

GAO

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

March 1988

# FEDERAL EMPLOYEES

## Appointees Converted to Career Positions, October Through December 1987



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United States  
General Accounting Office  
Washington, D.C. 20548

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General Government Division

B-229408

March 25, 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 January 1988 we reported<sup>1</sup> to you on conversions for the period January 1, 1987, through September 30, 1987. This fact sheet covers conversions during the period October 1 through December 31, 1987.

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 persons who received career appointments on the basis of employment

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<sup>1</sup>Federal Employees: Appointees Converted to Career Positions, January Through September 1987 (GAO/GGD-88-31FS, Jan. 28, 1988).

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ABBREVIATION

SES                    Senior Executive Service

appointing authority and do not meet the conditions for career or limited term appointments.

- Ramspeck Act Appointee -- 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 -- Positions at GS-15 and below in the excepted service for which it is not practicable to hold any examinations and which are not of a confidential or policymaking nature.
- Schedule C -- Positions at GS-15 and below that are excepted from competitive appointment procedures because of their policymaking role or their 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 Appointee -- A person who has served at least 2 years in the immediate Office of the President or Vice 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.

Number of Noncareer Appointments Converted to Career Positions  
and Number of Agencies That Converted Employees  
by Type of Prior Appointment  
October 1, 1987 - December 31, 1987

<u>Type of noncareer appointment</u>	<u>Number of conversions</u>	<u>Number of agencies converting this type</u>
Temporary	20	5
Schedule C	8	5
Expert/Consultant	5	3
Foreign Assistance Act	4	1
Ramspeck Act	3	3
Limited Term/ Limited Emergency	2	2
Noncareer Executive Assignment	1	1
Noncareer SES	1	1
Schedule A	1	1
White House Service	1	1
Total	<u>46</u>	16 <sup>a</sup>

<sup>a</sup>This number represents the total number of agencies that reported conversions of noncareer appointees to career positions.

NONCAREER APPOINTEES CONVERTED TO CAREER POSITIONS BY AGENCY  
OCTOBER 1, 1987 - DECEMBER 31, 1987

**DEPARTMENT OF EDUCATION**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Education Program Specialist GS-1720-13/1	no	Assistant to Director of Mail Analysis GS-12/3 equivalent pay	White House
Education Program Specialist GS-1720-12/10	yes	Special Assistant to the Director, Intergovernmental Affairs/Outreach Staff GM-301-14	Schedule C

**DEPARTMENT OF ENERGY**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Supervisory Marketing Specialist GM-301-15	yes	Special Assistant to the Assistant Secretary for Nuclear Energy GM-301-15	Schedule C

**DEPARTMENT OF HEALTH AND HUMAN SERVICES**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Microbiologist GM-403-13	yes	Expert, EE-403 GS-13/5 equivalent pay	Expert
Research Chemist GS-1320-14/3	yes	Expert, EE-1320 GS-14/3 equivalent pay	Expert

**DEPARTMENT OF JUSTICE**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Public Affairs Specialist GS-1035-12/10	no	Special Projects Director for a Congresswoman GS-14/3 equivalent pay	Ramspeck Act

**DEPARTMENT OF LABOR**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Supervisory Wage and Hour Analyst GM-1149-14	yes	Special Assistant to the Administrator, Wage and Hour Division GM-301-15	Schedule C

**DEPARTMENT OF TRANSPORTATION**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Transportation Enforcement Specialist GS-2101-12/1	yes	Transportation Enforcement Specialist GS-2101-12/1	Temporary
Security Specialist GS-80-12/1	yes	Security Specialist GS-80-12/1	Temporary
Aviation Safety Inspector GS-1825-12/1	yes	Aviation Safety Inspector GS-1825-12/1	Temporary
Computer Systems Analyst GS-334-12/2	yes	Computer Systems Analyst GS-334-12/1	Temporary

**DEPARTMENT OF THE TREASURY (Continued)**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Senior Synthetic Fuels Project Analyst GS-301-15/9	no	Senior Synthetic Fuels Project Analyst GS-301-15/9	Temporary
Senior Synthetic Fuels Project Analyst GS-301-15/6	no	Senior Synthetic Fuels Project Analyst GS-301-15/6	Temporary
Supervisory Communications Specialist GS-393-12/1	yes	Supervisory Communications Specialist GS-393-12/1	Temporary
Personnel Psychologist GM-180-13	yes	Organization Development Specialist GS-301-12/1	Temporary
Supervisory Guidance Counselor GS-1710-12/1	yes	Supervisory Guidance Counselor GS-1710-12/1	Temporary

**AGENCY FOR INTERNATIONAL DEVELOPMENT**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Personnel Staffing Specialist GS-212-12/1	no	Personnel Staffing Specialist AD-212-12/1	Foreign Assis- tance Act
Economist GS-110-13/10	yes	Program Economics Officer FP-110-2/6	Limited Term

**FEDERAL TRADE COMMISSION**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Public Affairs Specialist GM-1035-15	yes	Director, Special Projects (National Endowment for the Arts) ES-1035-2	Noncareer SES

**NATIONAL AERONAUTICS AND SPACE ADMINISTRATION**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Public Affairs Specialist GM-1035-13	yes	Public Information Specialist GS-1035-12/4	Temporary
Contract Specialist GS-1102-12/1	yes	Contract Specialist GS-1102-12/1	Temporary
Supervisory, Industrial Property Management Specialist GS-1103-12/1	no	Supervisory, Industrial Property Management Specialist GS-1103-12/1	Temporary

**NATIONAL ARCHIVES AND RECORDS ADMINISTRATION**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Supervisory Historian GM-170-15	no	Special Assistant to a Congressman GS-13/3 equivalent pay	Ramspeck Act

Noncareer Appointments Converted to Career Positions  
as Reported by the Agencies  
January 1, 1987 - December 31, 1987

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	Schedule A	Schedule C	Temporary	White House service	Total appointments <sup>a</sup>	
Agriculture						5		1			6	0
Commerce	1								3		4	4
Defense <sup>b</sup>						4		1			5	1
Education	1					9		2		1	13	2
Energy	3					1		1			5	3
Health and Human Services	9		1			7		2	3		22	13
Housing and Urban Development						2		8			10	7
Interior		1	2		1	5		1	6		16	7
Justice	2					1			8		11	9
Labor								1			1	1
State					1						1	1
Transportation	1					3	8	3	12		27	22
Treasury	2		1		1				15		19	14
<b>ACTION</b>						1					1	0
Agency for International Development		7	1								8	7
Commission on Civil Rights								1			1	0
Environmental Protection Agency	5							1	7		13	13
Federal Deposit Insurance Corporation							31				31	31
Federal Emergency Management Agency								1	4		5	1
Federal Trade Commission					1						1	1
General Services Administration							1		2		3	3
Interstate Commerce Commission	1							1			2	2
National Aeronautics and Space Administration	6								3		9	7
National Archives and Records Administration						1					1	0
National Capital Planning Commission									1		1	1
National Credit Union Administration								1			1	1
National Science Foundation			3								3	3
Office of Personnel Management			1			1					2	0
Small Business Administration	1					1		1			3	1
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						3					3	0
<b>Total</b>	<b>32</b>	<b>8</b>	<b>9</b>	<b>1</b>	<b>4</b>	<b>44</b>	<b>40</b>	<b>26</b>	<b>67</b>	<b>1</b>	<b>232</b>	<b>158</b>

<sup>a</sup>Total includes both competitive and noncompetitive appointments

<sup>b</sup>The Department of Defense said it did not report conversions of temporary, expert, and consultant appointees to career positions

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Number of Noncareer Appointments Converted to Career Positions  
and Number of Agencies That Converted Employees  
by Type of Prior Appointment  
January 1, 1987 - December 31, 1987

<u>Type of noncareer appointment</u>	<u>Number of conversions</u>	<u>Number of agencies converting this type</u>
Temporary	67	13
Ramspeck Act	44	14
Schedule A	40	3
Expert/Consultant	32	11
Schedule C	26	15
Limited Term/ Limited Emergency	9	6
Foreign Assistance Act	8	2
Noncareer SES	4	4
Noncareer Executive Assignment	1	1
White House Service	1	1
Total	<u>232</u>	33 <sup>a</sup>

<sup>a</sup>This number represents the total number of agencies that reported conversions of noncareer appointees to career positions.

**SMALL BUSINESS ADMINISTRATION**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Public Affairs Specialist GM-1035-13	yes	Special Assistant to the Regional Administrator GM-301-14	Schedule C

**U.S. ARMS CONTROL AND DISARMAMENT AGENCY**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Foreign Affairs Specialist GS-130-15/10	no	Senior Policy Advisor GS-130-16/5	Noncareer Executive Assign- ment

**AGENCY FOR INTERNATIONAL DEVELOPMENT (Continued)**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Program Analyst GS-345-13/3	yes	Program Analyst AD-345-13/3	Foreign Assis- tance Act
Economist GS-110-13/3	yes	Economist AD-110-13/3	Foreign Assis- tance Act
Physical Science Administrator GM-1301-15	yes	Physical Scientist AD-1301-14/9	Foreign Assis- tance Act

**ENVIRONMENTAL PROTECTION AGENCY**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Economist GS-110-13/6	yes	Consultant, EF-110 GS-13/2 equivalent pay	Consultant
Civil Investigator GS-1810-12/8	yes	Civil Investigator GS-1810-12/8	Temporary
Director, Office of Legislative Analysis ES-905-3	yes	Supervisory Attorney-Advisor (Legislation) GM-905-15	Temporary

**FEDERAL DEPOSIT INSURANCE CORPORATION**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Loan Workout Specialist GG-1160-12/4	yes	Assistant Loan Workout Specialist- in-Charge (Acting) LG-301-12/3	Schedule A

**DEPARTMENT OF TRANSPORTATION (Continued)**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Intelligence Operations Specialist GS-132-12/1	yes	Intelligence Operations Specialist GS-132-12/1	Temporary
Operations Research Analyst GS-1515-13/1	yes	Planning Specialist GS-301-12/1	Temporary

**DEPARTMENT OF THE TREASURY**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Financial Economist GS-110-12/1	yes	Financial Economist GS-110-12/1	Temporary
Marketing Representative GS-301-12/7	yes	Marketing Representative GS-1101-12/1	Temporary
Supervisory Bank Secrecy Specialist GM-301-15	yes	Supervisory Bank Secrecy Specialist GM-301-15	Temporary
Computer Specialist GS-334-15/1	yes	Consultant, EF-301 GS-15/6 equivalent pay	Consultant
Director, Office of Synthetic Fuels ES-301-4	no	Director, Office of Synthetic Fuels Projects ES-301-4	Limited Term

**DEPARTMENT OF HEALTH AND HUMAN SERVICES (Continued)**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Consumer Safety Officer GS-696-12/1	no	Consumer Safety Officer GS-696-12/1	Temporary
Medical Officer (Urology) GM-602R-15	yes	Expert, EE-602R GS-15/2 equivalent pay	Expert

**DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT**

<u>Career Position Title</u>	<u>Competitive Appointment</u>	<u>Noncareer Position Title</u>	<u>Type of Noncareer Position</u>
Supervisory Equal Opportunity Specialist GM-360-13	yes	Special Assistant to the Regional Administrator GS-301-14/2	Schedule C
Director, Administrative Management Division GS-341-12/8	no	Executive Assistant/ Chief Caseworker for a Congressman GS-13/1 equivalent pay	Ramspeck Act
Program Analyst GS-345-13/3	no	Assistant for Congressional Relations GS-301-13/3	Schedule C
Assistant to the Manager, Jacksonville Office GS-301-12/7	yes	Assistant for Congressional Relations GS-301-13/1	Schedule C
Equal Employment Manager GS-260-12/6	yes	Special Assistant to the Deputy Assistant Secretary for Administration (Department of the Treasury) GS-301-12/6	Schedule C

Departments and Agencies Reporting no Conversions  
October 1, 1987 - December 31, 1987

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

Noncareer Appointments Converted to Career Positions  
as Reported by the Agencies<sup>a</sup>  
October 1, 1987 - December 31, 1987<sup>b</sup>

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-speck Act	Schedule A	Schedule C	Temporary	White House service	Total appointments <sup>c</sup>	
Education								1		1	2	1
Energy								1			1	1
Health and Human Services	3								1		4	3
Housing and Urban Development						1		4			5	3
Justice						1					1	0
Labor								1			1	1
Transportation									6		6	6
Treasury	1		1						8		10	7
Agency for International Development		4	1								5	4
Environmental Protection Agency	1								2		3	3
Federal Deposit Insurance Corporation							1				1	1
Federal Trade Commission					1						1	1
National Aeronautics and Space Administration									3		3	2
National Archives and Records Administration						1					1	0
Small Business Administration								1			1	1
U. S. Arms Control and Disarmament Agency				1							1	0
<b>Total</b>	<b>5</b>	<b>4</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>3</b>	<b>1</b>	<b>8</b>	<b>20</b>	<b>1</b>	<b>46</b>	<b>34</b>

<sup>a</sup>The Department of Defense said it did not report conversions of temporary, expert, and consultant appointees to career positions.

<sup>b</sup>Includes nine conversions which occurred during the previous reporting period (January 1 - September 30, 1987) but were submitted with agency reports for this period.

<sup>c</sup>Total includes both competitive and noncompetitive appointments.

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 Appointee -- 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 -- Nonrenewable SES appointments of individuals who do not meet the conditions for career appointments and who generally do not intend to remain in government. Limited term appointees serve for up to 36 months, and limited emergency appointees serve up to 18 months.
- Noncareer Executive Assignment -- Assignment to a position to be filled by 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 -- Noncompetitive appointments to positions above GS-15 who serve at the pleasure of the

B-229408

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

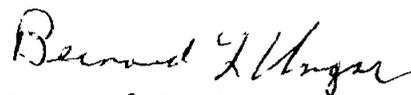
From October 1 through December 31, 1987, 44 agencies reported that they had not appointed any noncareer employees to career positions. The remaining 16 agencies reported 46 conversions with the Department of the Treasury reporting 10, the largest number of conversions. Thirty-four of the 46 conversions were competitive appointments and 12 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 October 1 through December 31, 1987, are shown in appendixes II through V. Appendixes VI and VII provide information for January 1 through December 31, 1987.

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 the 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  
Associate Director

