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POSTAL FIELD SERVICE COMPENSATION ACT OF 1955

JUNE 2, 1955.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. MURRAY of Tennessee, from the Committee on Post Office and Civil Service, submitted the following

REPORT

[To accompany S. 2061]

The Committee on Post Office and Civil Service, to whom was referred the bill (S. 2061) to increase the rates of basic compensation of officers and employees in the field service of the Post Office Department, having considered the same, report favorably thereon with amendments and recommend that the bill, as amended, do pass.

AMENDMENTS

The amendments are as follows:

- (1) Page 13, line 17, after "Makes" insert "occasional".
- (2) Page 15, line 22, strike out "(11) POSITION.—CITY OR SPECIAL CARRIER—LEVEL 4." and insert in lieu thereof "(11) POSITION.—CITY OR SPECIAL CARRIER OR SPECIAL-DELIVERY MESSENGER—LEVEL 4."; and on page 18, line 3, after "Special-delivery carriers" insert "and special-delivery messengers"; and on page 105, lines 16 and 17, strike out "EQUIPMENT MAINTENANCE ALLOWANCE FOR SPECIAL-DELIVERY CARRIERS" and insert in lieu thereof "SPECIAL-DELIVERY EQUIPMENT MAINTENANCE ALLOWANCE"; and on page 105, line 19, strike out "special delivery carriers" and insert in lieu thereof "special-delivery carriers and special-delivery messengers".

PURPOSE OF AMENDMENTS

✓ The first amendment merely affirms the view of the committee that the simple distribution of parcel-post packages by mail handlers is an incidental (occasional) rather than a primary function.

The second amendment clarifies the status of special-delivery messengers under the bill. The committee was concerned that under the bill the position of special-delivery messenger might be eliminated or completely prohibited. This amendment will continue the present status of special-delivery messengers presently on the rolls and will permit additional appointments to the position of special-delivery messenger. The provision of the bill providing the title of special carriers for city letter carriers who in some post offices are assigned to deliver special-delivery letters is continued in the bill.

STATEMENT

It is the purpose of this legislation to provide an increase in the compensation of postal employees and, at the same time, bring about correction of serious inequities in the salary schedule by the adoption of an improved method of classifying postal employees for salary purposes.

Under this bill, all postal employees will receive a minimum increase of 6 percent on their basic salaries, effective March 1, 1955, and within 180 days after enactment will then be fitted into a salary schedule providing for a pay scale establishing a more realistic relationship between the various positions—particularly with reference to their duties and responsibilities—and the salaries of such positions. The adjustment to the new salary schedule will result in a payroll increase of approximately 2 percent.

On January 11, 1955, the President of the United States forwarded to the Congress a special message (H. Doc. No. 65) concerning the rates of pay of postal employees. He recommended that postal employees be given a 5-percent increase in their basic salaries and that the increase must be accompanied by a reclassification plan which will place the compensation for postal field service positions in proper relationship to each other so that inequities will be eliminated, incentive for advancement offered, and the principle of higher pay for more difficult and responsible work followed. Legislation in conformance with this recommendation of the President was submitted by the Postmaster General and introduced as H. R. 2987.

The committee held extensive hearings (15 sessions) on this subject, and testimony was received relating to the need for an increase in postal salaries as well as the various features of the Postmaster General's reclassification plan. There was a general agreement on the part of witnesses that there was a need for job reclassification in the postal service. Following these hearings, the committee recommended its own bill, H. R. 4644.

The language of H. R. 4644 with several amendments to the salary schedules, as well as a provision for a retroactive date to March 1, 1955, were substituted in the Senate-passed bill, S. 1. This bill with the revised schedules and a 7-percent increase in basic salaries was vetoed by the President. (See appendix.)

The bill that this report accompanies, S. 2061, returns to substantially the committee bill, H. R. 4644, and will meet the objections listed by the President in his veto message on S. 1.

REPORT OF THE POSTMASTER GENERAL ON POSITION RECLASSIFICATION

The bill requires the Postmaster General to furnish Congress a comprehensive report of the reclassification actions taken under the bill. The bill spells out in detail the contents of this report. It is the intention of the committee to make a thorough and searching analysis of the classifications of positions, assignments thereof to salary levels, and the effectiveness of the appeals provisions provided by this legislation. The committee proposes to maintain a continuing interest in the problems of postal employees' pay and classifications.

INCREASE IN AUTHORIZED TRAVEL ALLOWANCE

The bill also increases the authorized travel allowance of postal transportation employees assigned to road duty from the present rate of \$6 per day to \$9 per day.

NEED FOR RECLASSIFICATION IN THE POSTAL FIELD SERVICE

Congressional committees, as well as the task force of the Hoover Commission, have repeatedly directed the attention of the Congress to the need for a more realistic appraisal of salaries in the postal field service. They have pointed out that the present postal salary system completely ignores the principle of equal pay for substantially equal work and makes no provision for recognition of substantial differences in the difficulty of the work to be performed, the degree of responsibility to be exercised, the scope and variety of tasks involved, and the conditions of performance. In the search for efficiency and economy in the postal service, it is essential that supervisory officials be accorded adequate recognition when, through superior management and improved procedures, they have been able to reduce the total number of employees necessary to do a specific job. This is particularly significant when it is realized that well over 70 percent of the nearly \$3 billion spent annually by the postal service goes for payment of salaries.

The present postal pay system, particularly as it relates to supervisors, however, is diametrically opposed to this principle. Many supervisors are paid on the basis of the number of cubic feet in the area they supervise or solely in relation to the number of employees under their jurisdiction. Present law, as it relates to employees paid under the Classification Act of 1949 (Public Law 429, 81st Cong.), contains a direct prohibition against this latter situation. The Classification Act provides that no appropriated funds shall be used to pay the compensation of any officer or employee who places a supervisory position in a class and grade solely on the basis of the size of the group, section, bureau, or other organization unit of the number of subordinates supervised.

In the 80th Congress, the House Committee on Post Office and Civil Service conducted a very extensive and thorough investigation of problems of the postal service and in its report expressed concern over the pay system in the postal field service. This was closely followed by the report of the task force of the first Hoover Commission which in 1950 recommended the following:

Provide ways and means, within the framework of the rules laid down by the Civil Service Commission, for overcoming inequities in pay structure by:

1. Developing job descriptions for all classes of jobs in the postal service.
2. Appraising the relative worth of jobs and developing pay scales which fully recognize job responsibilities and requirements, giving due recognition to locality differentials.
3. Establishing experience and fitness qualifications for jobs.

This recommendation contemplates a clear-cut delegation of responsibility for salary administration from the legislative branch to the executive branch, with authority to act.

Again, in the 83d Congress additional studies were made by the House Post Office and Civil Service Committee and by the Advisory Council to the Senate Post Office and Civil Service Committee.

The House committee's Subcommittee on Postal Operations in a comprehensive report printed as House Report No. 366, 83d Congress, stated that—

it is clear that a final and satisfactory solution to the personnel problems of the postal service can be arrived at only by a complete revision of classification of postmasters and postal employees.

The Senate Advisory Council, authorized by Senate Resolution No. 49, 83d Congress, found the following conditions relating to the personnel situation in the postal field service and so reported in Senate Report No. 1086, 83d Congress:

- (1) There is no overall pay plan applicable to all segments of the postal service.
- (2) The several pay plans have little or no relationship to each other and generally ignore elements commonly considered sound in modern pay administration programs.
- (3) The large number of pay plans create accounting and payroll complications and add to the cost of administration.
- (4) The pay of employees generally is not based on any system of job evaluation.
- (5) Supervisory positions are not adequately recognized in existing pay schedules.
- (6) In the nonsupervisory groups, highly skilled distribution clerks are not accorded adequate recognition in pay or incentive.
- (7) The Post Office Department has not had an incentive-awards program.
- (8) Present standards for determining the class of post office have created many inequitable situations.

It is significant that a member of the Senate Advisory Council and chairman of its Subcouncil on Personnel was the president of the National Association of Letter Carriers. The Subcouncil on Personnel recognized the participation of leaders of the various postal employees organizations "whose work formed the basis of the report" of the Subcouncil on Personnel.

The President of the United States, in his memorandum disapproving the pay bill last year, stated among his reasons for disapproval the following:

we must have classification and promotional procedures for postal personnel that will serve the best interest of the Government, the public, and the postal workers themselves.

In his message to the Congress this year (H. Doc. 65) he again emphasized that the inclusion of a job evaluation program for postal employees is a must, as far as he is concerned, if salary increases are to receive his approval.

The committee, both in this Congress and in the 83d Congress, has held extensive hearings on the question of postal employees'

salary and classification problems. During the 83d Congress the committee recommended two postal pay and classification measures, H. R. 9245 and H. R. 9836, and the latter was reported unanimously. In both of these bills the committee recognized that the time had come for a reclassification of positions in the postal field service.

The report on H. R. 9245, which recommended a study of the classification system of the postal service and included specific recommendations for improvements, recognized the need for reclassification by stating:

It is highly desirable that the Congress by law establish a new general system for the classification of positions and the determination of basic salary rates for personnel in the postal field service.

H. R. 9836, which was reported unanimously, provided that the Postmaster General develop a reclassification plan which was to be submitted to the Congress for approval or disapproval at the beginning of the 84th Congress. The committee stated that a position evaluation plan should be submitted to the Congress based upon—

(1) the principle of equal pay for substantially equal work, and (2) the proposition that variation in rates of basic compensation paid to different postmasters, officers, and employees shall be in proportion to substantial differences in the difficulty, responsibility, and qualification requirements of the work performed and to the contributions of postmasters, officers, and employees to efficiency and economy in the postal field service.

While neither of these two bills became law, nevertheless the Postmaster General proceeded to develop a plan and program similar to that which would have been required by H. R. 9836. This salary plan was contained in a recommendation of the Postmaster General to the Speaker of the House on January 24, 1955, and introduced as H. R. 2987. The plan was in line with the request of the committee and its outline and direction as contained in House Report No. 2107, 83d Congress.

Following extensive hearings at which witnesses representing employee organizations testified that reclassification was desirable, the plan, amended in some detail by the committee and coupled with a 6-percent increase, was recommended in a committee-drafted bill (H. R. 4644). The improvements added by the committee and now a part of this bill (S. 2061) have been discussed in previous paragraphs in this report.

The method of job evaluation contained in the bill will be discussed in succeeding paragraphs.

USE OF KEY POSITIONS

S. 2061 contains descriptions of 49 representative positions which are occupied by over 90 percent of the postal field service employees other than those paid under the FOS and RCS schedules. Each key position is assigned in the bill to its proper salary level.

These key positions serve two purposes:

(1) They determine the specific salary levels for the great majority of postal employees by direct congressional action;

(2) They serve as "benchmarks" for the Post Office Department in determining the appropriate salary levels for the positions occupied by the remaining employees, who constitute less than 10 percent of the total force.

To illustrate the effect on employees occupying key positions: The Department will identify the position of an employee as falling within the description of 1 of the 49 key positions. The salary level of the employee then becomes the salary level set forth in the law for that key position. The basic salary of the employee will be converted to the proper step of that salary level in accordance with the conversion rules of section 304.

The process of determining the proper salary level for employees in positions other than the key positions is set forth in section 201 of the bill. It consists of (1) comparing the duties, responsibilities, and work requirements of the position occupied by an employee with the duties, responsibilities, and work requirements of the key positions described in section 203, and (2) ranking the position in relation to the key position most closely comparable thereto in terms of the level of duties, responsibilities, and work requirements.

Determinations made or actions taken in both of the above illustrations are appealable to the Civil Service Commission, and the decisions of the Commission thereon are mandatory on the Postmaster General.

NEED FOR A REVISION OF THE SALARY SCHEDULES

Employees in the postal field service are paid upon salary schedules set forth in Public Law 134 of the 79th Congress. This law has been amended almost 200 times in order to meet situations that have occurred requiring adjustments in the salaries and in the relationships between the salaries of various positions in the postal field service. Public Law 134 in itself represented a great advance in the pay system of the postal field service. It was the first major revision of postal employees' salaries since 1926—nearly 20 years.

During the committee hearings of this Congress on postal pay and classification nearly every employee representative commended the action of Congress in its initiation and approval of Public Law 134. Since the passage of Public Law 134, which gave all employees on the rolls an increase in salary, salary increases have been based upon a need for keeping pace with the increase in the cost of living. Since Public Law 134 was effective July 31, 1945, postal employees have received the following increases in salary authorized by action of the Congress:

1. Effective January 1, 1946, under Public Law 386, 79th Congress, approved May 21, 1946, postal employees paid on an annual basis received an increase of \$400 annually, hourly employees received an increase of 20 cents an hour, and fourth-class postmasters received a 20-percent increase.

2. Effective June 30, 1948, under Public Law 900, 80th Congress, postal employees paid on an annual basis received an increase of \$450 annually, hourly employees received an increase of 25 cents an hour, and fourth-class postmasters received a 25-percent increase.

3. Effective November 1, 1949, under Public Law 428, 81st Congress, postal employees paid on an annual basis received an increase of \$120 a year, hourly employees received an increase of 2½ cents an hour, and fourth-class postmasters received a 5-percent increase. (Also, this act raised the entrance salary for regular employees by \$200 and provided an additional \$100 increase for temporary employees

TITLE I—DEFINITIONS, COVERAGE, AND EXEMPTIONS

DEFINITIONS

Section 101 defines, for purposes of the bill, the terms "Department," "postal field service," "employee," "position," "key position," "salary level," "basic salary," "basic compensation," and "persons."

The term "Department" means the Post Office Department which was established at the seat of government as an executive department by section 388 of the Revised Statutes (5 U. S. C., sec. 361) and the postal field service of the Post Office Department.

The term "postal field service" covers all operations and organization units of the Post Office Department other than those departmental operations which are conducted in, and those organization units which are situated in, the headquarters offices of the Post Office Department at the seat of government. Such term specifically includes postal inspectors assigned to such headquarters offices and the operations of such postal inspectors. One effect of this new definition is to include within the term "postal field service" all field installations of the Post Office Department, including regional and district offices.

The term "employee" covers postmasters, officers, supervisors, and all other individuals employed in the postal field service (including postal inspectors assigned to the headquarters offices of the Post Office Department at the seat of government), irrespective of their titles, unless the context of a particular provision of the bill indicates a more restrictive interpretation. Such definition, in effect, includes all individuals employed by the Post Office Department outside the headquarters offices of the Department at the seat of government (including officers and employees in the regional and district offices and postmasters) and also includes postal inspectors assigned to such headquarters offices. Such definition specifically excludes individuals (as well as corporations, companies, associations, firms, partnerships, societies, and joint stock companies) providing services for the Post Office Department on a fee, contract, job, or piecework basis. The definition of the term "employee" contained in the bill is broader than the existing definition of the term "employees" contained in the first section of the act of July 6, 1945 (Public Law 134, 79th Cong.; 39 U. S. C., sec. 851)—the present salary law for the postal field service. The effect of such existing definition of the term "employees" is merely to indicate the categories of employees referred to when such term is used in such act of July 6, 1945. The effect of the new definition of the term "employee" contained in the bill is not only to indicate the categories of employees referred to in the bill but also (when read in conjunction with sec. 102, relating to coverage) to assist in making clear the coverage of the bill in terms of employees.

The term "position" is defined as those duties and responsibilities assigned to an employee, except duties performed on a fee, contract, job, or piecework basis. This definition of the term "position" is similar to the definition of the term "position" contained in section 301 of the Classification Act of 1949 to the extent that both definitions of "position" are stated in terms of the duties and responsibilities—that is, the work—of the employee.

One effect of the definitions of "employee" and "position" in section 101 of the bill is to bring within the purview of the bill (except

the provisions of section 701 relating to retroactive basic salary increases) those employees in the mail-equipment shops in Washington, D. C., whose compensation is fixed and adjusted from time to time in accordance with prevailing wage rates.

The term "key position" is defined as a position which is described in section 203 of the bill and which is in existence on the effective date of such section. Such section 203 describes key positions generally as positions in the postal field service which consist of standard, related tasks commonly performed in the postal field service and which are assigned to salary levels in the postal field service schedule contained in section 301 (a) of the bill. Such section 203 sets forth specific job descriptions (in terms of basic function, duties and responsibilities, and organizational relationships) for the positions described therein and specifies the respective salary levels in the postal field service schedule to which such positions are assigned.

The term "salary level" is defined as the numerical standing in the postal field service schedule assigned to a position which is placed in the postal field service schedule pursuant to section 201 (a), or by section 203, of the bill. Each such salary level provides a series of annual rates of basic salary (except salary level 20 which provides only one such rate) for each position placed in such salary level.

The term "basic salary" is defined as the rate of annual or hourly compensation specified by law, excluding, however, overtime, night differential, and longevity compensation.

The term "basic compensation" is defined as basic salary plus longevity compensation.

One purpose of section 101 in providing definitions of "basic salary" and "basic compensation" is to clarify the relationships of the several types of compensation provided by the bill for employees in the postal field service and eliminate confusion in the application of the various provisions of the bill with respect to such types of compensation, particularly longevity compensation.

The term "persons" is given the meaning prescribed for such term in section 1 of title I of the United States Code. By providing that the term "persons" shall have such meaning, section 101 of the bill makes it clear that such term includes corporations, companies, associations, firms, partnerships, societies, and joint stock companies as well as individuals.

COVERAGE

Section 102 sets forth the general coverage of the bill by providing that the proposed new classification and compensation law shall apply to all "positions" and "employees" in the "postal field service" as such quoted terms are defined in section 101.

TITLE II—RANKING OF POSITIONS

Title II of the bill proposes a departure from and improvement in the various methods of determining compensation and evaluating positions under existing law governing the postal field service. The present classification and salary law for the postal field service—the act of July 6, 1945 (Public Law 134, 79th Cong.)—classifies positions by title and establishes salary rates (through schedules and listings of individual salary rates and rate ranges) by title and by such factors

as organization assignment and gross postal receipts, without regard to the work actually performed or the level of duties and responsibilities exercised by employees who may be receiving identical pay. Title II of this bill, however, provides a systematic and up-to-date method for classification of positions, for compensation and other purposes, on the basis of evaluations of such positions in terms of duties, responsibilities, work requirements, specific and detailed descriptions of positions, and inclusions of similar positions within the same compensation ranges.

ADMINISTRATION

The first sentence of section 201 (a) requires the Postmaster General to determine the personnel requirements of the postal field service and to fix the number of supervisors and other employees therein, with the exception that not more than one assistant postmaster may be employed at any post office. The above provision continues the authority and responsibility now vested in the Postmaster General under such existing provisions of law as, for example, section 396 of the Revised Statutes (5 U. S. C., sec. 369), section 11 (a) of the act of July 6, 1945 (39 U. S. C., sec. 861 (a)), and, from time to time, provisions of the annual appropriation acts for the Post Office Department.

The remainder of section 201 (a), as well as section 201 (b), relates to the authority and responsibility of the Postmaster General to classify certain categories of positions in the postal field service.

Under section 201 (a) the Postmaster General is required to define and assign to its appropriate salary level in the postal field service schedule each position in the postal field service except the key positions described in section 203 of the bill and the positions of postmaster in a fourth-class office and rural carrier. Each definition of a position by the Postmaster General pursuant to section 201 (a) will be based on an evaluation of that position in terms of the basic function, the duties and responsibilities, and the organizational relationships of such position and will, in effect, constitute a job description for such position. Each such evaluation of a position will be made in the light of, and after taking into account, the job descriptions provided in section 203 for key positions.

The Postmaster General will be required to ascertain the appropriate salary level in the postal field service schedule of each such defined position by means of two processes: First, by comparing the duties, responsibilities, and work requirements of such position with the duties, responsibilities, and work requirements of the key positions described in section 203 of the bill; and second, by ranking such position in relation to that one of the key positions which is most closely comparable in terms of the level of duties, responsibilities, and work requirements. If the functions, duties, responsibilities, and work requirements of any position defined by the Postmaster General under section 201 (a) are substantially equivalent to the functions, duties, responsibilities, and work requirements of a key position, such defined position will be placed in the same salary level as that of such key position. If the functions, duties, responsibilities, and work requirements of such defined position are not substantially equivalent to those of a key position, such defined position will be

placed in a salary level in relation to that key position which is most closely comparable to the defined position. In effect, the key positions described in section 203 are guides or benchmarks for the Postmaster General in classifying positions pursuant to section 201 (a).

It should be noted in this connection that one purpose of section 202 of the bill (relating to appeals by employees to the United States Civil Service Commission) is to protect employees against those classification actions taken pursuant to section 201 which result in improper assignments to salary levels.

Section 201 (b) provides that in ranking positions the Postmaster General shall apply the principle of equal pay for substantially equal work and, in addition, shall give effect to substantial differences (1) in difficulty of the work to be performed, (2) in the degree of responsibility to be exercised, (3) in the scope and variety of tasks involved (such as the scope and variety of the tasks of a postmaster in a large first-class office as contrasted with the tasks of a postmaster in a small first-class office), and (4) in the conditions of performance (such as physical conditions and surroundings, hazards, skill requirements, and the public relations aspects of performance).

The following example illustrates one application of the language of section 201 (b). There is only one key position set forth in section 203 for postmasters in second-class offices and such position is placed by paragraph (25) in salary level PFS-8. If the duties and responsibilities of the position of postmaster in a large second-class office clearly do not match the duties and responsibilities of 1 of the 49 key positions described in section 203, the position of such postmaster is not a key position. Therefore, in order to comply with the requirement that the principle of equal pay for substantially equal work be followed in ranking positions, if the duties and responsibilities of a postmaster in a large second-class office are comparable to the duties and responsibilities of a postmaster in a small first-class office, the Postmaster General would be required to assign such postmaster in a large second-class office to salary level PFS-9, the salary level for the position of postmaster in a small first-class office.

A further example is in connection with the key position of motor vehicle operator set forth in paragraph (10) of section 203, which is placed in salary level PFS-4. One of the additional duties listed for such position is to drive a tractor and semitrailer on occasion. Certain employees of the postal field service drive tractors and semitrailers not (occasionally,) but every day as a regular duty. The duties and responsibilities of such employees, therefore, do not fall within the description contained in section 203 for such key position of motor vehicle operator because the work which each such employee performs is of a higher level than the work described for such key position. Consequently, the position of each such employee is not a key position. Thus, because of the requirement contained in section 201 (b) that the principle of equal pay for substantially equal work be applied by the Postmaster General in ranking positions, the Postmaster General would be required to assign those employees who regularly drive tractors and semitrailers to salary level PFS-5 in accordance with section 201.

Section 201 (c) establishes a limit for the number of employees who may be placed in positions in salary levels 17, 18, 19, and 20 of the postal field service schedule, as follows: In salary level 17 no more

than 40, in salary level 18 no more than 12, in salary level 19 no more than 4, and in salary level 20 no more than 15. This provision is consistent with the policy, established by the Congress, of limiting the number of positions in grades 16, 17, and 18 (the so-called supergrades) of the General Schedule of the Classification Act of 1949, as amended.

Section 201 (d) provides that the determinations of the Postmaster General under section 201 shall be the basis for the payment of compensation and for personnel transactions. In effect, section 201 (d) provides that such determinations of the Postmaster General will be official for pay and personnel purposes. This result now obtains under existing law with respect to actions of the Postmaster General governing postmasters, officers, employees, and positions in the postal field service.

APPEALS

Section 202 relates to appeal by employees to the United States Civil Service Commission from certain actions and determinations of the Postmaster General with respect to such employees and their positions.

If the employee concerned is in a position other than a key position described in section 203 of the bill or other than the positions of postmaster in a fourth-class office and rural carrier, such employee is granted the right by section 202 of the bill to appeal at any time to the United States Civil Service Commission to review the definition of his position, the assignment thereof to a salary level, and any other action taken or determination made by the Postmaster General under section 201, in order to determine whether the position of such employee has been placed in its appropriate salary level in accordance with section 201.

If the employee concerned is in a key position described in section 203 of the bill, he is granted the right by section 202 to appeal at any time to the United States Civil Service Commission to review any administrative action taken or determination made under the provisions of the bill, with respect to such employee, in order to determine whether such employee has been placed correctly in a key position on the basis of and in accordance with the descriptions of key positions and the assignments of key positions to salary levels specified in section 203 of the bill.

Section 202 also provides that each appeal to the United States Civil Service Commission under authority of such section may be made by the employee either individually or together with one or more other employees in the postal field service having an identical or a similar grievance.

Section 202 further provides that each such appeal may be made by the employee either in person or through his designated representative. It should be noted that section 202 requires that each such employee shall designate specifically his representative in each instance in which he desires to make an appeal under such section through a representative rather than in person.

In addition, section 202 provides that it shall be the duty of the United States Civil Service Commission to act on each appeal of an employee at the earliest practicable time after such appeal is made. It is further required by section 202 that the decision of the Commission on such appeal shall be certified forthwith to the Postmaster

General. It is intended by section 202 that the decision of the Commission on each such appeal and its certification of such decision to the Postmaster General shall specify the appropriate salary level for the position concerned and shall direct the Postmaster General to place such position in the appropriate salary level specified by the Commission.

It is the duty of the Postmaster General, upon receipt of such certificate of the Commission, to take appropriate action in accordance with such certificate and such action will be official for pay and personnel purposes.

In effect, section 202 of the bill guarantees to employees in the postal field service, subject to the postal field service schedule, the right (similar to that provided for officers and employees under the Classification Act of 1949) to obtain a review, independent of and outside the Post Office Department, of actions taken or determinations made by or under authority of the Postmaster General governing the assignments of their positions to salary levels.

KEY POSITIONS

Section 203 of the bill sets forth 49 key positions in the postal field service. These 49 key positions consist generally of standard, related tasks commonly performed in the postal field service and, therefore, are representative of such service.

Section 203 designates each of the 49 key positions by title, sets forth a specific job description for such position in terms of the basic function, the duties and responsibilities, and the organizational relationships of such position, and specifies the salary level in the postal field service schedule to which such position is assigned. It is important to note that each of the 49 key positions set forth in section 203 is assigned by such section to a salary level in the postal field service schedule on the basis of the entire job description of such position, rather than by title alone (as is the case under the act of July 6, 1945), which indicates merely a general area of work. The salary levels to which the 49 key positions are assigned constitute, in the aggregate, a schedule of related rates of basic salary. The 49 key positions clearly delineate these salary levels and bear a logical relationship to each other in terms of the level of difficulty and responsibility of the work prescribed for each such position.

In effect, section 203 is self-operating with respect to those positions in the postal field service which match the 49 key positions described in such section. The Postmaster General will survey the functions, duties, responsibilities, and work requirements of each position in the postal field service (other than the positions of postmaster in a fourth-class office and rural carrier) in order to determine whether such functions, duties, responsibilities, and work requirements fall within the scope of 1 of the 49 representative key positions. If such is the case, then such former position is a key position and is assigned, by the terms of section 203, to the same salary level as that of such representative key position. If such is not the case, then such former position is not a key position and will be assigned to its appropriate salary level in accordance with section 201.

The following examples are illustrations of instances in which functions, duties, responsibilities, and work requirements of employees may

or may not fall within the scope of the descriptions of the 49 key positions. In the case of an employee who serves at a stamp window of a large post office, a reference to the description of his duties and responsibilities would clearly show that his duties and responsibilities fall within the scope of the key position of window clerk, level 4, by virtue of paragraph (13) (A) of section 203, relating to the description of such key position. By contrast, an employee whose duties and responsibilities consist of operating a mimeograph machine would not be assigned to the key position of mail handler, level 3, set forth in paragraph (8) of section 203, because, as is shown by paragraph (8) (E) of section 203, the operation of a mimeograph machine is an incidental, not a primary, part of the duties and responsibilities of such key position. Conversely, an employee who performs the basic function of a mail handler but whose assigned duties and responsibilities do not require him to operate a mimeograph machine would, nevertheless, be assigned to the key position of mail handler, level 3, because the duties and responsibilities of such employee fall within the scope of such key position.

It should be noted that the inclusion, in the description of the duties and responsibilities of a key position, of a particular duty (such as the duty of an assistant postmaster, small first-class post office, level 8, set forth in paragraph (24) (C) of section 203, to direct a continuous audit program concerning the accountability of responsible finance employees of the post office) does not limit the authority of the Postmaster General under the Post Office Department Financial Control Act of 1950 (Public Law 712, 81st Cong.), or any other law, to establish and maintain adequate and efficient systems of accounting and of internal control to conform to the accounting principles and standards prescribed by the Comptroller General of the United States.

DUAL EMPLOYMENT AND EXTRA DUTIES

Section 204 relates to dual employment and to the assignment of postal field service employees to perform duties not specified in their position descriptions.

Under present law, the act of March 1, 1929, as amended (39 U. S. C., sec. 136), and the act of June 19, 1948, as amended (39 U. S. C., sec. 883), such an employee may be utilized in a dual capacity or assigned extra duties which are not normally a part of his regular duties. An employee so utilized or assigned under such act of March 1, 1929 (39 U. S. C., sec. 136), receives salary at the rate or rates provided by law for the services rendered. However, if such employee is utilized in a dual capacity in an emergency not in excess of 30 days, his rate of compensation may not, under such act of June 19, 1948 (39 U. S. C., sec. 883), be reduced as a result of employment in such dual capacity. Since existing laws are contradictory in terms, it is impossible to determine with certainty which one is applicable in any given case.

Section 204 (a) authorizes the appointment of an employee to more than one position in the postal field service and the payment to such employee of compensation at the rate prescribed by law for each such position without regard to the limitations contained in the Revised Statutes (secs. 1763, 1764, and 1765) as amended (5 U. S. C., secs. 58, 69, and 70), which prohibit the payment of more than one salary when