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HEARINGS

before the

COMMITTEE ON FOREIGN AFFAIRS
HOUSE OF REPRESENTATIVES

Subcommittee on State Department
Organization and Foreign Operations

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WEDNESDAY, MAY 19, 1965

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C O N T E N T S

STATEMENTS OF:	PAGE
Hon. William J. Crockett, Deputy Under Secretary of State for Administration, Accompanied by:	4
Walter O. Jacobson, Assistant Director for Policy Research and Evaluation, Office of Personnel, State,	
J. E. Lyerly, Office of Legal Adviser, State, and	
William E. Woodyear, Legislative Officer, Office of Personnel, State.	

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H. R. 6277

To amend the Foreign Service Act

HOUSE OF REPRESENTATIVES,
Committee on Foreign Affairs,
Subcommittee on State Department
Organization and Foreign Operati
Washington, D. C.,
Wednesday, May 19, 1965.

The Subcommittee met at 10:35 o'clock a.m., the Honorable Wayne L. Hays, Chairman of the Subcommittee, presiding.

Mr. Hays. The committee will come to order. We are starting hearings today on H. R. 6277, a bill to amend the Foreign Service Act.

I have been increasingly concerned about the dual personnel systems under which the principal foreign affairs agencies, notably the Department of State, have to operate. There are different laws governing employment, assignment, promotion, separation and retirement. The result is that those charged with carrying out our world wide responsibilities are denied the full availability of the manpower resources of their own agency.

My purpose in introducing H. R. 6277 is to bring about some degree of improvement in the personnel structure of these agencies. Obviously this means some changes in the ground rules I can understand that change is frequently disturbing to the individuals involved. Especially those who are not producing and who are sitting under the umbrella of Civil Service and

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show up every day and present the body and take it home at night and get the paycheck.

But against these changes we have to weigh the larger interests and requirements of the Government.

More recently the President has expressed strong interest in this matter. In his message to Congress of May 6, 1965, he endorsed many of the provisions of H. R. 6277. I will insert the President's message into these hearings immediately preceding the opening statement of our first witness.

Since I introduced the bill, the Executive has proposed some modifications. I might say that probably this subcommittee will propose some more. Most of these are incorporated in the subcommittee print which is before the members. We will have testimony first from executive branch witnesses who will address themselves to the principal amendments proposed to the Foreign Service Act by this bill. Tomorrow we will have public witnesses.

There are a number of sections of this bill that deal with improved benefits. They are unrelated to the changes proposed in the personnel structure of the Department of State and other agencies.

I introduced this bill to generate some discussion on a basic problem. We may well want to modify the bill or even drop out some parts. The important point is that we proceed only on the basis of a full understanding of its provisions.

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If we do not finish our interrogation of the executive witnesses today, we will have them return.

Our first witness is the Hon. William J. Crockett, Deputy Under Secretary of State for Administration.

Without objection the letter from the Secretary will be included in the record immediately preceding Mr. Crockett's statement and without objection the statement of the President will be included in the record immediately preceding the letter of Secretary Rusk.

(The documents referred to are as follows:)

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Mr. Hays. Mr. Crockett.

STATEMENT OF HON. WILLIAM J. CROCKETT,
DEPUTY UNDER SECRETARY OF STATE FOR ADMINISTRATION,
Accompanied by:
WALTER O. JACOBSON, ASSISTANT DIRECTOR FOR POLICY RESEARCH AND EVALUATION, OFFICE OF PERSONNEL, STATE;
J. E. LYERLY, OFFICE OF LEGAL ADVISER, STATE;
and
WILLIAM E. WOODYEAR, LEGISLATIVE OFFICER,
OFFICE OF PERSONNEL, STATE

Mr. Crockett. Mr. Chairman, I am pleased to be able to present to you and to the members of this committee the executive branch views on H. R. 6277. This piece of legislation which is now before you for consideration is technically a number of amendments to the Foreign Service Act of 1946 and other related laws.

It is in fact, however, a major proposal which would enable the Executive Branch to establish a single, unified and integrated foreign affairs personnel system. In addition, it also incorporates proposals to provide benefits to employees serving war-torn areas of this world.

I wish to make it clear at the outset, Mr. Chairman, that our sole purpose in supporting this legislation is to increase the efficiency and economy of the foreign affairs activities of the U. S. Government. It is vital to the national interest that action along the lines proposed in this legislation be taken.

A world of crisis, which we face almost every day, is a world of opportunity for those who can grasp it. A world of

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crisis is a world of action and reaction for those who can meet the challenge. This is the world in which we live. This is the world in which, as President Johnson stated:

"Our ability to seize the opportunities and to use our vast resources to further the aims of the United States foreign policy must in large measure rest on the dedication and capabilities of people involved in our foreign activities. In no other area of Governmental activity is it more vital to our national interest to develop and retain a corps of well-qualified men and women."

That is what we hope H. R. 6277 is all about. It is full consonant with the objectives stated by the Congress of the United States in Section 111 of the Foreign Service Act of 1946. H. R. 6277 complements provisions and authorities already existing in the Foreign Service Act of 1946.

Since 1946 the role of the United States in world affairs has changed drastically. The amendments to the Foreign Service Act before you are a recognition of this change. No longer is the business of foreign affairs the monopolistic sphere of State Department interest, but in fact involves to one degree or another the functions and responsibilities of many executive branch departments and agencies.

No longer is there a reasonable and clear-cut distinction between the domestic activities of the Department and its overseas operations. The legislation you are considering today

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accepts these facts of life and tries to establish a new personnel system which is responsive to today's realities and today's needs.

I might add, Mr. Chairman, that the thoughts which have led us to our conclusions were basically those incorporated in some of the recommendations of the Wriston and Herter Committees. They are not the thoughts of bureaucrats or the thoughts of public appointed and dedicated men and women who are not a part of the bureaucratic structure of our Government.

There are a number of themes which run through both of these reports. Both groups were in complete accord that the differences existing both within the Department of State and among foreign affairs agencies should be eliminated as rapidly as possible. We have proceeded through administrative action to comply with the essence of these reports. As much unformity in operations as could be achieved administratively has been done. We now need legislation to take the final steps in essentially the same kind of business. One of the main purposes of the legislation before you is to establish a single, unified, and integrated personnel system, operating under the general responsibility and direction of the Secretary of State, which is broad enough to fill the personnel needs -- both overseas and domestic -- of the major foreign affairs agencies. This is not to say that all employees of the foreign affairs agencies will be the same category of personnel. We will

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continue to have different categories of personnel, but to the extent possible, essentially all will have the same rights and privileges and be subject to the same personnel policies.

I would like to take a minute at this time to express to the committee how the amendments before it will permit us to accomplish our objectives.

At the present, the Department of State, USIA, and AID are staffed by personnel belonging to one of two entirely different personnel systems: Civil Service and Foreign Service. The Foreign Service is itself subdivided into three categories: Foreign Service Officers, Foreign Service Reserve Officers, and Foreign Service Staff officers and employees.

We intend to continue the Foreign Service Officer Corps essentially as it is presently constituted and authorized. The Foreign Service Officer will be the key representative of the United States abroad in the political, economic, information, and cultural functional fields. Foreign Service Officers will also be expected to serve much of their time here in the United States, because we consider it essential that they become acquainted with domestic operations, because it will provide opportunities for closer contacts between Foreign Service Officers and the American public which they serve, and because of the urgent need for personnel in Washington who have had overseas experience.

As a related category of personnel, the bill will enable

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us to establish a Foreign Affairs Officer group by converting Civil Service officers from the Civil Service to the Foreign Service. The primary mission of these officers will be to staff positions here in the U. S., although if they indicate interest in overseas service, we will try to accommodate them. It is for this reason that we are requesting an amendment to Section 111 of the Foreign Service Act to make it unmistakeably clear that thsi act covers personnel both at home and overseas. It is also for this reason that we are requesting a deletion of the current provision which limits the appointment authority of reserve officers to two successive five-year periods. It is our intention to use Section 522 as amended by this bill, which authorizes appointment and assignment of Reserve officers as the legislative authority or base for the appointment of Foreign Affairs Officers who would have a career status in the State Department.

We foresee the need to continue Foreign Service Reserve appointment authority, but will utilize this authority primarily to appoint people for a true reserve category. Reserve officers will be appointed for limited periods in order to make available to the Service such special skills as are from time to time required either at home or abroad. We also hope to establish a stand-by reserve, consisting of personnel in the academic world and the business community and other non-government groups who are willing to serve intermittently on

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relatively short notice, both at home and abroad according to the needs of the service.

The final major category of personnel that we intend to utilize in foreign affairs work will be designated as Foreign Service staff. Our hope is to broaden the present authority which permits the establishment of a staff corps in order to incorporate into that group the clerical and semi-professional employees whose principal base of operations will be the United States. I should note that the staff corps includes both officers and clerical personnel. We have for some time used Foreign Service Staff Officers to man many of our professional requirements in the consular and administrative fields. This we intend to continue, while at the same time considering the possibility of broadening it to include domestic personnel requirements in these fields.

Much has been said about our amendment to Section 633 of the Foreign Service Act which would extend the selection out system to all members of the new foreign affairs personnel system. Most of the criticism has been uninformed or misleading. As this committee knows, the selection out system has been in effect for the Foreign Service Officer Corps ever since the enactment of the Foreign Service Act. It is a system which through the accepted American principle of competition, enables the Department to maintain a highly competent Foreign Service Officer Corps. The present system enables us to retire officers

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who are not able to compete with their colleagues in the same class. It is not arbitrary. It is not harsh. We try to make it equitable. For the period of 1959 to 1964, the Department selected out 240 Foreign Service Officers, out of an officer corps of approximately 3600, for an average of less than 50 per annum. I think these statistics are sufficient to relieve anybody's concern that our selection out system is a method to discharge large numbers of employees. It was never intended to be used for this purpose and there is no justification to believe that it will ever be used that way. The selection out system must and should be viewed as an effective tool of management which ensures that a group of people that are key to the national welfare and interest are always required to perform at maximum efficiency and effectiveness.

We do intend, if the legislation before you is passed, to extend the selection out system to the Foreign Service Staff Officers.

However, for this particular category we would select out only those officers who do not maintain an adequate standard of performance.

I think, Mr. Chairman, we discussed this at our other hearing but this should be well understood by all of us, that there are two bases for selection out, foreign service officers would be selected out on the basis of relative standing in class, nothing to do with marginal performance, only relative standing

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in class, while foreign service staff officers would be selected not because of relative standing in class but because of marginal performance. A staff officer could rank numerically low in his class year after year and not be selected out as long as he performs in an adequate manner. We shall also extend the selection out system to the Foreign Affairs Officers, for they too are key to the national welfare. The President has made it clear that he expects that all officers in the foreign affairs field perform in accordance with the highest standards.

As the Committee knows, the President has recently signed an executive order "providing for the appointment in the competitive service of certain present and former officers and employees of the Foreign Service." This will permit qualified Foreign Service personnel to obtain appointments to Civil Service positions without re-examination. This executive order will greatly ease the transfer of employees under the Foreign Affairs Personnel System to the Civil Service System, outside of the State Department, of course.

Furthermore, we believe it unsound to have officers or employees working side by side with one being required to meet one standard of performance and the other an entirely different standard. Such a situation exists at the moment. It is not equitable, just, or effective. I should point out to the committee that we do not intend to extend the selection out

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7
system without also providing severance pay to all covered by the system.

Section 22 of H. R. 6277 has created a considerable amount of debate. The purpose of this amendment is to once again, ensure that all personnel who are working side by side in the same general area of foreign affairs are treated equitably and in accordance with the same principles.

This is the situation at the present moment with the U.S. Government Civil Service system. All Civil Service employees are subject to the same basic rules, regulations, and policies. There has never been any argument in opposition to this concept. Therefore it is difficult to understand why there should be any objections to establishing a single personnel system applicable to all personnel engaged in foreign affairs functions.

It has never been the Administration's intention to include in the foreign affairs personnel system any individual who is not fully engaged in a foreign affairs activity. If the committee is concerned with the fears expressed erroneously by certain government employees, we are preparing to submit for the record a statement which would ensure that transfer into the foreign affairs personnel system would apply to the employees of the Department of State, the Agency for International Development, and the United States Information Agency, for the present. As an alternative, the committee may wish to consider the deletion of the phrase "and such personnel as

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

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he may designate who are engaged in foreign affairs functions. As a third possibility, the committee may wish to add in the legislation a requirement that any transfers beyond those specifically listed agencies would require Congressional approval, similar to the method used now for reorganizational plans. I leave this consideration, of course, to the committee.

In this connection I would like to mention just briefly the situation of the Agency for International Development. The President's letter of May 6, 1965 to the Vice President and the Speaker stated "There will be a single Foreign Affairs Personnel System, broad enough to accommodate the personnel needs -- domestic as well as overseas -- of the Department of State, the Agency for International Development and the U. S. Information Agency, . . ." He also charged the Secretary with the responsibility "to insure that personnel policies and actions of the Department, AID, and USIA are guided by uniform standards and criteria." The Administration is not prepared at this moment to state what specific actions will be taken to include the Agency for International Development in the new foreign affairs personnel system. The degree of coverage and the time for such actions are matters which the President and the Secretary have yet to determine. In any case, there is no doubt that the system will be applied to all employees of the Department of State and the United States Information Agency

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

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as soon as the bill is passed.

As the committee knows there are a number of provisions in H. R. 6277 which deal with the benefits for foreign service personnel and matters intended to improve the administration of foreign affairs activities. I would like specifically to call your attention to three amendments which would:

1. Permit continuation of employees in duty status if they incur injury or illness arising from a hostile action in the line of duty.

2. Permit increasing the differential from the present limit of 25% to a limit of 50% when an employee is assigned to duty in a foreign area where there is unusual danger of injury directly due to hostile activity.

3. Permit payment of travel expenses of employees and dependents when warranted by extraordinary conditions or circumstances involving unusual personal hardship.

Hazardous conditions continue to exist around the world and can be expected to arise in the future. Our employees and their families are not adequately covered at the moment and risk serious loss of life, limb, and earning capacity through their willingness to serve the United States under very hostile and difficult conditions. The U. S. Government can do no less for its employees than to protect and imrpove their earning capacities under these situations to a reasonable level.

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

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In closing, I might just say that the proposal before you has encountered some criticism. The criticism implies that management's decisions might not always be judicious, and that there will be loss of existing protection mechanisms. As for the first point, I of course disagree strongly. There is no factual evidence known to me that would support an indication of arbitrariness on the part of the Department's management. On the contrary, as I earlier indicated, we have used the existing selection out authority sparingly and only after exhaustive reviews and discussions.

I believe that wherever information has been given to us that has not been available in the files we have always been willing to take it into consideration and defer selection out giving the person another chance.

The fact of the matter is, however, that our proposal is not a one-way street. It does provide some increased benefits to personnel transferring from the Civil Service to the foreign affairs personnel system. Furthermore, I personally find it difficult to justify the retention of mediocrity in an area so vital to the welfare of the nation as the foreign affairs functions.

We expect that every employee in the foreign affairs personnel system will measure up to the high standards expected of him by the President and the nation. We intend to insure that every employee on the payroll of a foreign affairs

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

agency is absolutely essential to the performance of the functions. With the passage of the provisions included in this bill, we can develop a personnel system whose numbers will be proud to belong to it. Passage of this bill will enable us to perform effectively and efficiently and will give the nation maximum efficiency at a minimal cost.

Mr. Chairman, I thank you and your colleagues for the opportunity you have provided me in making this statement. I would like at this moment if I may, Mr. Chairman, to introduce into the record a letter I have here for you from the Secretary of State, indicating his strong support of H. R. 6277.

Mr. Hays. Mr. Crockett, how many individuals in State, USIA and AID would be affected by this bill?

Mr. Crockett. In all categories, Mr. Chairman, approximately 19,000 people. That would be officer category and staff officer category. I mean, in the new officer category and the new staff corps category --

Mr. Hays. That would be from the three services now?

Mr. Crockett. Yes, sir. About 10,000 of those from the State Department and about 3800 from USIA and about 5,000 from AID. In the State Department there are about 4,000 Civil Service employees, USES about 2300 and about 2300 in AID. The rest of them are already special categories exempted from the Civil Service such as Foreign Service reserve and Foreign Service staff.

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

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Mr. Hays. The bill gives the President power to determine within three years after its enactment the transfer of individuals and agencies he may designate from the classified Civil Service to the Foreign Service. As it is written it doesn't give the individual transferred three years to make a decision whether they want to go into the Foreign Service. For example, he could transfer some division a month after the enactment and they would have to make a quick decision. What do you have to say about this? Do you think we ought to write something in for more protection?

Mr. Crockett. Yes, sir, Mr. Chairman, I would suggest we give the individual three years to opt. I think this would be equitable to the people involved. I think we want certainly I have expressed to all our personnel our concern for their own interest. The large bulk of personnel we want in this system we want, of course. We can't run without them. I think it would be equitable if we would broaden the option so that the people themselves would have three years to opt. If the President decided a certain bureau should be a part of the people involved would have three years to opt in or opt out. If they opted in they would be a part of the Foreign Affairs personnel system. If they decided to opt out they would have the responsibility with the help of the agency of finding a job in some other agency. I think this would be equitable and I urge its --

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Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Mr. Hays. Will you have your legal staff work with our staff on preparing such an amendment to the bill because I think I would like to offer it. If nobody else would. In other words, if the Government has the power to determine within three years then I think the employee ought to have an equal amount of time to determine whether he wants to take his chances in this new system or whether he wants to find a job with the mantle of Civil Service still around him. What specific benefits would be gained by an individual who is transferred from the Civil Service into the Foreign Service?

Mr. Woodyear. I think, Mr. Chairman, the principal benefit would be a more equitable orderly promotion plan than now exists in the situation that we have in the agencies. Since the Wriston program and the carrying into the Foreign Officer Corps many of the jobs in the Department have been occupied by the Foreign Service Officer group on a rotation basis back into Washington. Also the promotion system that has prevailed under the Foreign Service Act for Foreign Service Officers is a an extremely well worked-out, sound system where rank-in man applies rather than promotion on the basis of opportunity or vacancies that occur. A given number of persons in each class ranked with their contemporaries who are judged to be at the top of their class each year are promoted. Nothing of this kind applies to the Civil Service System, and in general promotions on the basis of opportunity or happenchance. This

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has been particularly true in the Department of State and I think also in AID and USIA where many domestic jobs have been filled by overseas personnel who were subject to a different type of promotion system.

Mr. Hays. Can you down there fill any job now by putting in a Foreign Service Officer in place of a Civil Service person?

Mr. Crockett. Yes, sir. If there is a vacancy. The problem we have now, Mr. Chairman, is that -- say we have a Foreign Service Officer from abroad that we think is uniquely qualified for a job or needs the experience of a job. If the job is presently filled with a Civil Service Officer, it is difficult to move him because his grade, his pay, his prerogatives relate to the job and not to himself as a person. If you move him you have to insure that the place you move him to has the same grade, the same status, the same prerogatives, the same opportunity as the job from whence --

Mr. Hays. What if you abolish the job, what happens to a Civil Service person then?

Mr. Crockett. If you abolish the job he has an opportunity for bumping rights. So that then you dislocate not only that officer but many other officers down the line that he would go in the bumping right. The flexibility this gives us if they were all Foreign Affairs officers is that these people would have rank-in persons.

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Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

They would not be changed to the job and theoretically changed to the job in the Civil Service concept now. There would be a great deal more flexibility of movement, of officers in and out of jobs. We have officers -- the whole way we run our classification system in the Foreign Service is we now have come to three areas, senior officers, middle grade officers and junior officers. We don't try to equate a person's grade exactly to his job. We say if it is a grade above or below that is O.K. If we need to send a person to the Dominican Republic tomorrow we send him there and we don't really look at what the grade of the job is if we need him. You can't do this in the Civil Service. We need the flexibility in the Department that this would give us of the interchange of people into and out of jobs. This isn't done to hurt a person. Often the individual is better off if you can move him to give him some different experience.

Mr. Hays. As long as the grade goes with him he gets the same pay and prerogatives even if he is doing a job that might not be in a rigid structure than it would be if it was under Civil Service?

Mr. Crockett. That is right. I am not criticizing the Civil Service System because it is a good system for the dynamic problems of domestic agencies. There are rigid job descriptions that go along with each position, written on the position that say what the job is. These are part of the structure that you have to maintain.

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

We move people around without regard to job descriptions. In the Foreign Service we have very general job descriptions. This ought to relate also to the domestic side of the Department I think because it is just too difficult to run a place with two personnel systems side by side.

Mr. Hays. Mrs. Bolton?

Mrs. Bolton. Thank you, Mr. Chairman. When the people are transferred from the Civil Service do they lose their Civil Service rights and veterans preferences?

Mr. Crockett. They lose the rights as it pertains to selection out, yes. You know at the present time on retention rights or retention points or veterans preference and for seniority these rights do not apply on selection out. When we select a person out he is not selected -- he has no claim to veterans preference, nor to retention rights based on seniority.

Mrs. Bolton. They have a protection?

Mr. Crockett. No protection of this kind. He has protection in terms of review of his case, of a careful analysis to insure that it wasn't fair. One of the things we do in selection out was insure that the selection out really isn't based on the efficiency rating of a single person. So that you don't have an opportunity of one person really getting rid of a person. When we find evidence of this and there is evidence of this occasionally or even a suspicion of it we are willing to give the individual another class, another job,

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another supervisor so that the selectin out isn't based just on one --

Mrs. Bolton. He does lose his Civil Service on --

Mr. Crockett. Yes, in the selection out process. He loses bumping rights and all that.

Mrs. Bolton. So much of my experience in jobs has been to emphasize to me the benefit to the individual of his veterans benefits. What do you substitute for that?

Mr. Crockett. We don't substitute anything, Mrs. Bolton.

Mrs. Bolton. You just have these reviews?

Mr. Crockett. That is right. We substitute the concept of competition with class.

Mr. Hays. But this system is already in effect for Foreign Service Officers?

Mr. Crockett. Yes, sir. It has been in effect --

Mr. Hays. The only thing that would apply would be to people who elected to transfer into this?

Mr. Crockett. Yes.

Mr. Hays. The Foreign Service Officers are already under this system and they have no veteran's rights or Civil Service. I just wanted that to be clear.

Mrs. Bolton. Yes.

Mr. Crockett. Under the amendment proposed by Chairman Hays, not proposed but the idea suggested, these people wouldn't be brought in against their will. Everyone, you know, there are many, many agencies of Government that have overseas

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Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

interests. We counted up one time that there are outside of the State Department 77 people involved in the problems of India alone in agencies of Government. So that there are many opportunities outside the State Department for these people to go to if they feel for whatever reason and the reasons are their own that they don't want to be a part of the Foreign Affairs personnel system. A person might suspect that they don't want to be a part because they are afraid of the competition. This is a logical reason to suspect their objection. But I don't think this is necessarily true because people have given a lot of their life might feel they just don't want to give up what they consider the safeguards of the Civil Service System. This would mean that they didn't have to. I am sure we can help them find jobs, those few who want to go out, we can find them adequate jobs in agencies other than State.

Mr. Adair. But if they elected not to go in they would be out?

Mr. Crockett. If they elected not to go in they would be out because all the jobs in the State Department would be these types of jobs without exception, would be under the Foreign Affairs personnel system without exception. They would have to find a job in agriculture, commerce, labor, whatever.

Mrs. Bolton. May I ask a kindergarten question: You

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

speak only of the Foreign Service Officers. Are there no just plain Indians?

Mr. Crockett. Yes, ma'am. Foreign Service staff.

Mrs. Bolton. What happens to them?

Mr. Crockett. The staff are in two categories. Staff officers and staff clerical. The staff officers we already have the staff corps. We would add selection out to the staff corps. At the present time there is no selection out in the staff corps. We would add selection out on the basis of marginal performance only.

The Civil Service employees in the Department of State who relate to these kind of people would also then become staff corps. Some of them would become staff officers. Some would be staff clerical. They would be handled like staff corps personnel from abroad with the single exception that they would not be asked to serve overseas. There would be no commitment for anyone in the Department of State Civil Service today either those that would become Foreign Affairs Officer or staff corps to serve abroad unless they wanted it. This is not part of the concept at all.

Mrs. Bolton. What work does the staff officer do?

Mr. Crockett. The staff officer does administrative work and consular work. Some commercial work. And then the staff clerical do all the typing and clerical work. Communications is another important area for the staff officer. One

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Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

of the things that we must do and are doing even without this act, one of the administrative things we are doing is what we call interchange. The Wriston program gave us opportunity to bring Foreign Service Officers back into Washington to serve. But there was no similar program for staff corps people.

Mrs. Bolton. May I interrupt you at that point and ask you how successful has the Wriston system been? What has it done to the service?

Mr. Crockett. I think it has done two important things, Mrs. Bolton. First of all, it broadened the base of the service. It broadened the base from about 900 to 3700. This has been dreadfully important during these years when the whole foreign affairs problem has expanded so much. All of Africa came into being. We couldn't possibly get out of the career system 100 Americans. 100 DCM's, 100 political counsellors, 100 political counsellors --

Mrs. Bolton. Who choses those? How are they nominated?

Mr. Crockett. They are chosen by the Director General of the Foreign Service, recommended to me and I take them up with the Secretary. There are a small committee that works on these. We call it the senior assignment board where we look at officers --

Mrs. Bolton. That is what you mean by a small committee the senior assignment board?

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Mr. Crockett. Yes.

Mrs. Bolton. Who makes that up?

Mr. Crockett. Myself, the Assistant Secretary for the regions to which the people are going, the Secretary General, a representative of Mr. Ball's office. That is the first thing. The broadened base of the Foreign Service, this is most important because even with this kind of system I don't think the base is yet large enough. We need a broader base to bring up as many chiefs as we need all over the world.

Mrs. Bolton. What you mean by a broader base is that you draw from a larger group?

Mr. Crockett. Yes, ma'am. This is what I mean.

Mrs. Bolton. A less restrictive group?

Mr. Crockett. No less restrictive. It is a highly restricted group but that doesn't necessarily connote a small group, a highly restricted group that is highly restricted in its entry, tough examinations for entry can also be a larger group. This is what we have in mind. But the second thing of the Wriston program I think that this committee has always been interested in is the opportunity of Americans to be serving abroad to be really Americans. They were expatriates too often before. They had no chance to serve in this country. We had officers who hadn't served here for 20 years. We now have staff employees who haven't been in this country for 20 years, served in this country. The Wriston program I think if

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

it didn't do anything else it gave Foreign Service Officers the opportunity of really being American, of coming home for two years, three years, four years to serve in Washington, to again plant their feet in the heartland of America and become Americans. This is so important. I think our policy is better. I think that our officers abroad are better. As this committee knows we are doing many things now, in a very small way I admit, but many things to make our officers more American, more truly representative of America. This is one of the important objectives of the Wriston program and one of its great accomplishments. I think the committee that worked, you peopl who worked on the Wriston program deserve a great deal of credit for permitting it to come about.

Mrs. Bolton. What exactly does become of the Civil Service retirement rights?

Mr. Crockett. At the present time the Civil Service do not lose their Civil Service retirement rights. They would be retired in the Civil Service System at the present time.

Mrs. Bolton. You say at the present time, what do you mean by that?

Mr. Crockett. There is a Presidential committee on the whole retirement system for the whole Federal Government in looking at all the retirement systems. As you know there are as many retirement systems now as there are personnel systems. I would suspect as a result of this committee's work there may

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

become more uniform retirement systems. I would only say at this time thinking that their conditions of retirement would be reviewed by this committee, and they should be equitable to what other retirement systems provide for the same kind of people I think.

Mrs. Bolton. I believe the retirement age for Civil Service is 70 years.

Mr. Crockett. Yes.

Mrs. Bolton. Foreign Service employees is 60.

Mr. Crockett. Yes.

Mrs. Bolton. What do you do with those 10 years?

Mr. Crockett. You mean for Civil Service employees who would --

Mrs. Bolton. Yes.

Mr. Crockett. I would not be honest if I told you I knew the answer. I don't know the answer on this one. Two things might be worked out. One, of course, would be to try to find them jobs in other agencies if this were part of it. Another is a period of time to work on the -- that people of this age might not arbitrarily be forced out but an evolutionary period of time -- we frankly don't havethe answer.

Mrs. Bolton. May I just suggest to the Secretary that I have gone a way over my time. I will retire for a little while.

Mr. Hays. We will be back to Mrs. Bolton.

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Right at that point I hadn't intended to ask this until later but you brought it up.

Do you think an amendment could be worked out to protect people say with either 15 years of service or over 50 years of age so they could have some assurances of maintaining their retirement?

Mr. Crockett. I am glad you mentioned it, Mr. Chairman. We need this. This we need again to protect people.

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Mr. Hays. As I have studied this, it seems to me something like that ought to be done.

Mr. Crockett. There is one thought: One person -- I wish I could remember her name -- gave me a slip of paper after --

Well, to back up, we have had a lot of discussion in the Department. I had a meeting with all the civil service employees that could get into the auditorium, where they asked questions, with all the Foreign Service Officers, where they could ask questions, and many very fine questions have been asked. The questions will be used to do a lot of staff work to make this equitable.

One of the suggestions was that maybe we could have a sliding scale of retirement based on present age, or the age at the time the bill is passed, so that if a person is 50, if he is 51 or 52, whatever, a sliding scale for termination of employment, so there would be an equitable time for these kinds of people to retire. I think this is important, Mr. Chairman.

Mr. Hays. We can go into that later. Mr. Zablocki.

Mr. Zablocki. Thank you, Mr. C airman.

Mr. Secretary, I appreciate, and listened with interest to, your statement; and certainly everybody is for efficiency and economy of the foreign-affairs activities of the United States government. I am sure you detect, Mr. Secretary, that at the same time we have great concern that the employees, the personnel,

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

should have some protection. Listening to the questions now, with certain amendments being proposed, I wonder if we are coming to the uniformity in operations that you so greatly desire. I presume the sliding scale would be applicable to those who are now under Civil Service, and would be brought under the Foreign Service -- would be applicable to those now under Foreign Service.

Mr. Crockett. It would be a transition period. It would only carry us over the transition period of the people who are now in Civil Service and opted into the system. It would not be a permanent part of the process.

opted?

Mr. Zablocki. It does defeat the basic principle of your bill to bring uniformity.

Mr. Crockett. No, sir. Not at all. It is not inconsistent at all. It only takes a little longer to accomplish. I think it is worth the extra time, if it protects the individual.

Mr. Zablocki. To pursue the question the chairman had, if this bill is passed you will have greater flexibility, changing jobs. What danger is there of political pressures if this flexibility is available to you?

Mr. Crockett. I don't think any, Mr. Zablocki.

Mr. Zablocki. How will it affect the morale of personnel? For example, if you decide you want to send an individual, an officer, to South American, and he doesn't want to go to South America, he wants to stay in Washington.

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Mr. Crockett. Of course, that would not affect the Foreign Affairs personnel, because we are committed not to send them out of the United States. On the Foreign Service side, part of the esprit de corps is that people go where they are told to go, and do what they should do. This is part of the Foreign Service, this is part of the discipline, this is part of the flexibility we need. I just can't imagine trying to operate a system of filling 114 posts around the world and running 15,000 people, and having to get the people's permission to send them some place. We wouldn't meet half our responsibilities.

Mr. Zablocki. Mr. Secretary, on page four you state "As much uniformity in operations as could be achieved administratively has been done." No additional uniformity could be brought about by an Executive Order on the Reorganization Act?

Mr. Crockett. I think the whole thing, probably, might be brought about by that means. I think this is a better means of bringing it about, by letting the Congress look at it right now, and examine it.

Mr. Zablocki. If the Executive Department by an Executive Order would do what we are trying to do by legislation the Congress would still have the legal power.

Mr. Crockett. That is right.

Mr. Zablocki. You don't think that is the way to do it?

Mr. Crockett. I think this is the better way to do it.

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

1 The President has indicated his support of it, and we have
2 staffed it. I think the most telling thing of all is the una-
3 nimity of outside groups who had nothing to gain. These outside
4 groups had no connection with the State Department. They have
5 been unanimous, it was their idea, in supporting this kind of
6 concept.

7 Mr. Zablocki. Mr. Secretary, on page 11, toward the bot-
8 tom of the page, and it comes back to the phrase "for the
9 present, you say: "If the Committee is concerned with the
10 fears expressed erroneously by certain gaovernment employees,
11 we are preparing to submit for the record a statement which
12 would ensure that transfer into the foreign affairs personnel
13 system would apply to the employees of the Department of State,
14 the Agency for International Development, and the United States
15 Information Agency, for the present."

16 What do you intend to do in the future?

17 Mr. Crockett. This would have to be discussed with the
18 committee. The thing that I hate to do is borrow legislatively
19 for moving forward in this field, if there are other agencies.
20 For instance, 20 years ago no one knew there was going to be
21 an AID agency or Information Service. All I am saying is that
22 if these kinds of agencies arise, if the need in foreign service
23 affairs changes, and we have new activities, we ought to have
24 the personnel system available to accommodate them.

25 Mr. Zablocki. On page 12, Mr. Secretary, the last paragraph,

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

you state: "The Administration is not prepared at this moment to state what specific actions will be taken to include the Agency for International Development in the new foreign affairs personnel system." Seeking such legislation are you are, why would you not be in a position to present to the committee specific actions that the Executive Branch intends to take?

Mr. Crockett. For two reasons, Mr. Zablocki. First of all, the AID agency is conducting an interim study of its own, looking forward to identifying various kinds of people. They have basically three kinds of people. They have technicians, professional technicians, who come in for a short period.

The second category are technicians who run things.

And, third, they have general program people of various kinds.

They are identifying internally these kinds of people and deciding which kind they themselves think ought to be a part of this system. So until they have done their homework I can't really say which ones will come in or which won't come in. Because we don't think of this as being an act to accommodate, for instance, a career for a technician, a home economics specialist, who is only in AID for three years. They would come into the reserve side of this. Until AID separates out its own people we can't do anything.

Secondly, I think until we know at the close of this Congress what the AID agency itself is going to be there isn't

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

much use talking about what their people will be. This is the second reason.

Mr. Zablocki. Mr. Chairman, if I may ask one further question, and that is to make clear some of the increased benefits that were referred to. Certainly the one or two that you have mentioned are not the only benefits, are they? May I suggest, Mr. Chairman, that all of the benefits, if any, that would accrue to personnel transferring from the Civil Service system to the Foreign Affairs personnel system be listed at this point in the record, and also to what extent would veterans' preferance and seniority considerations be lost to the people transferring from Civil Service to the Foreign Affairs personnel system, so we have a picture of what you are going, or how it will affect the personnel.

Mr. Crockett. Yes, sir.

MR. Zablocki. Thank you, Mr. Chairman.

Mr. Hays. Mr. Adair.

Mr. Adair. Mr. Chairman. Mr. Secretary, at the present moment, now, each of the three agencies about which you have been speaking, State, USIA and AID, each has its own personnel office for employment, administration, and so forth?

Mr. Crockett. Yes, sir.

Mr. Adair. If something like this is enacted into law is it your contemplation that we would then see one central office for those purposes?

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

1 Mr. Crockett. No, sir, Mr. Adair. What we would conceive
2 of would be the Secretary of State operating through the
3 Director General of the Foreign Service, that the Director
4 General's office in a sense would be similar to the Civil Ser-
5 vice Commission for the Civil Service, that the Director Gene-
6 ral's office would be the broad supervisor of the Foreign
7 Affairs personnel system, general policies, governing the whole
8 system, and that each of the three agencies, State, AID and
9 USIA, would have their own separate personnel systems, offices
10 for assignment of their own people, for the management of their
11 own people. I think this is necessary so that effective manage-
12 ment of the agencies can continue.
13 I don't think it is consistent with what we are talking
14 about here today, at least, to say that the State Department's
15 personnel office will run the personnel systems of AID and USIA,
16 as well as their own.
17 Mr. Adair. Wouldn't that be putting another level in our
18 personnel system? Wouldn't it just be superimposing an addi-
19 tional level then? Aren't we doing that?
20 Mr. Crockett. No, Mr. Adai. I think all we are doing is
21 substituting in the foreign affairs field the Director General
22 for the Civil Service Commission in the domestic field.
23 Mr. Adair. Then, Mr. Secretary, ought I to understand that
24 in the long run we may be building up two public service sys-
25 tems, one civil, for domestic employees, and this for foreign

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

service employees?

Mr. Crockett. Yes, sir. I think this is --

Mr. Adair. You envisage, then, two parallel employment systems for the public?

Mr. Crockett. Yes, sir; one that would be basically for domestic agencies, and one that would be for foreign affairs agencies, because the needs and requirements are entirely different, Mr. Adair. They are not consistent. They are not consonant. I think it is entirely consistent to have two great personnel systems, one relating to the domestic needs of the federal government, one relating to the foreign affairs needs of the federal government.

Mr. Adair. This is quite a major step, then? This is real planning, or step, that you are suggesting by this legislation?

Mr. crockett. It is a major horizon to think about. We are certainly not at this time able to or even contemplating going that far, because the State Department is the first --

Mr. Hays. Would the gentleman yield?

You really have two such systems now, and what you are talking about is broadening one, isn't that right?

Mr. Crockett. Yes, sir.

Mr. Hays. Enlarging it, sure.

Mr. Crockett. N t really creating; I think this is right.

Mr. Adair. Reference has been made here to the

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Wristonization program. You have pointed out some of the desirable features. Did that not bring into the Foreign Service some people that you subsequently found were not really qualified, and that you had to weed out in one way or another, by permitting them to retire or transfer, or otherwise?

Mr. Crockett. Yes, Mr. Adair. There are a great many people came in to the Foreign Service Officer Corps from the Staff corps, and from Civil Service. A great many of those people have survived, one way or another, I being one. Others have been selected out.

The difference in this, though, is that in the initial period, one of the problems of that Wristonization program was that everybody had to go abroad. It was basic to the Wristonization program that everybody had to go abroad, who came into it; Civil Service officers had to go abroad. The difference on this concept is that the Foreign Affairs officers would not have to go abroad. This was one of the great heartaches and one of the great problems of the Wristonization program, necessarily, I think.

Mr. Adair. Because some weren't qualified to go abroad?

Mr. Crockett. The family commitment wasn't made. This business of serving abroad has to be a family commitment. It did work hardships. I think it was necessary. I would support the Wriston program. I think this program doesn't work that hardship upon them. Therefore, the decision isn't so dramatic

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

as the Wriston decision was.

Mrs. Bolton. Does that mean you are abandoning the Wriston program?

Mr. Crockett. No, ma'am.

Mrs. Bolton. What is happening to it? You are just changing it?

Mr. Crockett. No --

Mrs. Bolton. You don't demand it any more?

Mr. Crockett. I mean on the new people coming in.

Mrs. Bolton. So do i.

Mr. Crockett. The Wriston program is completed. It is here. It is finished.

Mrs. Bolton. That is all I need to know.

Mr. Adair. Mr. Secretary --

Mr. Crockett. It ended in '58. We are not abandoning it.

Mr. Adair. For such little time as I have left: On page three of the proposed legislation -- I understand we are going to have more time to go again, Mr. Chairman -- under such regulations as the President may prescribe persons who are citizens of the United States may upon the basis of merit and fitness be appointed as Forein Affairs Officers. That brings to mind, I am sure to you, and I am sure, also, to a number of people on this committee, a situation which existed ten years or so ago, and which greatly exercised two then-members of this committee, Mr. Vorys and Mr. Richards. about the vagueness of

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

language relating to the type of examination that should be given. Some members of this committee will recall that wording was put in a report at that time, and I think maybe we ought to get that out and reread it, criticizing the types of examinations that were given at that time.

Now, in the existing law we say "a person who will be appointed," and so forth, will not be appointed"unless he has passed comprehensive mental and physical examinations prescribed by the board of examiners for the Foreign Service, to determine his fitness and aptitude for the work of the Service."

Mr. Crockett. Yes, sir.

Mr. Adair. Why do we have not language like that, but this rather vague language, just on the basis of merit and fitness? Would you object if language such as that now in the law -- I am reading from Section 517 on page 299 in the green book -- were put in the new act?

Mr. Crockett. I personally wouldn't object at all. The only thing, the only reason it is like this is the presumption that the civil servants already on board are all qualified and should be brought in.

Mr. Adair. Our experience ten years ago raised questions about it.

Mr. Crockett. I would think that any new people brought in certainly we would want this qualification to apply to.

Mr. Adair. You would not particularly object if we

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

1 saw fit to write language like this?

2 Mr. Woodyear. I think we would have a problem there, Mr.
3 Adair, because we are proposing a transfer in to the Foreign
4 Service system of already-qualified people in a merit system.

5 Mr. Adair. Then they shouldn't have trouble passing the
6 type of test we are talking about, if they are qualified.

7 Mr. Woodyear. The concept of this initial transfer and
8 the transfer over of already-qualified civil service personnel
9 is that they shall not be subject to further tests or
10 evaluations.

11 Mr. Crockett. I think there is a real difference, Mr.
12 Adair, that we ought to look at. We are talking about Foreign
13 Affairs officers here, and the item you read was Foreign Service
14 Officers. Before any of these people would become Foreign
15 Service officers they would have to take an examination.

16 Mr. Adair. They are going to be in the same system. They
17 are going to be similar. I realize I have far run over my time,
18 but I want to get into this a little more. I would recall to
19 your mind again this gravely concerned the committee some ten
20 years ago. I think we will want to think about putting that
21 language in.

22 Mr. Hays. Mrs. Kelly.

23 Mrs. Kelly. Thank you, Mr. Chairman. I am going to waive
24 my right to ask any questions, due to the fact that I just came
25 from a subcommittee meeting of my own, and where we had to

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

1 report out several bills. Therefore, I just wish to compliment
2 you for bringing this bill before us, and compliment the
3 Secretary for his ardent effort in helping us to obtain well-
4 qualified people in our Foreign Service personnel throughout
5 our government, as I think is necessary.
6 Thank you, Mr. Chairman.
7 Mr. Hays. Thank you, Mrs. Kelly. Mr. Mailliard.
8 Mr. Mailliard. I have no questions at this point, Mr.
9 Chairman.
10 Mr. Hays. Mr. Monagan.
11 Mr. Monagan. Mr. Chairman, thank you.
12 Mr. Crockett, I am not well-informed on this subject. But
13 is this movement a voluntary one from the civil service into
14 this system?
15 Mr. Crockett. With the change that the chairman suggested
16 you might consider it would be voluntary in a degree. I would
17 not want to say -- it would be untruthful for me to say --
18 totally voluntary, because there is a force in it. If you tell
19 people they have to come in or get out, it is not voluntary. In
20 essence, it really is voluntary, because they don't have to come
21 in. They can opt out to other jobs. If they want to stay
22 with the State Department they have to come in.
23 Mr. Monagan. Then the selection-out aspect would be
24 attached to the new position, but not to the old one?
25 Mr. Crockett. There wouldn't be any old one.

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Mr. Monagan. I mean as it existed prior --

Mr. Crockett. That is right. It is a change in the contractual status.

Mr. Monagan. It is your justification that that now exists with reference to the Foreign Service?

Mr. Crockett. That is right.

Mr. Monagan. And that that would be --

Mr. Crockett. It has worked well. It has been tried. It has not been used to excess, I think. I think the fears are more theoretical than actual. I don't dismiss the validity of fears, but I think they are theoretical rather than actual.

Mr. Hays. Before you came in, Mr. Monagan, we had a suggestion that we try to work up some amendment to protect people who are either close to retirement or who have an age problem.

Mr. Monagan. I think that would be very helpful. Thank you.

Mr. Hays. We might extend it, in certain specific cases, beyond the three year time. We will have to work that out. Mr. Frelinghuysen.

Mr. Frelinghuysen. I have no questions, Mr. Chairman.

Mr. Hays. Mr. Rosenthal.

Mr. Rosenthal. Thank you, Mr. Chairman.

Mr. Crockett, I think you said a number of outside organizations supported this proposal. Could you tell us some of

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

the, please?

Mr.Crockett. Not organizations. I may have misstated it. I really meant former committees; for instance, in 1954 Mr. Dulles appointed what was called the Wriston Committee, Dr. Wriston. On that committee was Mr. Whitney, Mr. Saltsmann, several others --I will get the full list for you--who studied the personnel system of the State Department and the Foreign Service. One of their major recommendations was carried into being --it is called the Wriston Program--whereby large elements of the civil service and staff corps were transferred into Foreign Service.

Saltsman?

Another part of that recommendation, however, was that the Civil Service in the State Department be, that system be, brought in to the Foreign Service.

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Mr. Rosenthal. There are no other outside organizations like political science associations or groups of any kind that have supported --

Mr. Crockett. No. There were several other studies like this. The Ramspeck study. The Herter study. The Hoover Commission study. Everyone of these studies has come to the same conclusion.

Mr. Rosenthal. I would like to satisfy myself as to the validity of the statement that you make that the selection out of the 50 or so people a year is not based on any arbitrariness or capriciousness. How could I do that?

Mr. Hays. Could I answer that or attempt to?

I think it is a well known fact that if anybody is effective in the Government to the point of losing his job the first thing he does is go to his Congressman. That is the way any constituents that I have operate. I have been chairman of this committee for a number of years, coming on eight now. In that number of years there has been exactly three of these cases brought to my attention by other Congressmen. I apparently don't have too many people in the Foreign Service in my area, which is coal mining and steel producing. In each case I have taken up the complaint of the Congressman. There may have been other Congressmen that have gone directly to the Secretary, I don't know, probably there have been. But in each of the three cases that I have handled for my colleagues there seemed to be some mitigating circumstances

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

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of where there could have been possibly an element of human dislike of the inspecting officer or the superior officer for the man in question, and in all three of those cases the State Department transferred the fellow to another post and gave him another chance to have another inspection. I think these people on selection out, if they really got a legitimate reason to think there has been prejudice invovled, I don't think they hesitate to use it, if they are selected out just because they are not much good then I guess they wouldn't come around.

Mr. Rosenthal. I take what Mr. Hays says as an impressive answer. Apparently in the three cases that he was interested in the people all had a second choice. Had he not interceded they would have been selected out?

Mr. Crockett. Not necessarily. For instance, this year I would want to check the figures but approximately -- what I would like to do is bring you a statement of the whole selection out process because we don't have time here and it could be inserted in the record, but approximately 130 people were designated for selection out, for review. We have an exhaustive review. The officer personnel goes over the file and brings up all the mitigating circumstances, where there might have been problems, supervisors that were not objective. I and the Director General of the Foreign Service reviewed each one of these cases and we saved a great many, saying you

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can have another choice. We sent out selection out letters to the individuals saying you are selected out. We again got in words from supervisors, rebuttals from officers concerned. So we again reviewed all the files of these people. We reviewed the files all over in the light of the circumstances. One officer said I was in the low ten percent two years ago and you sent me to another agency. You assigned me to another agency. That was the kiss of death because that other agency didn't know our system, they didn't grade me right. I didn't have a chance of getting out of the low ten percent being sent to that other agency. When this word came in we said fine. We will find you another job in the State Department. We will save you for another year and see if you can bring yourself up out of the ten percent. We are not interested in arbitrarily or automatically losing people. We have too much invested in them. We have a tremendous amount of money invested in an officer after we transfer him around over the world to get him experience, language training, after we gave him university training. It can't be capricious. We have too much money invested in them. We need them too badly. We need their specialties, languages, experiences. It is only in real last resort that --

Mr. Rosenthal. I am inclined to agree with all the logic that you put forth. How many selection out cases were there last year?

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Mr. Crockett. 69.

Mr. Rosenthal. Would it be possible for me to review a half dozen of those?

Mr. Crockett. Yes.

Mr. Rosenthal. The cases that you felt absolutely had to be selected out.

Mr. Crockett. Yes, sir.

Mr. Rosenthal. We will make some arrangement and do that.

Mr. Crockett. Yes, sir.

Mr. Rosenthal. Thank you, Mr. Chairman.

Mr. Hays. Mr. Morse.

Mr. Morse. Thank you, Mr. Chairman.

Mr. Crockett, on page 11 of your statement, sir, and I won't re-read it, the second paragraph, "It has never been the Administration's intention to include in the foreign affairs personnel system any individual who is not fully engaged in a foreign affairs activity. If the committee concerned with the fears expressed erroneously by certain government employees, we are preparing to submit for the record a statement which would ensure that transfer into the foreign affairs personnel system would apply to the employees of the Department of State, the Agency for International Development, and the United States Information Agency, for the present."

What do you mean by "for the present"?

Mr. Crockett. Again, I think --

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

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1 Mr. Morse. It seems to contradict your earlier assurance.

2 Mr. Crockett. I don't think so. What I was thinking of

3 in this is who can tell what the future will bring. I would

4 hope we have a system that would accommodate our future re-

5 quirements. If another Foreign Affairs requirement came into

6 existence two years from now or four years from now, that we

7 don't anticipate today the opportunity will be there to use

8 it, to use this system for those people. The thing that I

9 think is too bad is that we have made personnel systems relate

10 to agencies. We have hooked people to agencies and not to a

11 system. I think we ought to have a system to accommodate all

12 the people in the Foreign Affairs field so that if we create a

13 temporary agency or create a new agency or a new agency is

14 formed, split off from another agency the people involved can

15 relate to a Foreign Affairs personnel system and not to some

16 temporary system that we relate to the agency itself. This

17 is what I had in mind.

18 Mr. Hays. Mr. Morse, if you notice further in his state-

19 ment and we talked about this, it says an alternative the com-

20 mittee may wish to consider the deletion of the phrase of

21 such personnel" that may take care of it. We have had a letter

22 from the Chairman of the Interstate and Foreign Commerce Com-

23 mittee saying there is some concern about the people in the

24 Department of Commerce, that the President might include them

25 in this. I presume the Commerce attaches. Of course, this

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Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

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1 doesn't upset me too much because frankly we have too many
2 people engaged in foreign affairs now, I feel. We have
3 agricultural attaches, we have military attaches, we have
4 commercial attaches. If there is any -- if the Secretary of
5 the Interior doesn't have attaches he will have before long.
6 You can bet on that. Because they all move into this field
7 if they can. By deleting this phrase we would preclude the
8 President from including any of these people. If he feels
9 strongly about it, he can get other ways to do that by just
10 telling them not to send any out if he feels strongly enough
11 about it.

12 Mr. Adair. Will the gentleman yield?

13 Mr. Morse. I yield.

14 Mr. Adair. The Chairman has hit the nail on the head
15 when he pointed out a number of other committees are concerned
16 about this. I have a copy of a letter here from one of our
17 colleagues on the Committee on Agriculture who expressed
18 concern about this legislation.

19 Mr. Morse. Thank you, Mr. Chairman. In the course of
20 your testimony, Mr. Secretary, you said that since 1959 240
21 Foreign Service officers have been selected out. This
22 followed the institution of the Wriston program. How many of
23 these 240 were people who had become Foreign Service Officers
24 as a result of the Wriston program, having been transferred
25 from Civil Service or otherwise?

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Mr. Crockett. I don't have the figure, do you?

Mr. Woodyear. No.

Mr. Hays. Is it possible to get that figure for the record?

Mr. Crockett. Yes, I can get it for the record.

Mr. Morse. I would be interested in seeing what it might be.

Mr. Crockett. I think it was a fairly high number.

Mr. Morse. You think it would be a fairly high number?

Mr. Crockett. Yes. Because again these people, as Mr. Adair put his finger on, were brought in without any real examination and in a very real way they couldn't compete. It is on a competitive basis.

Mr. Morse. I think this gives credence to Mr. Adair's earlier suggestion, this language in the earlier bill be included. Several years ago I guess it was part of the Wriston program, as I remember it, a number of people in USIA were converted to Foreign Service status, is that correct, sir?

Mr. Crockett. To what was called Foreign Service reserve career status, yes, sir.

Mr. Morse. How many of the employees of USIA?

Mr. Crockett. I think they have a Foreign Service career status of 913.

Mr. Morse. There are 913 reserve career officers in USIA today?

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

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1 Mr. Crockett. Yes, sir. They are not Foreign Service
2 Officers. They are reserve career.
3 Mr. Morse. I have heard that a large number of Civil
4 Service employees at this time were given the opportunity to
5 be examined apparently by -- according to some procedures that
6 were established, that a high proportion of those who had
7 the opportunity were so examined but that over 100 of these
8 people having passed the examination successfully were never
9 integrated. Is that accurate?
10 Mr. Crockett. In general, yes, sir. Out of the 915
11 Foreign Service reserve officers of USIA 760 were recommended
12 by the Secretary of State to the President and the President
13 forwarded their names to the Senate for lateral entry into
14 the Foreign Service. Some of the remainder were not techni-
15 cally qualified due to time in class, time in the Government,
16 but the others were not forwarded, not recommended by USIA
17 pending a further review of their individual files to see
18 whether or not they felt they were qualified.
19 Mr. Morse. Even though these people had passed the
20 examination?
21 Mr. Crockett. Yes, sir. I hate to say even what I am
22 saying because it makes an insidious comparison, and I don't
23 intend to make this at all, but nevertheless the thing that
24 happened in USIA during the time that they had appointed these
25 reserve officers was that there was no selection out system.

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All the career officers were rated every year. Some were promoted because they were high in class. Those low in class were not selected out. Part of this, not all of it, but part of it is a result of that. Part of these officers, some of these officers would be the residue officers who may have been selected out after they had passed the examination the first time.

Mr. Morse. Mrs. Bolton earlier identified this problem of the retirement eligibility. This seems to me to be a very difficult problem. If I understand her questioning correctly a person under the Civil Service at the present time is entitled to work until age 70, other things being acceptable?

Mr. Crockett. Yes, sir.

Mr. Morse. And seek retirement at age 70. However, this person if perhaps transferred into one of the categories that this bill would establish would be required to retire at age 60, is that correct?

Mr. Woodyear. No, sir, there is no change in the requirement for retirement. The 70 mandatory retirement age would still apply because all these people transferred in the Foreign Affairs Officer category or staff category would remain under Civil Service coverage.

Mr. Morse. What?

Mr. Woodyear. Under the Civil Service retirement and disability system. They are not transferring into the Foreign

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Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

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Service System.

Mr. Morse. I thought we were trying to make a uniform system.

Mr. Woodyear. To the extent practical. For now let's say the Foreign Service retirement system was designed originally and basically for persons serving mainly overseas. We are now talking about a group of several thousand people who will never be committed to serve overseas and we have not proposed any idea of bringing them into the Foreign Service retirement system at that time particularly because of this cabinet study which is under way and may change by the end of this year, may have recommendations for changes in many of our retirement systems.

Mr. Morse. Under the proposal that you have before us some foreign affairs officers would be required to retire at age 60 and others --

Mr. Woodyear. No. No foreign affairs officer brought in under --

Mr. Morse. Some officers --

Mr. Woodyear. He would still be covered under the Civil Service System where the mandatory retirement is age 70. It is only our Foreign Service Officer group and a limited number of staff personnel who by a special provision of ten years in the Foreign Service qualify for participation in the Foreign Service retirement system. And thereby become, have available

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Approved For Release 2007/03/02 : CIA-RDP67B00446R000600100062-7

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to them the slightly better benefits of the Foreign Service System. Those few are required to retire at age 60. But none of this group we are talking about here would have the mandatory retirement age changed under any proposal now under consideration.

Mr. Morse. Ultimately how many of the people employed by AID would be brought into the Foreign Affairs Officer Corps?

Mr. Woodyear. It is difficult to identify those that would come into the Foreign Affairs Officer Corps and the Foreign Service Staff Corps. There would be conversion to both categories depending upon whether they were support people or otherwise.

Mr. Crockett. Approximately 2,000 in that category I would say.

Mr. Morse. Out of a total employment --

Mr. Crockett. That is the Civil Service people. On the Foreign Service Officer side there might be another 1,000 perhaps.

Mr. Morse. In other words, after this program is established there will be a sizable number of Civil Service people left in AID?

Mr. Crockett. No, sir. There would be no Civil Service on either side. Some of them become -- well, there would be no Civil Service but some would remain temporary reserves, you see, like they are now. So there would be no change really in

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their status. I was trying to sort out the ones whose status would be changed like a technician, a very specialized professional person working for AID on a project would not be contemplated to be brought into the program. He would be a temporary reserve.

Mr. Woodyear. Except for this limited group of staff personnel I mentioned the Foreign Service retirement and disability system a-plies now only to our Foreign Service officer category. The reserve and staff are now under Civil Service, the Civil Service retirement system, no other provisions of Civil Service but the retirement system.

Mr. Morse. I am going back to the arithmetic. I add that up to about 3,000 people.

Mr. Crockett. From AID, yes.

Mr. Morse. How many people does AID have?

Mr. Crockett. 5,317.

Mr. Morse. What happens to those?

Mr. Crockett. They are the temporary.

Mr. Morse. There are 2,000 reserve officers in AID now?

Mr. Woodyear. 3,000 reserve officers in AID.

Mr. Morse. At the present time --

Mr. Woodyear. And 562 in staff.

Mr. Crockett. I was lumping these two together and 1,000 might become the career type --

Mr. Hays. AID doesn't know where a good many of them

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are but --

Mr. Morse. That is right.

Mr. Hays. We will adjourn until tomorrow at 10:30. It is about two minutes to noon.

Mr. Crockett, we will have to have you back because all the committee have more questions including myself. Tomorrow we will start with the public witnesses and various unions, etc., who want to be heard.

I suspect tomorrow will not satisfy us through them and there will have to be another day for that.

(Whereupon, at 11:58 o'clock a.m., the subcommittee was adjourned to reconvene at 10:30 o'clock a.m., Thursday, May 13, 1965.)

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