity to be represented at discussions between management and employees or employee representatives concerning grievances, personnel policies and practices, or other matters affecting general working conditions of employees in the unit. The agency and such employee organization, through appropriate officials and representatives, shall meet at reasonable times and confer with respect to personnel policy and practices and matters affecting working conditions, so far as may be appropriate subject to law and policy requirements. This extends to the negotiation of an agreement, or any question arising thereunder, the determination of appropriate techniques, consistent with the terms and purposes of this order, to assist in such negotiation, and the execution of a written memorandum of agreement or understanding incorporating any agreement reached by the parties. In exercising authority to make rules and regulations relating to personnel policies and practices and working conditions, agencies shall have due regard for the obligation imposed by this section, but such obligation shall not be construed to extend to such areas of discretion and policy as the mission of an agency, its budget, its organization and the assignment of its personnel, or the technology of performing its work.

Sec. 7. Any basic or initial agreement entered into with an employee organization as the exclusive representative of employees in a unit must be approved by

the head of the agency or an official designated by him. All agreements with such employee organizations shall also be subject to the following requirements, which shall be expressly stated in the initial or basic agreement and shall be applicable to all supplemental, implementing, subsidiary or informal agreements between the agency and the organization:

(1) In the administration of all matters covered by the agreement officials and employees are governed by the provisions of any existing or future laws and regulations, including policies set forth in the Federal Personnel Manual and agency regulations, which may be applicable, and the agreement shall at all times be applied subject to such laws, regulations and policies;

(2) Management officials of the agency retain the right, in accordance with applicable laws and regulations, (a) to direct employees of the agency, (b) to hire, promote, transfer, assign, and retain employees in positions within the agency, and to suspend, demote, discharge, or take other disciplinary action against employees, (c) to relieve employees from duties because of lack of work or for other legitimate reasons, (d) to maintain the efficiency of the Government operations entrusted to them, (e) to determine the methods, means and personnel by which such operations are to be conducted; and, (f) to take whatever actions may be necessary to carry out the mission of the agency in situations of emergency.

Sec. 8. (a) Agreements entered into or negotiated in accordance with this order with an employee organization which is the exclusive representative of employees in an appropriate unit may contain provisions, applicable only to employees in the unit, concerning procedures for consideration of grievances. Such procedures (1) shall conform to standards issued by the Civil Service Commission and (2) may not in any manner diminish or impair any rights which would otherwise be available to any employee in the absence of an agreement providing for such procedures.

(b) Procedures established by an agreement which are otherwise in conformity with this section may include provisions for the arbitration of grievances. Such arbitration (1) shall be advisory in nature with any decisions or recommendations subject to the approval of the agency head; (2) shall extend only to the interpretation or application of agreements or agency policy and not to changes in or proposed changes in

the Civil Service Commission. In addition to such other matters relating to the implementation of this order as may be referred to it by the President, the Committee shall advise the President with respect to any problems arising out of completion of agreements pursuant to sections 6 and 7, and shall receive the proposed standards of conduct for employee organizations and proposed code of fair labor practices in the Federal service, as described in this section, and report thereon to the President with such recommendations or amendments as it may deem appropriate. Consistent with law, the departments and agencies represented on the Committee shall, as may be necessary for the administration of this section, furnish assistance to the Committee in accordance with section 214 of the Act of May 3, 1945, 59 Stat. 134 (31 U.S.C. 601) [section 601 of Title 31, Money and Finance]. Unless otherwise directed by the President, the Committee shall cease to exist 30 days after the date on which it submits its report to the President pursuant to this section.

Sec. 14. The head of each agency, in accordance with the provisions of this order and regulations prescribed by the Civil Service Commission, shall extend to all employees in the competitive civil service rights identical in adverse action cases to those provided preference eligibles under section 14 of the Veterans' Preference Act of 1944, as amended [former section 863, now sections 3315(b), 7512(a), (b), and 7701, of this title]. Each employee in the competitive service shall have the right to appeal to the Civil Service Commission from an adverse decision of the administrative officer so acting, such appeal to be processed in an identical manner to that provided for appeals under section 14 of the Veterans' Preference Act [former section 863, now

sections 3315(b), 7512(a), (b), and 7701 of this title]. Any recommendation by the Civil Service Commission submitted to the head of an agency on the basis of an appeal by an employee in the competitive service shall be complied with by the head of the agency. This section shall become effective as to all adverse actions commenced by issuance of a notification of proposed action on or after July 1, 1962.

Sec. 15. Nothing in this order shall be construed to annul or modify, or to preclude the renewal or continuation of, any lawful agreement heretofore entered into between any agency and any representative of its employees. Nor shall this order preclude any agency from continuing to consult or deal with any representative of its employees or other organization prior to the time that the status and representation rights of such representative or organization are determined in conformity with this order.

Sec. 16. This order (except section 14) shall not apply to the Federal Bureau of Investigation, the Central Intelligence Agency, or any other agency, or to any office, bureau or entity within an agency, primarily performing intelligence, investigative, or security functions if the head of the agency determines that the provisions of this order cannot be applied in a manner consistent with national security requirements and considerations. When he deems it necessary in the national interest, and subject to such conditions as he may prescribe, the head of any agency may suspend any provision of this order (except section 14) with respect to any agency installation or activity which is located outside of the United States.

Approved—January 17th, 1962.

JOHN F. KENNEDY

EXECUTIVE ORDER NO. 11601

Ex.Ord. No. 11601, Feb. 26, 1963, 28 F.R. 1662, directed the Civil Service Commission to prepare national emergency plans and develop preparedness programs, concerning Federal civilian employees, covering the personnel system; personnel utilization; manpower administration; wage and salary stabilization; emergency personnel management and staffing assistance to Federal agencies; recruiting activities; reassignment or transfer; a national postattack registration system; deferment of employees from military service; investigative requirements and procedures; the Employee Retirement System; the employees group life insurance and health benefit programs;

participation in the formulation of national and regional manpower policies as the representative of the Federal Government as an employer; the establishment of implementing policies and procedures for Federal personnel as necessary; and related activities, all designed to develop a state of readiness in these areas with respect to all conditions of national emergency, including attack upon the United States.

Code of Ethics for Government Service House Concurrent Resolution No. 173 July 11, 1968, 72 Stat. B12 provided that "Resolved by the House of Representatives (the Senate concurring), That it be the sense of the Congress that the follow

Udall Tells OPEDA Pay Policy Woes

WASHINGTON — Morris K. Udall, D-Ariz., has told the Organization of Professional Employees of the Department of Agriculture (OPEDA) that he does not know exactly where the federal compensation and salary system is going.

Udall, chairman of the subcommittee on compensation of the House Post Office and Civil Service Committee, said he hoped that a "permanent, more rational, more orderly solution" to the problem of federal salaries could be found. He said it was time a decision was made.

The Arizona congressman was the keynote speaker at OPEDA's three-day, biennial convention at College Park, Md.

Udall, one of the architects of the three-step salary increases toward comparability, said that without the three-year system (1967-69), this year's 8 to 9 per cent salary increase would not have been effected.

"It would have all gone down the drain," he said. "There wouldn't be a pay bill this year with the budget-cutting on, with the administration desperately trying to cut out another four or five billion dollars."

Udall did not foresee legislation to enact an annual system of automatic pay increases. Most federal employe organizations oppose this kind of plan, according to Udall.

Udall mentioned three other items getting or likely to get congressional attention this year.

Retirement: "I can predict, I think without too much difficulty, the bill will pass both houses and become law this year."

Per diem: The bill increasing per diem to \$22 "should be higher, but at least this is a step forward." He said the bill has gone to the Senate committee.

Supergrades: He said he hoped the Republican administration would see the need for additional supergrades, especially with new departments and programs.

AT THE CONVENTION the following new officers were elected:

William E. Shaklee, president; Roy W. Olson, executive vice president; Irving R. Starbird, economic

vice president; William J. Ralston, professional vice president; Harley A. Daniel, public service vice president; and Mrs. Prudence J. Thomas, secretary-treasurer. All are from Washington, except Daniel who is from Beltsville, Md.

Named to the national board were: Dr. Lewis P. McCann, immediate past president; Robert M. Beeman, Portland, Ore.; William H. Conway Jr., Kansas City, Mo.; Donald de Fremery, Albany, Calif.;

Also, Lois L. Gardiner, Ogden W. Greene and Rose S. Musumeci, Washington, D.C.; Harold M. Kautz, Fort Worth; and Ralph J. Ries, Madison, Wis.

OPEDA ALSO adopted the following resolutions:

That a study be made of and a referendum be held on Executive Order 10988 to get the members' opinions on the alternatives on the role of both national OPEDA and individual chapters regarding EO 10988.

That Congress enact legislation to provide for automatic salary increases in succeeding years.

That payment for overtime and compensatory time be applied uniformly between and within agencies.

That at least 600 super grades be authorized.

That per diem rates be set to reflect the actual cost of travel.

That legislation be enacted providing for survivor benefits to widowers whose wives die in the service.

That Congress take the necessary steps to make the Civil Service Retirement Fund actuarially sound.

That the federal government gradually assume the entire cost of health insurance premiums.

That adjustment be made in Medicare so as to cover retired civil service employees.

OPEDA presented two awards at its convention.

Rep. Udall received the organization's first special public service award for his work in effecting pay comparability and in encouraging professional employes to organize.



alone have nearly wiped out ordinary measles in both children and adults. The first German measles vaccine supplies will be limited, furthermore, and "probably 90 per cent" of all U.S. women are probably immune to German measles today. The vaccine would be wasted on them.

Will there be a 1970 epidemic? Possibly, believe some public health experts, because peaks of the disease recur in a six-to-nine-year cycle. "I'd predict not," Krugman said. "But I may have to eat my words."

The SPEAKER pro tempore. Under a previous order of the House, the gentleman from Minnesota (Mr. QUINN) is recognized for 15 minutes.

[Mr. QUINN addressed the House. His remarks will appear hereafter in the Extensions of Remarks.]

"NO" VOTE IS RECALLED

(Mr. ASHBROOK asked and was given permission to extend his remarks at this point in the Record, and to include extraneous matter.)

Mr. ASHBROOK. Mr. Speaker, in the past I have received a great deal of criticism for voting "no" on many of the bills which come before this body. I am frank to say that I have voted against most of the programs which have made it necessary to increase taxes, raise debt ceilings, and run the Nation's business into deeper debt all of the time.

Recently, the Congress has received criticism about the Federal pay increases. While I have always felt that the President's salary should be increased and other high officials should probably carry higher salaries, I strongly feel that the recent back-door pay boosts were out of line with the realities of our fiscal situation and weakened our ability to affirmatively check inflation. It will be hard to tell others they should live within a 3- or 4-percent increase when we get a 41-percent increase.

How did it happen? Let us go back a few years. I have always supported the moderate pay increases for our postal workers and Federal employees which have been offered. There is no question in my mind that the cost-of-living increases have been justified. I voted against the pay increase in 1967 and my friends in the Federal service were quick to express their disappointment.

A typical letter I received was from my good friend, John Feasel, an officer in the Ohio Federation of United Postal Clerks. Mr. Feasel lives in Ashland and, in part, wrote the following:

Needless to say, I was quite disappointed when you voted against our pay raise. I was so positive that you were with us all the way and talked to my fellow postal workers in this vein all summer. You can just imagine the ribbing I took when the vote was announced. The ribbing was not important, but I would like to ask, "Why?" I feel that I probably know part of the answer but I want to hear it from you, please.

In my reply to John Feasel I pointed out that, as in many other bills, the issue becomes more complicated than just a straight pay increase of a few percent for those loyal federal employees who deserved it. This is always the problem of a Congressman. The votes are

rarely on one simple issue but are usually complex. In the 1964 civil rights bill, as an example, I favored two important sections but opposed others. You always have to weigh the pro and con and vote accordingly. In this case, I was absolutely certain it was necessary to vote against it just as I did in the 1964 civil rights bill.

To Mr. Feasel's letter, I sent the following reply on November 16, 1967:

The so-called quadrennial commission was totally objectionable. I have always told my friends in the postal service that I would support pay increase legislation if it did not include Members of Congress and top government officials. This was a backdoor approach which I think was absolutely wrong. Everybody who voted for the bill was in effect voting for a substantial pay increase to top government employees at a time when we are running a \$30 billion deficit. For this reason, more than any other, I made every effort to separate this provision from the bill and when it failed, I voted against it on final passage.

All right, I took the heat on my vote and probably made a few friends mad. I will now ask these friends and my constituents who was right and who was wrong on this issue? On October 11, 1967, the House of Representatives had H.R. 7977 before it. It was a pay increase bill but it also had this quadrennial commission tagged on to it. I immediately understood exactly what it would do—it would give a backdoor pay boost to top officials without a vote of the Members of Congress. We endeavored to have this section removed and on a vote of 199 to 211 were defeated. One hundred and thirty-five Republicans and only 64 Democrats joined in this economy vote with 191 Democrats joining only 45 Republicans in voting for the backdoor commission.

On final passage, having lost this vote, I clearly had the responsibility to vote against the bill even though I favored what might be considered as 95 percent of it. The 5 percent simply outweighed the other good features. The bill passed, 319 to 89 after this critical motion to recommit had been lost. That is the story of how the pay raises of February 14, 1969, came about and it is up to the people themselves to decide who voted for it and who voted against it.

In my experience here, you have to take the knocks when it is necessary to vote in a way that seems unpopular at the time but I feel my constituents can understand just how this happened and know that my vote was a right one in 1967.

What was wrong with the quadrennial commission, you ask? Simply this, it empowered the President to set up a panel of citizens who would recommend levels of pay for the Congress, the Cabinet, the Supreme Court, and Judiciary. These recommendations when forwarded from the President to the Congress would go into effect automatically in 30 days unless either the Senate or the House take affirmative action to specifically rescind them. A neat trick. Instead of being confronted with the onerous duty of voting for or against our own pay increase, it would go into effect automatically by the simple expedient of the Congress

not taking any action at all. I think this aspect of the recent pay boost controversy, more than any other, upset the people back home. I agree with them and did all I could in 1967 but, like so many other areas, must frankly admit I failed to stop the steam roller.

(Mr. ASHBROOK asked and was given permission to extend his remarks at this point in the Record and to include extraneous matter.)

[Mr. ASHBROOK'S remarks will appear hereafter in the Extensions of Remarks.]

THREAT TO SOYBEAN PRODUCERS

(Mr. MICHEL asked and was given permission to extend his remarks at this point in the Record and to include extraneous matter.)

Mr. MICHEL. Mr. Speaker, those of us in the Congress representing soybean producing areas have been greatly concerned over a report that the European Economic Community is about to propose a tax on oilseeds and oilseed products. Such a tax would have a serious impact on farm income as well as the U.S. balance of payments and I wrote letters to the Secretary of Agriculture and the Secretary of State expressing my concern and urging that every effort be made to impress upon the EEC the serious nature of this threat.

I was pleased to receive a response from the Acting Secretary of Agriculture, Mr. J. Phil Campbell, advising me that the Department has taken an extremely strong position in opposition to the tax. I also received a similar response from the Department of State and I place this exchange of correspondence in the Record at this point:

JANUARY 28, 1969.

HON. CLIFFORD M. HARDEN,
Secretary of Agriculture, Department of Agriculture, Washington, D.C.

DEAR MR. SECRETARY: As you probably know, there is a great deal of concern among soybean producers throughout the country over a report that the European Economic Community is about to propose a tax on vegetable oil and meal.

As I am sure you can appreciate, such a tax would have a definite and adverse effect on American exports of soybeans and soybean products to the E.E.C.

This action, if it takes place, appears to be a flagrant violation of the Agreement in the Kennedy Round to assure that soybeans would be duty free and I just wanted to express my deep concern and urge that every effort be made by those in your shop responsible for trade negotiations to impress upon the E.E.C. the seriousness of this threat.

Any information or comments you might have would be appreciated.

Sincerely,

ROBERT H. MICHEL,
Member of Congress.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., February 14, 1969.
HON. ROBERT H. MICHEL,
House of Representatives.

DEAR MR. MICHEL: Thank you for your letter of January 28, 1969, informing about the concern among U.S. soybean producers over the European Community's proposal to place a consumption tax on oilseeds and oilseed products.

Not only did Jefferson, in this way, select the first collection of books for the University of Virginia library, but he also chose its first two librarians and formulated the rules enforced by them. These regulations, adopted by the University's Board of Visitors in 1825, provided for unrestricted use of books by the faculty, but only limited service to students. No student was allowed to have more than three volumes on loan to him at one time and not even a single volume, unless he could show authorization for it by one of the professors. Fines for overdue books were graduated in accordance with the size of the book detained. If a student lost a book he was required to pay to the library three times its value. The librarian was to open the library to receive and discharge books only one hour a week.

Nor were these rules unduly restrictive for that day. Libraries were sometimes locked away and opened an hour or so a week for students to borrow and return books. In some colleges only juniors and seniors were allowed to borrow books. In addition to the restricted hours, some libraries announce that the librarian could "permit the Scholars to enter the Library, only one at a time, and in their Order; If any Others at such Times shall attempt to intrude [the regulation continued] the Librarian or his substitute shall make complaint to the Pres."

Much has changed since those days. We have but to look at the library that is dedicated here today to see that its planners have built it for use. The open spaces, the lounge areas, the study carrels, the allowance for growth, the endowment for books—all these indicate that this library is built for service to students as well as to faculty members. It is obvious that Mount Olive shares Jefferson's belief in the importance and value of books but underscores that belief by making the books readily available.

No visiting speaker needs to tell you that the scholastic campus today is a place of action, turmoil, and revolution. This is hardly news nor is it new. Riots and revolts, breaking of furniture, firing of buildings, rolling cannonballs down the corridors (a post-Revolution development at Harvard that was copied by other colleges) were common enough in this country in the 18th and 19th centuries. But the real revolution—the eternal impact of mind against mind, the quiet explosion of ideas—takes place within the walls of the library. Here the wonderful mind of youth, still free of experience, of caution, and of conservatism, the wonderful mind that questions, that seeks answers for itself, that ponders and values—here, I say, that mind can meet the minds of other men of every age. Here, in the library, you can carry on our own conversation with the philosophers, the scientists, the economists, the historians, the artists, the writers—the dreamers and thinkers of many ages and many nations. And from these conversations evolves your own philosophy, your own wisdom. In brief, you begin the never-ending process of education.

And so today we dedicate not a building but the ideas that it will contain, the ideas that will develop under its sheltering roof, the ideas that its users will bring to bettering our world.

A NEW DAY IN THE POSTAL SERVICE

HON. ROBERT N. C. NIX

OF PENNSYLVANIA

IN THE HOUSE OF REPRESENTATIVES

Tuesday, May 6, 1969

Mr. NIX. Mr. Speaker, I was not able to attend the legislative rally of the National Postal Union, because the Crime

Committee of the House of Representatives had its first organization meeting at the time I was due to speak. If I had been there I would have made the following remarks:

A NEW DAY IN THE POSTAL SERVICE

Ladies and gentlemen of the National Postal Union, I am happy to be here with you at the Washington Monument this afternoon and commend both your officers and yourselves for this fine turnout today. Dave Silvergeld, Bob Kephart and John Morgan and I work together every day. They are fine union officers, among the best, and they represent some of the finest people in the American labor movement. I am proud of both you and your officers and you should be proud of each other.

As you know, the Postal Operations Subcommittee of which I am chairman is holding hearings on various bills that would bring labor relations by law to the postal service. Someday labor relations by law will be a must for the Federal Government as a whole. But we must do something immediately in this regard for postal employees and we will continue to hold hearings in May and possibly June on this subject. The Civil Service Commission is opposed to legislation and would like to continue the Executive order approach.

As a result of their testimony, on the 29th of April I sent a telegram to the President of the United States, in which I pointed out to him that an administration witness had stated before our subcommittee that the administration did not favor postal labor relations by law, but were in favor instead of a new executive order. I reminded the President of his campaign statements of 1968, in which he took the position that the Federal Government labor relations had to be conducted under a new law, that an Executive Order was not sufficient. I believe that the President should intervene personally and see to it that the Civil Service Commission is aware of his prior statement and the record he made in 1968. A column appeared in the public press, the Washington Daily News, of April 26 by John Cramer, entitled "Nixon Seen Reneging on Promise." This news story was based on our hearings before my Subcommittee on Postal Operations. I thought the President should be aware of the hearings and the interpretation placed on those hearings by well informed newsmen.

I can tell you this. We will have postal labor relations by law. My Subcommittee is going to forge ahead and with your help and dedication I think we can win a new day in the postal service for working men and women.

I would like to point out to you that during a time of stress in this country your organization among others stands out as a center of responsibility. The hard work and effort you devote to postal workers is of great help to the development of a truly responsive postal service. The American people owe you a debt of gratitude because without your organization, grievances would go unresolved. When that happens, disorders is the result. You help society by helping yourself. America needs you. Keep up the good work.

NEW IDEAS AT PEACE CORPS

HON. JOHN B. ANDERSON

OF ILLINOIS

IN THE HOUSE OF REPRESENTATIVES

Tuesday, May 6, 1969

Mr. ANDERSON of Illinois. Mr. Speaker, yesterday President Nixon swore in Mr. Joseph Blatchford as the new Peace Corps Director. In yesterday's Record, page E3627, I discussed the emi-

nent qualifications Mr. Blatchford brings to this job as a founder and director of his own private peace corps in Latin America. I also discussed Mr. Blatchford's observation that Peace Corps is a "waning" organization in need of rejuvenation.

At yesterday's ceremony in the White House Rose Garden, Mr. Blatchford disclosed some of the new ideas under consideration to rejuvenate the agency. He is most concerned about making the Peace Corps more relevant to the changing conditions both in the world and in America in 1969.

Some of the new ideas under consideration include making the corps a 3-year program for service both at home and abroad as a substitute for military service; recruiting more skilled people into Peace Corps; bringing over foreign volunteers to work in American slums; and increasing efforts to recruit American volunteers from racial minorities.

These topics will be explored by a 40-member task force that will begin its work tomorrow and make its recommendations to the President by the end of the month. The proposals will have to be studied in the context of the revised Peace Corps budget which is being trimmed from \$109 million to \$101 million. The cut will mean a reduction in the number of volunteers to be trained in the coming fiscal year from 8,500 to 7,500. But the Peace Corps has learned that success does not necessarily lie in numbers. The new approach will be placing more emphasis on quality than quantity.

I again wish to commend the administration on this outstanding appointment and to commend Mr. Blatchford on this early indication that he intends to breathe new life into an organization that has served America so well in the past. I am confident that the fresh perspective and approach Mr. Blatchford brings to the Peace Corps will assure its continued success.

At this point in the Record I introduce articles from yesterday's Evening Star and today's Washington Post and the New York Times on the Blatchford appointment:

[From the Evening Star, May 5, 1969]

NIXON HAILS NEW PEACE CORPS IDEAS—U.S. WEIGHING ROLE FOR FOREIGN YOUTH

(By Richard Crichtfield)

President Nixon has asked new Peace Corps director Joseph H. Blatchford to study proposals for widening the spectrum of recruiting, bring foreign youth to work in American slums in the "Reverse Peace Corps" and creating a 3-year program for service at home and abroad to serve as a substitute for military service.

Blatchford was sworn in today in the White House Rose Garden.

At the ceremony, Nixon said Blatchford's new ideas would receive the highest priority in his administration.

Blatchford said his chief new policy will be to make the Peace Corps relevant to the changed conditions in the world and America in 1969. He said he sought to do this by lengthening the program to 3 years, in some cases, so a volunteer would serve both in this country and abroad.

RELEVANCY STRESSED

He said he would also seek to bring foreign nationals here as instructors and teachers in the war against poverty—what he called a new approach to voluntary action to

NIX IS CHAIRMAN OF SUBCOM. ON POSTAL OPERATIONS.