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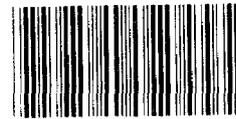
GAO

Fact Sheet for the Chairman, Committee
on Post Office and Civil Service, House of
Representatives

June 1988

FEDERAL EMPLOYEES

Appointees Converted to Career Positions, January Through March 1988

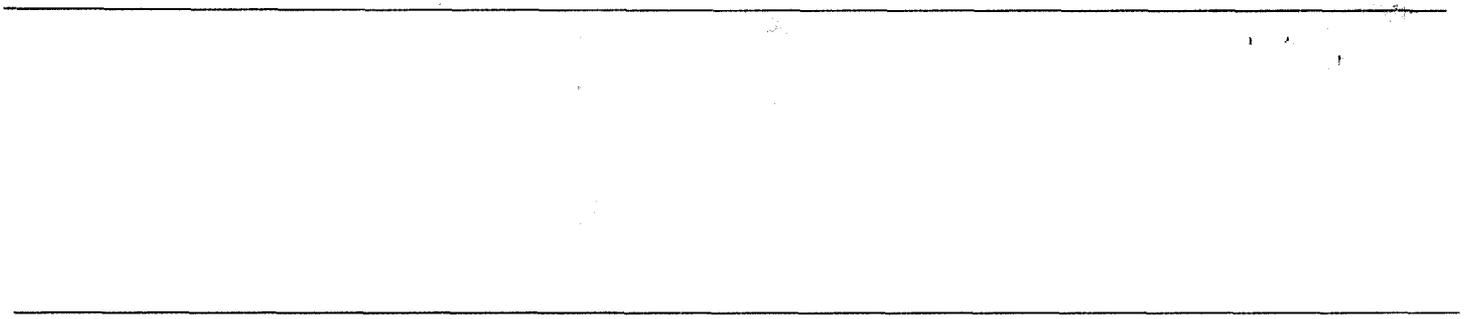


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General Government Division

B-229408

June 24, 1988

The Honorable William D. Ford
Chairman, Committee on Post
Office and Civil Service
House of Representatives

Dear Mr. Chairman:

Your February 10, 1987, letter forwarded a request by the Chairwoman, Subcommittee on Civil Service, that we review the conversion of noncareer appointees to career positions. In subsequent discussions with the Subcommittee, we agreed to request information from 60 executive branch departments and agencies on conversions for the period January 1, 1987, through February 28, 1989. We also agreed that conversions would include appointments of employees to career positions of any grade from noncareer GS-12 positions or above, including the Senior Executive Service (SES).

The Subcommittee requested that we provide summary statistical information on conversions reported to us as occurring during the 9-month period ending September 30, 1987, and provide quarterly reports thereafter. In two previous fact sheets, we reported on conversions for the period January 1, 1987, through December 31, 1987.¹ This fact sheet covers conversions during the period January 1, 1988, through March 31, 1988.

APPROACH

As agreed with the Subcommittee, we asked the agencies to provide information on conversions each month of all noncareer employees, including Schedule C, noncareer SES, noncareer executive assignment, limited term, limited emergency, and temporary, including consultant or expert. We also asked agencies for information on persons who received career appointments on the basis of employment in the Office of the President or Vice President or on the White House staff, and

¹Federal Employees: Appointees Converted to Career Positions, January Through September 1987 (GAO/GGD-88-31FS, Jan. 28, 1988). Federal Employees: Appointees Converted to Career Positions, October Through December 1987 (GAO/GGD-88-67FS, March 25, 1988).

persons who received career appointments on the basis of employment in the legislative or judicial branches under the provisions of the Ramspeck Act. We did not verify the information from the agencies for completeness or accuracy or determine the propriety of any of the conversions reported to us. Appendix I provides definitions of the career and noncareer appointments discussed in this fact sheet.

RESULTS

For January 1, 1988, through March 31, 1988, 41 agencies reported that they had not appointed any noncareer employees to career positions. The remaining 19 agencies reported 54 conversions, with the Federal Deposit Insurance Corporation reporting 10, the largest number of conversions. Forty-nine of the 54 conversions were competitive appointments, and 5 were noncompetitive appointments.

The competitive and noncompetitive designations refer to the legal authorities cited by the agencies to make the appointments, not to the process used to fill positions. For example, a competitive process, such as issuing a job vacancy announcement, may identify an individual with noncompetitive appointment eligibility whom the agency appoints citing a noncompetitive legal authority.

Details of the conversions reported by the agencies for the period January 1, 1988, through March 31, 1988, are shown in appendixes II through V. Appendixes VI and VII provide cumulative information for January 1, 1987, through March 31, 1988.

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As arranged with the Subcommittee, we plan no further distribution of this fact sheet until 30 days after the date of issuance, unless you publicly announce its contents earlier. At that time, we will send it to interested parties and make copies available to others upon request. If you have questions, please call me on 275-5074.

Sincerely yours,

Bernard L. Ungar

Bernard L. Ungar
Associate Director

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ABBREVIATION

SES Senior Executive Service

Definitions of Career and Noncareer Appointments

- Career -- A permanent appointment in the competitive service for which the appointee is either in career-conditional status or has met the service requirements for career tenure and has competitive status. The competitive service includes all civilian positions in the federal government that are not specifically excepted from civil service laws by statute, the President, or the Office of Personnel Management.
- Consultant or Expert -- A consultant receives a temporary or intermittent appointment in the excepted service to a position with advisory, rather than operational, responsibilities. A similar appointment is made to an expert but he or she can perform operational duties. The excepted service consists of those positions that are not in the competitive service.
- Foreign Assistance Act Appointment -- An appointment in the excepted service that the President deems necessary to carry out the provisions and purposes of the Foreign Assistance Act of 1961.
- Limited Term or Limited Emergency -- A nonrenewable SES appointment of an individual who does not meet the conditions for a career appointment and who generally does not intend to remain in government. A limited term appointee serves up to 36 months, and a limited emergency appointee serves up to 18 months.
- Noncareer Executive Assignment -- Appointment to a position of an employee who will (1) be deeply involved in the advocacy of Administration programs and support of the controversial aspects of those programs, (2) participate significantly in the determination of major political policies of the Administration, or (3) serve principally as personal assistant to or advisor of a Presidential appointee or other key political figure.

- Noncareer SES -- A noncompetitive appointment to a position above GS-15 serving at the pleasure of the appointing authority and not meeting the conditions for a career or limited term appointment.
- Ramspeck Act Appointment -- Appointment of a person who has served at least 3 years in the legislative branch in a position in which he or she was paid by the Secretary of the Senate or the Clerk of the House of Representatives, or for at least 4 years as a secretary or law clerk, or both, in the judicial branch; is separated involuntarily and without prejudice from the legislative or judicial branch; meets applicable qualification requirements for the position; and is appointed within 1 year from the date of his or her separation from the legislative or judicial branch. By appointment to a competitive position under the Ramspeck Act, a person becomes a career employee.
- Schedule A -- Appointment to a position at GS-15 or below in the excepted service for which it is not practicable to hold any examination and which is not of a confidential or policymaking nature.
- Schedule C -- Appointment of a person to a position at GS-15 or below that is excepted from competitive appointment procedures because of the appointee's policymaking role or confidential working relationship with the agency head or top appointed officials.
- Temporary -- A nonstatus appointment in either the competitive or excepted service for a specified period.
- White House Service Appointment -- Appointment of a person who has served at least 2 years in the immediate Office of the President or on the White House staff, is appointed without a break in service of a full work day, and meets applicable qualification requirements for the position.

**Noncareer Appointees Converted to Career Positions
as Reported by the Agencies
January 1, 1988 - March 31, 1988^a**

Department or agency	Noncareer appointments										Total appointments ^b	Competitive appointments
	Expert or consultant	Foreign Assistance Act	Limited term or limited emergency	Non-career executive assignment	Non-career SES	Ram-speck Act	Sched-ule A	Sched-ule C	Temp-orary	White House service		
Commerce							2	1			3	2
Defense	1							1	2		4	4
Education						1		2			3	2
Health and Human Services					1				1		2	2
Interior									1		1	1
Justice					1	1					2	1
Transportation	1						1	1	4		7	6
Treasury									9		9	9
Administrative Conference of the United States					1						1	1
Agency for International Development									1		1	1
Environmental Protection Agency	1								1		2	2
Export-Import Bank of the United States									2		2	2
Federal Deposit Insurance Corporation							10				10	10
Federal Emergency Management Agency									1		1	1
National Aeronautics and Space Administration					1						1	1
National Archives and Records Administration			1								1	1
Nuclear Regulatory Commission					1						1	1
Office of Personnel Management									1		1	1
Small Business Administration					1	1					2	1
Total	3	0	1	0	6	3	13	5	23	0	54	49

^a Includes eight conversions which occurred during the previous reporting periods (January 1 - December 31, 1987) but were submitted with agency reports for this period.
^b Total includes both competitive and noncompetitive appointments.

Number of Noncareer Appointees Converted to Career Positions
and Number of Agencies that Converted Employees
by Type of Prior Appointment
January 1, 1988 - March 31, 1988

<u>Type of noncareer appointment</u>	<u>Number of conversions</u>	<u>Number of agencies converting this type</u>
Temporary	23	10
Schedule A	13	3
Noncareer SES	6	6
Schedule C	5	4
Expert/Consultant	3	3
Ramspeck Act	3	3
Limited Term/ Limited Emergency	1	1
Foreign Assistance Act	0	0
Noncareer Executive Assignment	0	0
White House Service	<u>0</u>	0
Total	<u>54</u>	19 ^a

^aThis number represents the total number of agencies that reported conversions of noncareer appointees to career positions.

Agencies Reporting No Conversions
January 1, 1988 - March 31, 1988

Department of Agriculture	Interstate Commerce Commission
Department of Energy	Merit Systems Protection Board
Department of Housing and Urban Development	National Capital Planning Commission
Department of Labor	National Credit Union Administration
Department of State	National Endowment for the Arts
ACTION	National Endowment for the Humanities
African Development Foundation	National Labor Relations Board
Appalachian Regional Commission	National Mediation Board
Board for International Broadcasting	National Science Foundation
Commission on Civil Rights	National Transportation Safety Board
Commission of Fine Arts	Occupational Safety and Health Review Commission
Commodity Futures Trading Commission	Pension Benefit Guaranty Corporation
Consumer Product Safety Commission	Railroad Retirement Board
Equal Employment Opportunity Commission	Securities and Exchange Commission
Farm Credit Administration	Selective Service System
Federal Communications Commission	United States Arms Control and Disarmament Agency
Federal Home Loan Bank Board	United States Information Agency
Federal Labor Relations Authority	United States International Trade Commission
Federal Maritime Commission	Veterans Administration
Federal Trade Commission	
General Services Administration	
Inter-American Foundation	

Noncareer Appointees Converted to Career Positions by Agency
January 1, 1988 - March 31, 1988

DEPARTMENT OF COMMERCE

<u>Career position title</u>	<u>Competitive appointment</u>	<u>Noncareer position title</u>	<u>Type of noncareer position</u>
Administrative Officer GS-341-12/3	no	Confidential Assistant to the General Counsel GS-301-12/3	Schedule C
International Trade Specialist GM-1140-13	yes	Industrial Specialist (Construction) GS-1150-14/1	Schedule A
Research Chemist ZP-1320-V/1	yes	Research Chemist ZP-1320-IV/1	Schedule A

DEPARTMENT OF DEFENSE

Personnel Research Psychologist GS-180-12/1	yes	Personnel Research Psychologist GS-180-12/1	Temporary
Security Assistance Specialist GM-301-15	yes	Special Assistant to the Deputy Assistant Secretary of Defense (African Affairs) GM-130-14	Schedule C
Electronics Engineer GM-855-15	yes	Consultant in Electronics Engineering GS-15/5 equivalent pay	Consultant
Personnel Research Psychologist GS-180-12/6	yes	Personnel Research Psychologist GS-180-12/6	Temporary

DEPARTMENT OF EDUCATION

<u>Career position title</u>	<u>Competitive appointment</u>	<u>Noncareer position title</u>	<u>Type of noncareer position</u>
Director, Management Improvement Service ES-301-1	yes	Director, Student and Family Education Rights and Privacy Staff GM-301-15	Schedule C
Education Program Specialist GS-1720-12/10	yes	Special Assistant GM-301-14	Schedule C
Special Assistant GM-301-14	no	Counsel to a Member of Congress GS-15/1 equivalent pay	Ramspeck

DEPARTMENT OF HEALTH AND HUMAN SERVICES

Computer Programmer Analyst GS-334-13/6	yes	Computer Programmer Analyst GS-334-12/10	Temporary ^a
Associate General Counsel ES-905-4	yes	Associate General Counsel ES-905-4	Noncareer SES ^a

DEPARTMENT OF THE INTERIOR

Public Affairs Specialist GS-1035-13/1	yes	Staff Assistant to the Director, Office of Public Affairs GS-301-12/2	Temporary
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DEPARTMENT OF JUSTICE

Supervisory Budget Analyst GM-560-15	no	Minority Staff Director for a Congressional Committee GS-16/5 equivalent pay	Ramspeck
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DEPARTMENT OF JUSTICE (Continued)

<u>Career position title</u>	<u>Competitive appointment</u>	<u>Noncareer position title</u>	<u>Type of noncareer position</u>
Enforcement Policy Analyst (International) GM-1801-15	yes	Associate Commissioner for Enforcement ES-301-4	Noncareer SES

DEPARTMENT OF TRANSPORTATION

Program Analyst GS-345-13/10	yes	Consultant, EF-301 GS-14/1 equivalent pay	Consultant
Civil Aviation Security Inspector GS-1801-13/2	yes	Civil Aviation Security Specialist GS-1801-13/2	Temporary
Transportation Specialist GM-2101-14	yes	Transportation Specialist GM-2101-14	Temporary
Civil Aviation Security Specialist GS-1801-12/1	yes	Civil Aviation Security Specialist GS-1801-12/1	Schedule A
Computer Programmer Analyst GS-334-12/1	yes	Computer Programmer Analyst GS-334-12/1	Temporary
Special Assistant to the Director, Executive Secretariat GM-301-15	no	Staff Assistant to the Secretary of Transportation GM-301-14	Schedule C

DEPARTMENT OF TRANSPORTATION (Continued)

<u>Career position title</u>	<u>Competitive appointment</u>	<u>Noncareer position title</u>	<u>Type of noncareer position</u>
Civil Aviation Security Inspector GS-1801-13/3	yes	Civil Aviation Security Inspector GS-1801-13/3	Temporary

DEPARTMENT OF THE TREASURY

Senior Environmental and Socioeconomic Analyst GS-301-15/2	yes	Senior Environmental and Socioeconomic Analyst GS-301-15/2	Temporary
Communications Specialist GS-393-12/1	yes	Communications Specialist GS-393-12/1	Temporary
Financial Analyst GS-1160-15/5	yes	Financial Analyst GS-1160-15/5	Temporary
Staff and Budget Advisor GS-301-12/1	yes	Staff Assistant GS-301-12/1	Temporary
Computer Specialist GS-334-12/1	yes	Computer Specialist GS-334-12/1	Temporary
Communications Specialist GS-393-12/1	yes	Communications Specialist GS-393-12/1	Temporary ^a
Communications Specialist GS-393-12/1	yes	Communications Specialist GS-393-12/1	Temporary
Communications Specialist GS-393-12/1	yes	Communications Specialist GS-393-12/1	Temporary ^a
Communications Specialist GS-393-12/1	yes	Communications Specialist GS-393-12/1	Temporary ^a

ADMINISTRATIVE CONFERENCE OF THE UNITED STATES

<u>Career position title</u>	<u>Competitive appointment</u>	<u>Noncareer position title</u>	<u>Type of noncareer position</u>
Executive Director ES-905-4	yes	Deputy General Counsel for Programs ES-905-5	Noncareer SES

AGENCY FOR INTERNATIONAL DEVELOPMENT

Physical Security Specialist GS-80-13/6	yes	Physical Security Specialist GS-80-12/10	Temporary
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ENVIRONMENTAL PROTECTION AGENCY

Environmental Protection Specialist GM-28-14	yes	Expert, ED-301 GS-13/4 equivalent pay	Expert
Environmental Scientist GS-1301-12/1	yes	Environmental Scientist GS-1301-12/1	Temporary

EXPORT-IMPORT BANK OF THE UNITED STATES

Writer/Editor (Printed Media) GS-1082-13/1	yes	Writer/Editor (Printed Media) GS-1082-13/1	Temporary ^a
Program Analyst GS-345-12/1	yes	Program Analyst GS-345-12/1	Temporary ^a

FEDERAL DEPOSIT INSURANCE CORPORATION

Supervisory Field Accountant GG-510-13/4	yes	Supervisory Field Accountant LG-510-13/4	Schedule A
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FEDERAL DEPOSIT INSURANCE CORPORATION (Continued)

<u>Career position title</u>	<u>Competitive appointment</u>	<u>Noncareer position title</u>	<u>Type of noncareer position</u>
Supervisory Field Accountant GG-510-13/10	yes	Supervisory Field Accountant LG-510-13/10	Schedule A
Supervisory Field Accountant GG-510-13/2	yes	Supervisory Field Accountant LG-510-13/2	Schedule A ^a
Supervisory Field Accountant GG-510-13/1	yes	Supervisory Field Accountant LG-510-13/1	Schedule A
Supervisory Field Accountant GG-510-13/5	yes	Supervisory Field Accountant LG-510-12/9	Schedule A
Loan Workout Specialist GG-1160-13/7	yes	Liquidation Assistant LG-301-14/1	Schedule A
Supervisory Field Accountant GG-510-13/1	yes	Supervisory Field Accountant LG-510-13/1	Schedule A
Supervisory Field Accountant GG-510-13/5	yes	Supervisory Field Accountant LG-510-13/5	Schedule A
Supervisory Field Accountant GG-510-13/2	yes	Supervisory Field Accountant LG-510-13/2	Schedule A
Supervisory Field Accountant GG-510-13/3	yes	Supervisory Field Accountant LG-510-13/3	Schedule A

FEDERAL EMERGENCY MANAGEMENT AGENCY

<u>Career position title</u>	<u>Competitive appointment</u>	<u>Noncareer position title</u>	<u>Type of noncareer position</u>
Emergency Management Systems Specialist GS-301-12/1	yes	Emergency Management Systems Specialist GS-301-12/1	Temporary

NATIONAL AERONAUTICS AND SPACE ADMINISTRATION

Associate Administrator for Management ES-301-6	yes	Special Assistant for Institutions ES-801-6	Noncareer SES
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NATIONAL ARCHIVES AND RECORDS ADMINISTRATION

Assistant Archivist for Management and Administration ES-301-3	yes	Assistant Archivist for Management and Administration ES-301-3	Limited Emergency
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NUCLEAR REGULATORY COMMISSION

General Counsel ES-905-6	yes	Legal Counsel to the Commission ES-905-6	Noncareer SES
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OFFICE OF PERSONNEL MANAGEMENT

Personnel Staffing Specialist GS-212-13/1	yes	Personnel Staffing Specialist GS-212-13/1	Temporary
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SMALL BUSINESS ADMINISTRATION

District Director, Las Vegas District Office GM-340-15	yes	Regional Director, Region VIII, Department of Health and Human Services ES-301-2	Noncareer SES
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SMALL BUSINESS ADMINISTRATION (Continued)

<u>Career position title</u>	<u>Competitive appointment</u>	<u>Noncareer position title</u>	<u>Type of noncareer position</u>
Executive Assistant to Chief Counsel/ Advocacy GS-301-13/7	no	Appointment Secretary, Executive Assistant to a Member of Congress GS-12/4 equivalent pay	Ramspeck

^aConversion that occurred during the previous reporting periods (January 1-December 31, 1987) but was submitted with agency reports for this period.

Noncareer Appointees Converted to Career Positions
as Reported by the Agencies
January 1, 1987 - March 31, 1988

Department or agency	Noncareer appointments											Competitive appointments
	Expert or consultant	Foreign Assistance Act	Limited term or limited emergency	Non-career executive assignment	Non-career SES	Ram-speak Act	Sched-ule A	Sched-ule C	Temp-orary	White House service	Total appointments ^a	
Agriculture						5		1			6	0
Commerce	1						2	1	3		7	6
Defense ^b	1					4		2	2		9	5
Education ^c	1					10		4		1	16	4
Energy	3					1		1			5	3
Health and Human Services ^d	8		1		1	7		2	4		23	14
Housing and Urban Development						2		8			10	7
Interior		1	2		1	5		1	7		17	8
Justice	2				1	2			8		13	10
Labor								1			1	1
State					1						1	1
Transportation	2					3	9	4	16		34	28
Treasury	2		1		1				24		28	23
ACTION						1					1	0
Administrative Conference of the United States					1						1	1
Agency for International Development		7	1						1		9	8
Commission on Civil Rights								1			1	0
Environmental Protection Agency	6							1	8		15	15
Export-Import Bank of the United States									2		2	2
Federal Deposit Insurance Corporation							41				41	41
Federal Emergency Management Agency								1	5		6	2
Federal Trade Commission					1						1	1
General Services Administration									2		3	3
Interstate Commerce Commission	1							1			2	2
National Aeronautics and Space Administration	6				1				3		10	8
National Archives and Records Administration			1			1					2	1
National Capital Planning Commission									1		1	1
National Credit Union Administration								1			1	1
National Science Foundation			3								3	3
Nuclear Regulatory Commission					1						1	1
Office of Personnel Management			1			1			1		3	1
Small Business Administration	1				1	2		1			5	2
U.S. Arms Control and Disarmament Agency				1							1	0
U.S. Information Agency									2		2	2
U.S. International Trade Commission									1		1	1
Veterans Administration ^e						3					3	0
Total	34	8	10	1	10	47	53	31	90	1	285	206

^aTotal includes both competitive and noncompetitive appointments.

^bThe Department of Defense said it did not report conversions of temporary, expert, and consultant appointees to career positions from January 1, 1987, to December 31, 1987.

^cThe Department of Education said it did not submit all reportable conversions to career positions from January 1, 1987, to March 31, 1988.

^dThe Department of Health and Human Services submitted duplicate reports for one expert during two different reporting periods, and he was inadvertently reported a second time in a prior GAO report. He is counted once in this report.

^eThe Veterans Administration said it did not report conversions of Ramspeak and temporary appointees to career positions from their field offices from January 1, 1987, to March 31, 1988.

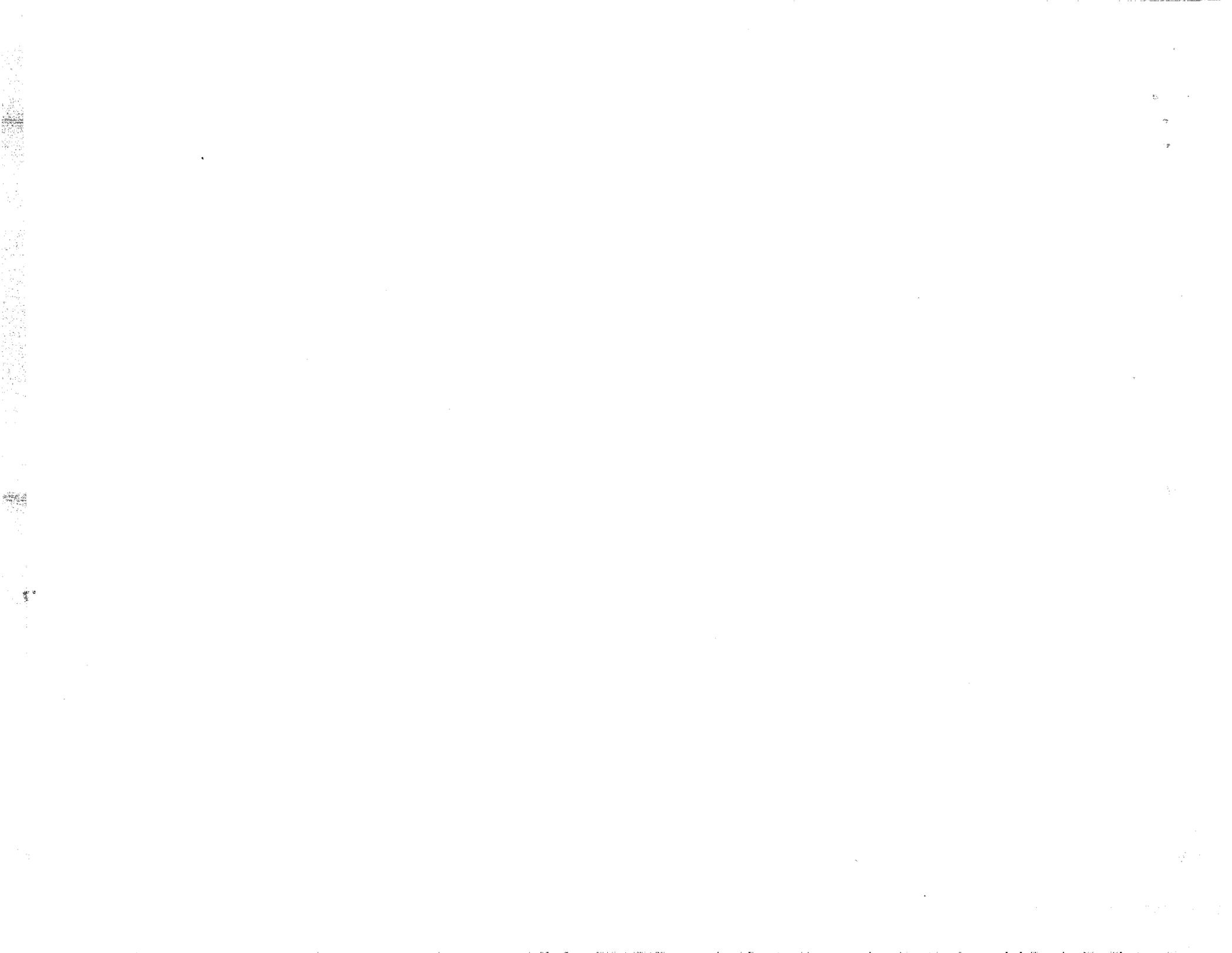
Number of Noncareer Appointees Converted to Career Positions
and Number of Agencies that Converted Employees
by Type of Prior Appointment
January 1, 1987 - March 31, 1988

<u>Type of noncareer appointment</u>	<u>Number of conversions</u>	<u>Number of agencies converting this type</u>
Temporary	90	17
Schedule A	53	4
Ramspeck Act	47	14
Expert/Consultant ^a	34	12
Schedule C	31	16
Limited Term/ Limited Emergency	10	7
Noncareer SES	10	10
Foreign Assistance Act	8	2
Noncareer Executive Assignment	1	1
White House Service	<u>1</u>	1
Total	<u>285</u>	36 ^b

^aThe Department of Health and Human Services submitted duplicate reports for one expert during two different reporting periods, and he was inadvertently reported a second time in a prior GAO report. He is counted once in this table.

^bThis number represents the total number of agencies that reported conversions of noncareer appointees to career positions.

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