Department of the Army
Pamphlet No. 690-13

methods of entry into . . . The Federal Service

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Headquarters, Department of the Army October 1979

FOREWORD

This pamphlet is designed to provide information on the various methods of entry into the Federal Service. It will assist Army officials involved in the hiring and counseling processes who are not fully familiar with the civil service system but need to be aware of innovative approaches to meet special employment objectives such as those of affirmative action programs. While it is not all-inclusive, the pamphlet covers most avenues of entry into the Federal civilian work force.

There are no magic formulas or shortcuts that can be used to acquire Federal employment. This pamphlet was written based upon the premise that the best way to obtain such employment is to understand and work within the system. The pamphlet provides an overview of the flexibilities available in the civil service system, easy access to information and references pertaining to numerous programs, and can serve as a guide concerning employment programs designed to assist specialized groups of applicants. It should be used in conjunction with more detailed information available in Civilian Personnel Offices.

It may not be feasible to use all methods described herein at any one activity. Such use is neither intended nor mandatory. Review of and periodic reference to the pamphlet, however, will assist those who are genuinely interested in expanded recruitment perspectives and a departure from the "business as usual" philosophy.

PAMPHLET
No. 690–13

HEADQUARTERS
DEPARTMENT OF THE ARMY
WASHINGTON, DC, *15 November 1979*

METHODS OF ENTRY INTO THE FEDERAL SERVICE

Interim changes to this pamphlet are not official unless they are authenticated by The Adjutant General. Users will destroy interim changes on their expiration date unless sooner superseded or rescinded.

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*This pamphlet supersedes CPP 54, 1 August 1957 and CPP 73, 6 October 1971.

CHAPTER 1
INTRODUCTION

1–1. Background

The basic structure of the current civil service system was established by the Civil Service Act in 1883. The Act represented the intent of Congress to eliminate widespread political patronage and personal favoritism in civil service employment that existed prior to 1883. The Act provided, among other things, for selection only after open competition based on merit. The Civil Service Reform Act of 1978 perpetuates this principle. To accomplish merit selection, it is necessary to make a reasonably diligent search for qualified candidates, assuring each potential candidate a fair opportunity to apply, and then objectively and systematically determine which candidate is most likely to perform successfully on the job.

1–2. General

a. Use of the merit system in selection has several logical consequences:

(1) The system operates from the viewpoint of the employer, rather than the candidate. Managers must begin with a job and then look for candidates—not the reverse.

(2) Identification of a preferred candidate prior to final selection decision (preselection) is not consistent with the intent of law.

(3) Employment by referral or recommendation from an influential individual, a method sometimes used to fill positions through political appointment, is generally precluded. Consideration of unsolicited recommendations, in some instances, is specifically prohibited by statute (e.g., 5 U.S.C. 3303 and 3110).

(4) Vacancies must be widely publicized. Publicity must include sufficient information about job requirements to allow potential candidates to submit appropriate information about their qualifications and should be designed to reach sources of applicants in all segments of society.

b. Application of the above concepts is not always easy or practical. The process of creating extensive competition for every vacancy is time-consuming and expensive. The system has, therefore, been modified in a number of ways:

(1) Publicity, in many cases, may be limited to particular organizations or geographic areas.

(2) To provide for timely fill of vacancies, the period of publicity may be limited to the minimum necessary to allow each potential candidate a reasonable opportunity to learn of and apply for a vacancy.

(3) Competition may be limited to current Federal employees, to those on an appropriate civil service register, or to those with civil service status resulting from previous Federal service.

1–3. Competitive Service vs Excepted Service

a. The Office of Personnel Management (OPM) is responsible for assuring that Federal agencies meet statutory requirements in filling vacancies. When OPM determines that it is not practical to use normal competitive procedures to fill a specified category of positions, it can authorize movement of the positions from the competitive civil service (most civil service jobs are in this category) to the excepted service. Positions in the excepted service fall generally into three categories—those with special requirements that cannot be accommodated by normal competitive recruitment and examining methods (example: lawyers); those with unusual testing requirements which OPM is unable to meet, e.g., positions requiring a high degree of language fluency; and those used to employ advisers or assistants to high-level political appointees.

b. Although competition is usually required in filling excepted service positions, the type and extent of competition varies depending upon the conditions which originally justified excepted service appointment.

c. Recruitment for positions in the competitive civil service must be accomplished through OPM or under authorities specifically delegated by OPM. Recruitment for positions in the excepted service is usually accomplished directly by the employing Federal agency. Competitive civil service employment is discussed further in chapter 3 and the excepted service in chapter 4.

CHAPTER 2
COUNSELING APPLICANTS

2–1. Employment Objectives

Applicants for employment generally fall into two categories — those who are seeking *jobs* and those who are seeking *careers*. Some applicants who initially seek jobs simply to gain employment may be interested in pursuing a career after entrance on duty. Since compensation is basically comparable to that in the private sector, the Federal civil service generally does not offer any distinct advantages to job seekers. There are a number of advantages in Federal employment, however, for career-oriented applicants. Employees who acquire competitive civil service status can enjoy a full career, working in a variety of jobs, locations, and Federal agencies. For those who are geographically mobile or can qualify for placement under upward mobility, career intern, or other special programs, good advancement opportunities are also offered.

2–2. Guidance to Applicants

a. Career-oriented applicants should be encouraged to apply for competitive civil service positions, unless they are specifically interested in positions in the excepted service. Civil service status, and the benefits attached thereto, apply only to employees hired into the competitive civil service, normally through civil service registers (see chap. 3). Since these registers are filled with very large numbers of qualified candidates in most occupational categories and in most areas of the country, competition for appointment is extremely keen. Registers containing the names of many thousands of fully qualified individuals may typically be used to fill a few dozen or a few hundred jobs per year. This high degree of interest demonstrates the success of one aspect of the civil service employment system, but it can be discouraging to those who desire immediate employment. With such extensive competition, applicants who set their sights on "getting a foot in the door" are often the most likely to succeed in obtaining civil service status. Applicants interested in using this approach should be advised to:

(1) Make themselves available for as many types of positions and as broad a geographic area as possible.

(2) Consider acquiring skills which are in the greatest demand in Federal agencies within the geographic area for which they are available.

(3) Be available for positions at more than one grade level in the occupational categories for which qualified. Applicants who are available only at the highest grade for which qualified may stand so low on the register for that grade that they will never be considered for a job. At lower grades, it is possible that they will have a higher standing.

(4) Have patience. Even those candidates who are extremely well qualified sometimes wait months before being interviewed for a job.

b. Persons responsible for talking with potential civil service applicants should be careful not to make statements that will lead to false expectations, particularly with regard to the likelihood of being selected or the time required to obtain civil service employment. Premature promises to applicants may lead to disappointment and may invalidate the entire selection process in the event of challenge from an unsuccessful candidate.

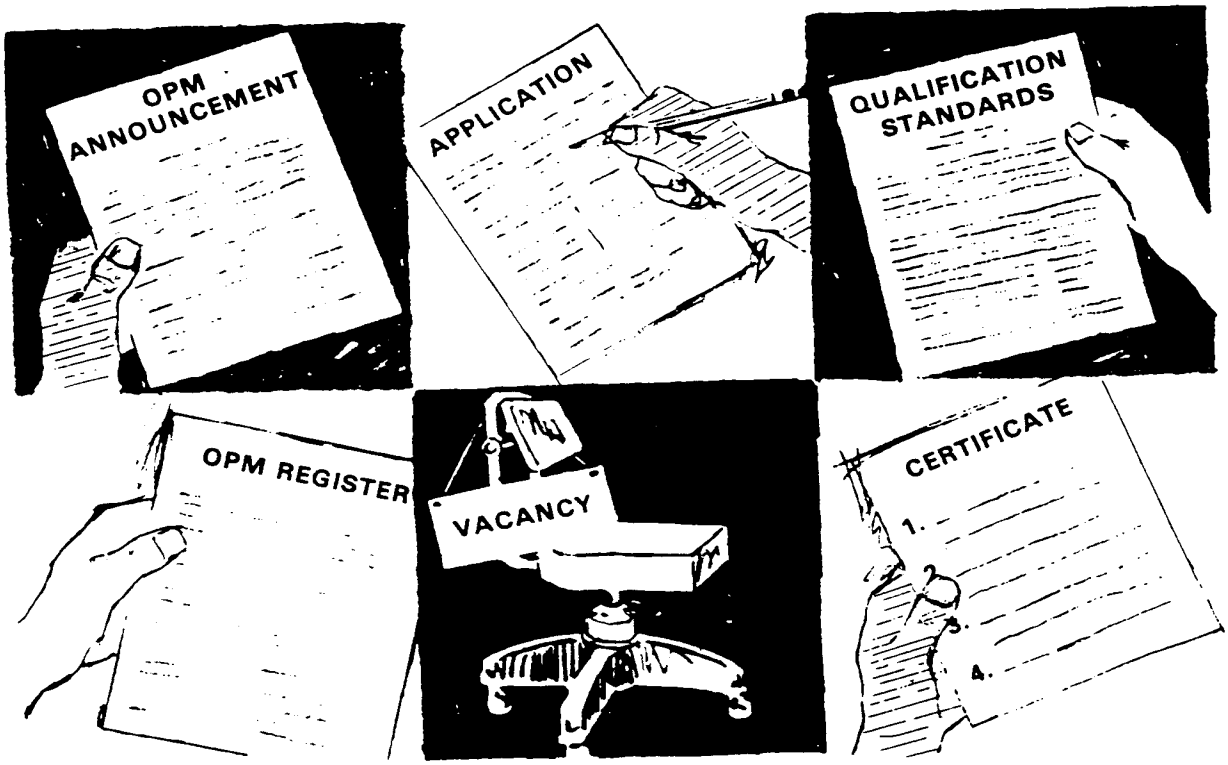
2–3. Application Procedures

a. Applicants for Federal employment are sometimes dismayed by the requirement to provide comprehensive information about their qualifications and by the delays inherent in selection under the merit system. Paperwork and delays are viewed as "bureaucratic inefficiency" or "government red tape." In reality, however, long application forms and multistep selection processes represent attempts by Federal agencies to

meet valid statutory requirements to select the best qualified candidate for each vacancy, and to make the selection decision in a fully informed manner.

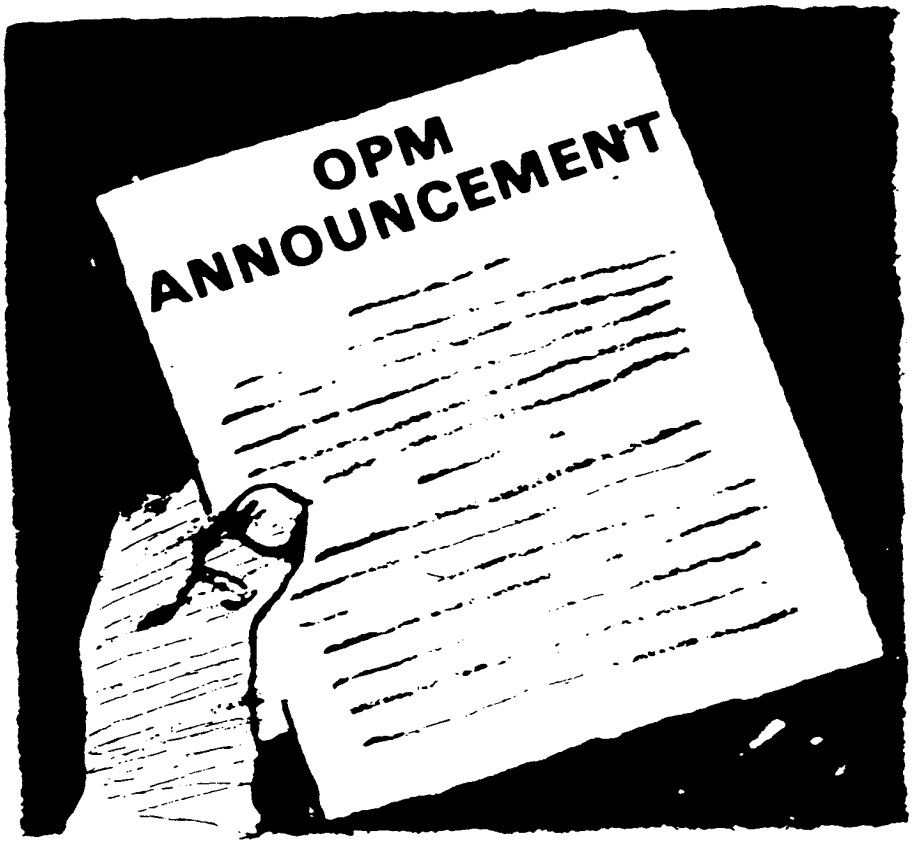
b. OPM maintains offices in every State of the United States and in many major cities called *Federal Job Information Centers*. These offices are the best sources of information about Federal employment opportunities and application procedures. They can be located in telephone directories under "U.S. Government" listings. Civilian Personnel Offices for the Army and other Federal agencies are usually listed in the same manner. Civilian Personnel Offices can provide more specific information about individual vacancies and, in some cases, have authority delegated from OPM to hire outside applicants directly. Because application procedures are often complicated and vary from job to job, applicants should be advised to begin their search for Federal employment by contacting representatives in the Federal Job Information Center, the appropriate Civilian Personnel Office, or both. Applicants who fail to do so may lose the opportunity to be considered for some jobs because of incomplete or incorrect information about application procedures.

CHAPTER 3
COMPETITIVE SERVICE EMPLOYMENT PROGRAMS



3–1. Recruitment From Registers

a. The Office of Personnel Management (OPM) is responsible for administering the system under which initial appointments to positions in the competitive civil service are made. As required by statute, OPM must provide for open, competitive examinations for testing applicants for appointment in the competitive service. Such appointments are normally made from civil service registers maintained by OPM. These registers are lists of names of candidates basically qualified for placement within a designated occupational category and available for employment in a designated geographical location(s). The registers are established to provide a ready supply of candidates in occupations in which vacancies are expected to occur, as indicated to OPM by Federal agency estimates of future hiring needs.



b. To construct a register, OPM issues a civil service examination announcement listing positions to be filled, typical duties, locations, salaries, grade levels, qualification requirements, procedures for applying, and cut off dates for acceptance of applications. Announcements are issued in various parts of the United States, with some covering positions nationwide while others are confined to positions in a given geographical area. Persons interested in entering the competitive civil service should explore announcements which are open for receipt of applications and which list positions and grades for which they feel they are qualified. Information regarding announcements may be obtained from Federal Job Information Centers (see chap. 2).

c. In applying under OPM announcements, interested applicants must provide information concerning such factors as experience, education, training, and accomplishments. In some cases, they are also required to take written tests (assembled examinations).

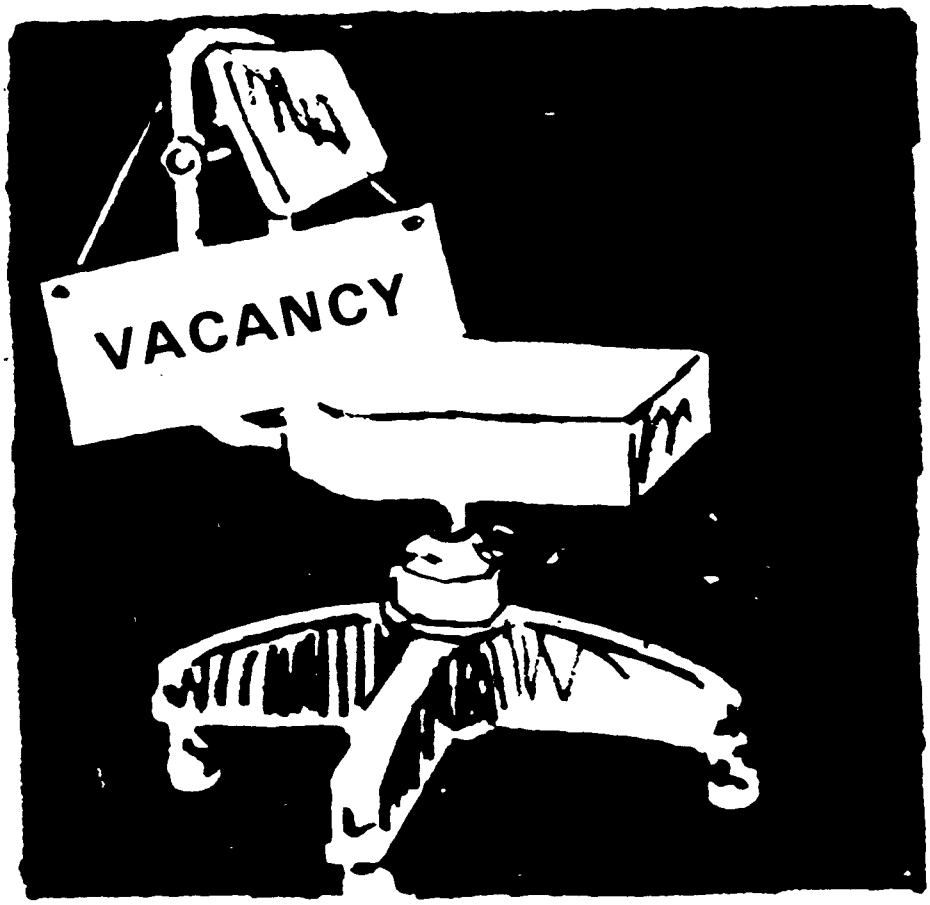
(Note: A civil service examination does not necessarily imply a written test. An unassembled examination consists only of a review and evaluation of information submitted on the application forms.)

The information submitted by applicants is compared against civil service qualification standards for the appropriate occupational category, which define minimum requirements that must be met before being considered for appointment in that category. Applicants who meet or exceed qualification requirements are usually assigned specific numerical scores, typically ranging from 70 (minimally qualified) to 100, based upon the extent to which the requirements for specific positions are met or exceeded. The scores of those qualified candidates entitled to veteran preference are increased by 10 points (disabled veterans, those who have received the Purple Heart, certain veteran's widows or widowers, and certain mothers and spouses of disabled veterans) or 5 points (other veterans as defined by OPM). Candidates' names are arranged on the register in rank order, except for the names of compensably disabled veterans, who are placed at the top of the register for most types of occupations.

d. When a Federal agency decides to fill a competitive service position from outside the current work force, it normally requests that OPM issue a certificate from the appropriate civil service register. If the agency has valid job-related requirements in addition to those in the basic qualification standards which must be met for successful performance in the position, the agency may ask OPM to screen candidates on the register for those who meet the additional requirements. OPM then develops the requested certificate, referring the top candidates, in rank order, who are qualified for the position. The agency must select from among the three highest-ranking candidates available. An available veteran, however, may not be passed over in favor of a lower-ranking nonveteran, unless objections to appointing the veteran are submitted to and sustained by OPM.

3–2. Types of Appointments

Appointments from registers may be made on a permanent or temporary basis. Permanent appointments are called career or career-conditional appointments. Career-conditional employees who complete 3 years of substantially continuous service acquire career status, which exempts them from any future requirement to be appointed through civil service register procedures. Temporary limited appointments, which do not confer civil service status, may be made to meet specific temporary needs of one year or less. Both permanent and temporary appointments may be full-time, part-time, or intermittent.



3–3. Delegated Appointing Authority

In certain situations, such as when there is a shortage of qualified applicants, OPM may authorize agencies to recruit, examine, and appoint qualified candidates directly without first being entered on a civil service register. When agencies desire assistance in expediting recruitment for hard-to-fill positions, OPM may authorize use of streamlined procedures, such as abbreviated announcements for individual vacancies. In general, agencies which desire authority to make career and career-conditional appointments directly must be delegated such authority by OPM. For the purpose of making some temporary limited appointments, however, OPM has delegated to agencies authority to appoint without the use of civil service register procedures.

3–4. Special Programs

In some cases, it is possible to acquire eligibility for competitive civil service status through satisfactory completion of a period of employment in the excepted service. Programs designed to allow conversion to competitive status are discussed in chapter 4. As indicated, most programs designed for the employment of special categories of applicants provide for initial appointment in the excepted service. Under the following special employment programs, however, initial appointment is in the competitive service except for a small number of career intern positions which are in the excepted service:

a. Worker-Trainee Program. This program is designed to enhance employment and developmental opportunities for low-skilled and disadvantaged persons. Candidates are listed on the civil service register in such a way that those with the lowest skill levels have the greatest opportunity for employment. Appointments are to positions at grade GS–1 or WG–1 or 2. Those hired from Worker-Trainee registers or under Veterans Readjustment Appointments and placed in developmental jobs targeted for advancement to GS–3 (or equivalent) or higher may be exempt from agency employment ceilings for 12 months from date of appointment with prior approval of OPM.

Authority/Reference: FPM 713.

b. Apprenticeship Programs. Although nonstatus applicants for apprentice positions must compete for appointment through civil service registers in the normal manner, apprentice positions often offer excellent opportunities for persons with limited experience and training to enter the competitive civil service. Apprentice programs are used to provide a pool of candidates for anticipated future vacancies at the journeyman level in trades and crafts. Appointees are given on-the-job and classroom training which provides the skills needed for advancement to higher levels.

Authority/Reference: CPR 410.W.

c. Career Intern Program. Appointments to positions in this program may be made at grade GS–4, 5, or 7 in various occupational categories. Nonstatus candidates for career intern positions in the competitive service must compete through appropriate civil service register procedures in the usual manner. Other sources of candidates include current Army or other Federal employees and reinstatement eligibles. Some positions in the Intelligence career field are in the excepted service (see chap. 4). For these, agency procedures, rather than competitive civil service registers, are used in selecting candidates. The career intern program provides for systematic training and development, appraisal, counseling, and promotion to journeyman grade levels.

Authority/Reference: FPM 361; CPR 950–1.

d. Physically Handicapped Program. The title, physically handicapped, as used in this paragraph, refers to those persons with physical impairments which would ordinarily impede but not preclude them from obtaining employment through the competitive process. Their physical impairments are usually substantive, stable, and permanent. These persons are to be distinguished from the severely handicapped (covered under chapter 4) whose impairments are more serious and require consideration outside competitive register procedures (excepted service). Although physically handicapped applicants compete with nonhandicapped applicants through the regular examining process as discussed above, OPM provides modified examining procedures, where necessary, to assure the physically handicapped are given equal opportunity to demonstrate their qualifications. For example, a reader service may be provided for the blind, or written tests with interpreters rather than oral instructions may be used for the deaf. When contemplating employment of the physically handicapped, consideration should be given to job and work site modifications and removal of architectural and transportation barriers.

Authority/Reference: FPM 306.

e. Mentally Restored Program. As a general rule, a history of mental illness is not disqualifying for Federal employment provided the applicant's status has been certified by competent medical authority and the individual is capable of performing the duties of the position. In order to provide the mentally restored person an opportunity to demonstrate job readiness, OPM has established a special procedure for a trial appointment using the 700-hour temporary appointment authority (FPM 316.4–7d). In order to obtain permanent employment, the mentally restored individual must compete through the civil service register process or may be reinstated, if eligible.

Authority/Reference: FPM 306.

CHAPTER 4
EXCEPTED SERVICE EMPLOYMENT PROGRAMS

4–1. Scope

The excepted service includes all positions in the Executive Branch of the Federal Government which are specifically excepted from the competitive service by statute, the President, or administrative action of the Office of Personnel Management. "Excepted" means the position is not filled under the competitive examination requirements (including decentralized examining arrangements) of the Office of Personnel Management. Unless otherwise exempted, the job remains subject to other Office of Personnel Management administered systems such as position classification, pay, retirement, and life insurance. Examples of positions excepted by statute are those under independent merit systems (e.g., Tennessee Valley Authority, Postal Career Service, Panama Canal Employment System) which are independent of, but similar in many ways to, the competitive civil service system. The Office of Personnel Management may administratively except a position upon determination that examination is impracticable (Schedules A and B positions) or that the position would properly be filled by political appointment (Schedule C). Relatively few positions (approximately 1,600 in the entire Federal Government) are filled by political appointees. Many positions, such as those under the independent merit systems, are permanently excepted. Positions normally in the competitive service may become temporarily excepted when filled by individuals on excepted appointments. Such positions revert to the competitive service when vacated by the excepted appointees. Major categories of excepted service employment within the Department of the Army are:

a. Attorney and Law Clerk Positions. Attorney positions are professional legal positions which require admission to the bar. Graduates of recognized law schools may be appointed as Law Clerks pending their admission to the bar. Positions are located at installations and activities throughout the Army. Persons recommended for assignment to attorney positions are subject to approval by the Chief Counsel, Corps of Engineers; Command Counsel, US Army Materiel Development and Readiness Command; or The Judge Advocate General, as appropriate.

b. Army National Guard Technician Positions. These are civil service positions in which National Guard reserve membership is required as a condition of employment. Incumbents are engaged in the administration and training of the National Guard and the maintenance and

repair of supplies issued to the National Guard. Positions are located in National Guard units of states, territories, and the District of Columbia.

c. Faculty Positions in Service Academies and Schools. Certain professor, instructor, and teacher positions are excepted in many of the service academies and schools (e.g., US Military Academy, Defense Language Institute, and Army War College).

d. Positions Under the Panama Canal Employment System. The Panama Canal Employment System is an independent merit system. Terms and conditions of employment are generally the same as those in the competitive service. Under the Panama Canal Treaty, qualified Panamanian applicants are entitled to preference over other applicants for employment.

e. Positions Filled by Dependents of Oversea Employees. Positions in oversea installations may be filled by US citizen dependents of Department of Defense personnel stationed in the area under an excepted appointing authority. Authority to make these excepted appointments, which confer no civil service status, applies to positions filled through local recruitment in all foreign areas except Panama. The majority of positions available are clerical in nature; e.g., clerk-typists, clerk-stenographers, secretaries. Interested applicants should apply to local oversea Civilian Personnel Offices. Although individuals employed in oversea areas under this authority gain valuable experience, they must compete and be selected from appropriate competitive registers before they can secure civil service status. In most cases, this can be done only in the United States.

f. Positions in CONUS When Filled by Aliens. When there is an absence of qualified and available US citizens for a competitive service position in CONUS, the Office of Personnel Management may approve employment of an alien under excepted appointing authority.

g. Consultant and Expert Positions. Consultants provide purely advisory or consultant services and may not perform operating functions. Experts are individuals recognized as authorities or practitioners of unusual competence in their field. Consultant and expert positions are temporary in nature and properly used to obtain an expertise not available in the current work force.

h. Intelligence Positions. Certain intelligence positions covered by the DOD-wide Civilian Career Program for General Intelligence Personnel are excepted (see DOD Manual 1430.10–M–3 and Chapter 3).

i. Schedule C Positions. These are policy determining positions or positions which involve a close personal or confidential working relationship between the incumbent and the Secretary of the Army or his/her key officials.

j. Positions Used to Provide Employment Under Special Programs.

Positions normally in the competitive service may be used to provide excepted service employment to individuals under certain special programs such as the Handicapped, Vietnam era veteran, and others. Individual programs are discussed in paragraph 4–6 below.

4–2. Requirements

Appointees to the excepted service must meet all appointment criteria set forth in the applicable excepted appointing authority. In general, experience and training (qualification) requirements for excepted positions are similar to those for comparable positions in the competitive service. The Office of Personnel Management has established citizenship requirements for appointments under the Veterans Readjustment, Federal Junior Fellowship, and Schedule B cooperative education authorities since these appointments lead to conversion to the competitive service. Applicants need not possess competitive status to be considered for an excepted appointment. Sons and daughters of Army employees (military and civilian) may not be given excepted appointments in summer programs (e.g., Summer Aid Program) or student employment programs (e.g., Cooperative Education and President's Stay-in-School Programs). However, Army employee sons and daughters who are severely physically handicapped, mentally retarded, or meet specified economic need criteria may be exempted from this restriction under certain conditions.

4–3. Recruitment

As in the competitive service, Civilian Personnel Offices are responsible for all recruitment to fill vacancies in the excepted service. Office of Personnel Management announcements and registers are not, however, a part of the recruitment process for excepted positions, although they may be used as an informal recruitment source in some instances. Candidates for these positions must file an application directly with the Civilian Personnel Office recruiting for the vacancy. State Employment Service offices, school counselors, private and public welfare agencies, State Vocational Rehabilitation agencies, Veterans' Administration offices, and private organizations concerned with veterans and the handicapped are important recruiting sources, particularly for the special programs. Sources of minorities and women should be included as an integral part of recruitment efforts. Candidates for excepted positions are rated and ranked by the Civilian Personnel Office using procedures with substantially the same features as the competitive examining system. While agencies are responsible for recruitment for excepted positions, the Office of Personnel Management does reserve to itself the right to review and approve individual appointments under a number of excepted appointing authorities. Such prior approvals, if required, are set forth in the individual appointing authorities as listed in FPM 213.

4–4. Status and Tenure Provisions

Excepted Service appointees do not acquire competitive status or tenure on the basis of such appointments. Veterans' Readjustment, Federal Junior Fellowship, mentally retarded, and certain physically handicapped and Cooperative Education Program appointments can, however, lead to noncompetitive conversion to the competitive service as discussed in paragraph 4–6 below. Former Peace Corps, VISTA, and ACTION cooperative volunteers may be appointed noncompetitively to the competitive service, ordinarily within one year from satisfactory completion of volunteer service (FPM 315). Excepted service under several of the independent merit systems (e.g., Panama Canal Employment System, Tennessee Valley Authority, Postal Career Service) can be qualifying for noncompetitive appointment or transfer to the competitive service under specified conditions as discussed in FPM 315. Upon such conversion, noncompetitive appointment, or transfer to a competitive position, service under the qualifying excepted appointment is usually (but not always) creditable toward the service requirements for career tenure and completion of a probationary period. FPM 315 provides detailed guidance on the crediting of excepted service for these purposes.

4–5. Types of Appointment

Appointments may be permanent (without condition or time limitation), temporary (with a definite time limitation), indefinite (nonpermanent without a definite time limitation), or conditional (nonpermanent but potentially qualifies the employee to become a part of the permanent work force). Veterans Readjustment and Cooperative Education Program appointments are examples of appointments made on a conditional basis.

4–6. Special Programs

The special programs that can be implemented under various excepted appointing authorities are of primary concern in this pamphlet. These programs should be considered along with the additional special programs in the competitive service (see chap. 3) for possible implementation at Army activities. The special programs are:

a. Severely Physically Handicapped. The excepted appointment authority in section 213.3102(u) of Schedule A can be used to provide continuing employment to those individuals with physical handicaps of such a severe nature that they are unable to compete fairly under the competitive examining system. Persons with severe hearing or visual impairments or severely impaired mobility may be considered for excepted appointment as well as individuals with several handicaps of a less severe nature which, when considered together, create a serious employment handicap. It is important to remember that a physical disability alone is not enough to qualify an individual for such excepted appointment. There must be evidence that the disability greatly reduces the individual's opportunity for permanent competitive appointment. There must also be certification from a counselor of either the Veterans Administration or the State vocational rehabilitation agency that, in the counselor's judgment, the proposed appointee has the ability to perform the duties of the position, is physically qualified to do the work without hazard to himself/herself or others, and is competent to maintain himself/herself in the work environment. The individual may be initially appointed to a continuing position or given a 700-hour temporary trial appointment. The trial appointment can be useful in overcoming employer reluctance to hire the handicapped on a permanent basis for fear they will not be able to perform efficiently or safely, or fit in with and be accepted by the work force. Upon completion of 2 years of substantially continuous service and successful job performance on a nontemporary excepted appointment, supervisory recommendation, and meeting other requirements for conversion, a severely physically handicapped employee may be noncompetitively converted to a career-conditional (or career) appointment.

Authority/Reference: FPM 213 and 306.

b. Mentally Retarded Program. Mentally retarded individuals are usually appointed by use of the Schedule A, section 213.3102(t) authority. Mental retardation is a chronic and lifelong condition. In most cases it is an improvable handicap, involving a limited, but nonetheless existent ability to learn, to be educated, and to be trained for useful productive employment. The condition may be alleviated through special education, rehabilitation and proper care. It is a mental impairment which may range from mild to profound. The majority of mentally retarded individuals is capable of useful employment. The mentally retarded excel in positions involving routine duties and have high retention rates in such positions, which normally have high turnover rates. Examples of such positions are laborer, radio repairer helper, messenger, data transcriber, telephone operator, clerk, laundry worker, food service worker, janitor, office machine operator, and file clerk. It is necessary to obtain certification from an official of the appropriate State vocational rehabilitation agency that the mentally retarded individual can perform the tasks of the selected position, can be expected to perform without hazard to himself/herself or others, and is competent to handle necessary social relationships on and off the job without an unreasonable amount of help. Upon completion of 2 years of substantially continuous service and successful job performance on a nontemporary excepted appointment, supervisory recommendation, and meeting other requirements for conversion, a mentally retarded employee may be noncompetitively converted to a career-conditional (or career) appointment.

Authority/Reference: FPM 213 and 306.

c. Prisoner Work-Release Programs. Inmates of Federal, District of Columbia, and State penal and correctional institutions may be appointed under Section 213.3102(x) of Schedule A when participating in work-release programs. Work-release is normally limited to approximately the 6-months immediately preceding release or parole eligibility; however, when used to complement institutional training programs or to provide prisoner income, work-release may be for longer periods of time. Local labor organizations must be consulted before an Army activity participates in a work-release program and there must be no displacement of current Army employees by the prisoners. Prisoners may not be employed in skills, crafts, or trades in which there is a surplus of available labor in the locality. Employment under Section 213.3102(x) may continue for up to one year after the individual is released from custody. This provides a period of employment upon which to base suitability and other determinations for later consideration under competitive examining procedures. After release from custody and during the trial employment period, these excepted employees, as appropriate, should be en-

couraged to apply for competitive appointments under Office of Personnel Management examination announcements.

Authority/Reference: FPM 213 and 306.

d. Veterans Readjustment Appointment Program. Vietnam era veterans (VEV) are a group most likely to experience difficulty in obtaining employment because of inadequate education, skills, training, and work experience. The Veterans Readjustment Appointment (VRA) authority, originally established by Executive Order 11521 on 26 March 1970, and expanded under PL 95–520, is available for use through 30 September 1981 to provide VEV productive employment while they are acquiring needed education or training. Qualified VEV may be given a VRA excepted appointment in positions at grade GS–7 (or equivalent) and below. Upon completion of 2 years of substantially continuous service on the VRA appointment and satisfactory completion of the training or education program, the veteran is converted to a career or career-conditional appointment. In order to qualify for a VRA appointment, a veteran must meet the following conditions:

(1) Have served some or all of his or her active duty in the Armed Forces of the United States during the Vietnam era (5 August 1964 to 7 May 1975).

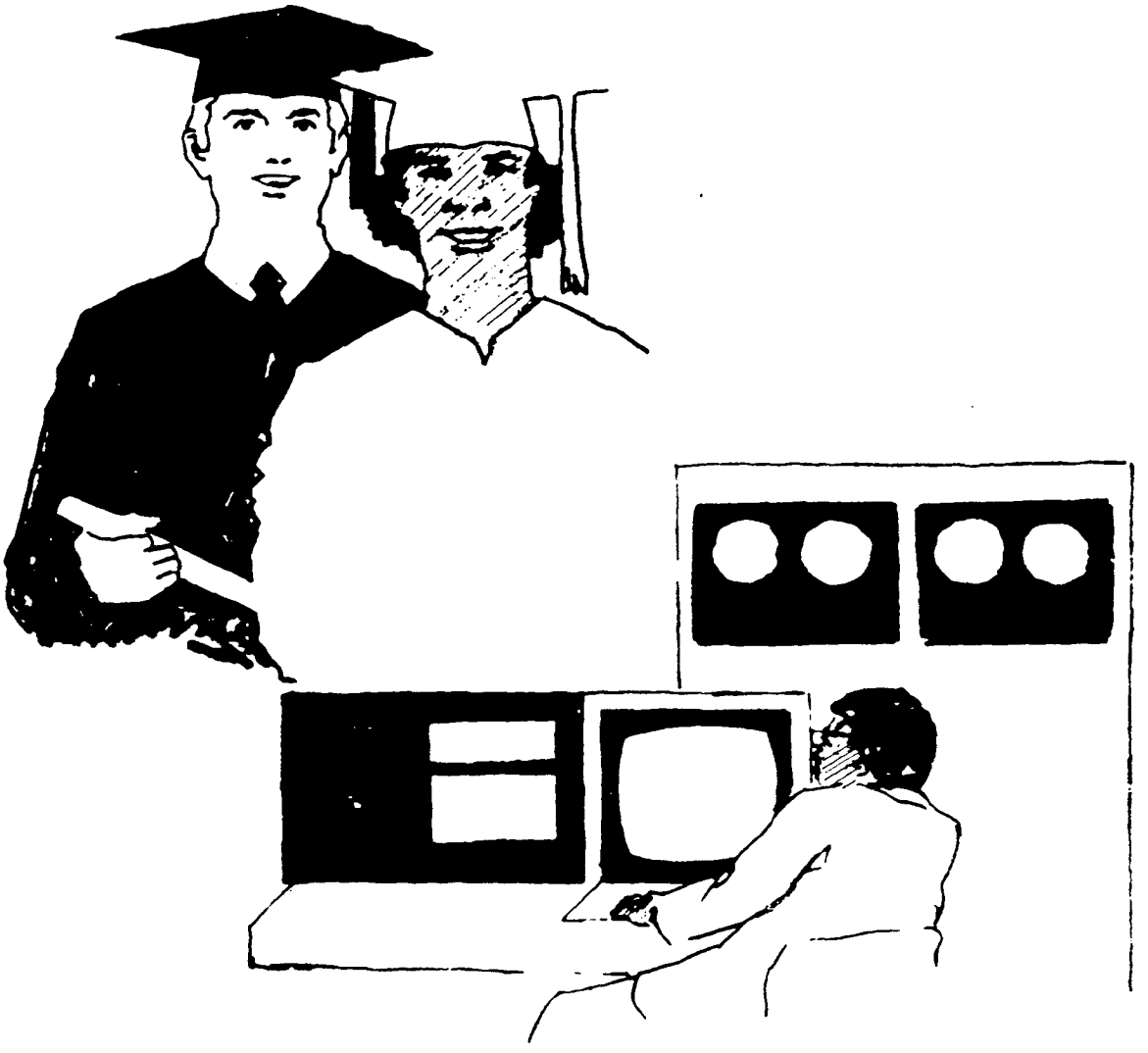
(2) Have completed not more than 14 years of education. It is important to note that compensably disabled veterans and veterans discharged because of service-connected disabilities are exempt from this maximum education requirement.

(3) Be a United States citizen.

(4) Have been discharged under other than dishonorable conditions.

(5) Agree in writing to pursue a training or educational program while on the VRA appointment. The education or training program should be directed toward attainment of an objective which is consistent with the veteran's career goals.

Authority/Reference: FPM 307.



e. Cooperative Education Programs for Baccalaureate Students. Cooperative education is a long-established program which provides for periods of study interspersed with periods of study-related work. The blend of academic study and work experience provided by cooperative education has many benefits. For the student, it lends relevancy to learning, provides a realistic exposure to career opportunities, allows for early adaptation to the work environment, and helps pay expenses during the school years. For employers, cooperative education permits selection for career jobs on the basis of proven performance, provides a means of directing students toward occupations that promise career opportunities, alerts supervising staff to new methods and concepts, and reduces the high rate of turnover that is characteristic of college graduates during the first 3 years on a job. Baccalaureate cooperative education students (students in 2-year or 4-year colleges who are pursuing a baccalaureate degree) are appointed under section 213.3202(a) of Schedule B in positions at grades GS–2 through GS–5 and involving duties which will prepare the student for a career field related to his or her

study. In order to use this appointing authority, Army activities must have a current written working agreement with each college or university providing cooperative students. Army activities are authorized to provide tuition support to certain cooperative education students as discussed in CPR 410. Students are carried on leave without pay during the periods they are attending school. This usually means that two students, alternating periods of work and study, can be employed in one position. Alternation of pairs of students in this manner enables Army managers to employ larger numbers of students since the two students count as one against authorized employment ceilings. Students may not work on a part-time basis except in unusual and rare work related instances. Upon completion of the cooperative education program, graduation from college, recommendation of the employing activity and meeting of all other requirements (e.g., written test, if applicable), cooperative education students may be converted noncompetitively to a career-conditional (or career) appointment at the GS–5 or 7 level. Conversion must be to a position in the same occupational area in which the student received training. If, because of space limitations, the employing activity is unable to convert the cooperative student, the student's name will be provided to command headquarters for possible assignment to another Army activity.

Authority/Reference: FPM 213 and 308.

f. Cooperative Education Programs for Graduate Students. Appointments to cooperative education positions at the graduate level are made under provisions of the Schedule B, section 213.3202(b) authority in career-related positions at grade GS–5 or GS–7 depending upon the qualifications of the individual student. Written agreements must be negotiated with each college or university furnishing graduate students. The length of appointments should be determined jointly by the Army activity and the school and should provide adequate time for students to complete requirements for graduate degrees. Such requirements, however, must not exceed 30 months for master's and 42 months for Ph.D degree candidates from the beginning of their educational program to the awarding of their degrees. Although most assignments should be completed on a full-time basis, part-time schedules may be arranged under certain conditions. Students who complete requirements for the advanced degree and have satisfactorily performed work assignments may, at the option of the employing activity, be noncompetitively converted to career-conditional (or career) appointments.

Authority/Reference: FPM 213 and 308.

g. Cooperative Education Programs for Nonbaccalaureate Students in 2-Year Educational Institutions. Cooperative students who are

working toward associate degrees in community and junior colleges or qualifying technical institutes may be employed in GS–2 and GS–3 positions as follows:

(1) Students may be employed under the Schedule B, section 213.3202(c) authority in certain occupations (e.g., Clerk-Stenographer, Secretary, Biological Technician, Accounting Technician, Medical Radiology Technician, and Engineering Technician) for which there is a continuously high and geographically widespread need. Work normally must be scheduled on a full-time basis for each work period and part-time employment is not usually permitted. Students who attain the associate degree, are recommended by the employing activity, and meet all other requirements (e.g., written test, if applicable) may be noncompetitively converted to competitive service appointments at the GS–4 level. Conversion must be in an occupational series which was approved for Schedule B appointment prior to the student's graduation.

(2) Students whose major fields of study are not related to a high need occupation covered by Schedule B may be appointed under the Schedule A, section 213.3102(g) or (q) authorities. These students may be employed on a part-time or a full-time basis. They are not eligible for noncompetitive conversion and must be terminated upon their graduation. These students should, however, be encouraged to compete for competitive service appointments under Office of Personnel Management announcements.

Authority/Reference: FPM 213 and 308.

h. Cooperative Education Programs for Students in High Schools. High school students in grades 9 through 12 and at least 16 years of age may be employed on a part-time basis (see CPR 990–2.610.S1) in accordance with a written cooperative education agreement between the employing activity and the high school. Work must be on a planned schedule and may not exceed 1040 hours in any 12-month period. Students under 18 years of age are subject to restrictions on employment in hazardous occupations. Employment is at the GS–1 level or wage grade equivalent and provided under the following authorities:

(1) Schedule A, section 213.3102(g) for students pursuing careers in the office skills or trades and crafts.

(2) Schedule A, section 213.3102(q) for students in paraprofessional and technical positions in the General Schedule.

Authority/Reference: FPM 213 and 308.

i. The Harry S. Truman Memorial Scholarship Program. The Harry S. Truman Scholarship Foundation, established by the Congress under P.L. 93–642 as the official memorial to honor the 33rd President, conducts an educational scholarship program designed to provide op-

portunities for outstanding students to prepare for careers in the public service. Each year, through nationwide competition, one scholarship is awarded to a resident in each of the 50 states, the District of Columbia, and Puerto Rico. Also, Guam, the Virgin Islands, American Samoa, and the Trust Territories of the Pacific Islands represent a single entity. Therefore, 53 students are selected annually. These students are selected to participate in Federal, State, or local government career-related work-study programs and are appointable in the Federal service under Schedule B, section 213.3202(d). Agencies have the final responsibility for selection of students recommended to them by the Harry S. Truman Foundation. The length of the work-study assignment is determined jointly by the agency and the Foundation. Students may be noncompetitively appointed to competitive service positions under conditions outlined in FPM 308.

Authority/Reference: FPM 213 and 308.

j. Legal Intern Program. Students who are candidates for J.D. or LL.B degrees may be appointed to legal intern positions at grades GS–5 and 7. The student must be attending law school on a substantially full-time basis. Appointments must be terminated upon the student's graduation from law school. After graduation, however, the individual may be considered along with other eligible applicants for excepted appointment as a Law Clerk or Attorney.

Authority/Reference: FPM 213.

k. President's Youth Opportunity Stay-in-School Campaign. This program is designed to employ, on a part-time basis, high school and college students age 16 or older who need earnings to stay in school. These students may work up to 16 hours a week when school is in session and up to 40 hours a week during vacation periods, including summers. They are appointed under the provision of Schedule A, section 213.3102(w) and hired on spaces exempt from normal employment ceiling controls. In most cases these students receive the minimum wage for the locale in which they work. Employees in this category may, however, be paid on either the Classification Act or Wage Grade pay scales when the work they perform warrants such treatment. The handicapped and mentally retarded who meet certain criteria established by the Office of Personnel Management may be appointed under this program without regard to their economic need.

Authority/Reference: FPM 213.

1. Summer Aid Program. This program is designed to provide productive employment for youths ages 16 through 21 who are economically disadvantaged. Youths employed under this program are appointed

under section 213.3102(v) of Schedule A on spaces exempt from normal employment ceiling controls, must meet economic or educational needs criteria established by the Office of Personnel Management each year, are assigned to positions requiring no specific knowledge or skill, and must be assigned to positions which are needed and are not "make work." Summer Aids are to be provided on-the-job and other training designed to provide skills related to the summer job and to develop an understanding of the working world.

Authority/Reference: FPM 213.

m. The Federal Summer Intern Program. This program is designed for the purpose of involving talented college (undergraduate and graduate) student leaders in operations of the Federal Government through meaningful summer employment in Federal agencies. The majority of the approximately 800 intern positions filled each summer is located in the Washington, D.C. metropolitan area. The Office of Personnel Management annually announces the program to college and university officials. Schools electing to participate are invited by participating Federal agencies to nominate students for positions. Students are considered for nomination by their schools on the basis of scholastic ability, demonstrated leadership qualities, honors, awards and recognition, and career goals and interests. Students are appointed under section 213.3102(q) of Schedule A or Civil Service regulation 316.402(a) as appropriate. Appointments may be made at grades GS–4 to GS–11 depending on the individual's qualifications. Positions used to support the Federal Summer Intern Program should involve substantive, mission-oriented duties and be in administrative, professional, or technological fields.

Authority/Reference: FPM 213, 308, and 316.

n. Federal Junior Fellowship Program. Federal Junior Fellows are hired with the expectation that they will return to work each summer and vacation period throughout their undergraduate study. They are not permitted to work part-time during the school year under this program. Junior Fellowship positions are designed to provide a progressively more responsible work experience each year. Candidates for Junior Fellowship positions must be in the upper 10 percent of their graduating high school class, accepted for admission to a college or university, need an income in order to attend college, be interested in a Federal career following college graduation, and be nominated by their high school. These students are appointed under section 213.3202(f) of Schedule B. Junior Fellows are exempt from normal employment ceiling controls. They are to assist scientific, professional, or technical employees and may not be placed in positions of a routine clerical type. Junior Fellows

who complete requirements for a bachelor's degree and have satisfactorily performed work—study assignments may be noncompetitively converted to career-conditional appointments.

Authority/Reference: FPM 213 and 308.

o. Presidential Management Intern Program. This program was established by Executive Order 12008 on 25 August 1977. The purpose of the program is to attract to the Federal service individuals of exceptional management potential who have received special training in planning and managing public programs and policies. Each year the Presidential Management Intern Program will match the job interests of 250 outstanding graduates with the high priority needs of Federal agencies. The program has a strong intergovernmental focus and interested State and local governments may hire the interns. Candidates for the internships must have completed a graduate study program with concentration in public management, be nominated by the college dean, and pass a regional screening process. Internships are two years in duration, with initial appointment at the GS–9 level. Interns who perform satisfactorily and meet the time-in-grade requirements may be promoted to GS–11. After 2 years successful performance and upon noncompetitive conversion to career-conditional appointment, the interns may be promoted to GS–12. Interns are appointed under section 213.3102(ii) of Schedule A. The internship is designed to facilitate placement in career positions. An intensive intern development plan is developed for each selectee.

Authority/Reference: FPM 213 and 362.

p. President's Executive Interchange Program. The Schedule A, section 213.3102(cc) authority is used to appoint executives from the private sector who have been selected by the President's Commission on Personnel Interchange to participate in the President's Executive Interchange Program. Federal employees are similarly selected by the Commission for assignments in the private sector. Each year HQDA solicits nominations of Army employees for participation in this program and, at the same time, identification of positions to support assignments of private sector executives to Army. Assignments are usually at the GS–13 to 15 grade levels. The program is designed to foster cooperation and interchange of expertise between private industry and the Federal government. This is considered a developmental rather than a staffing program. Interchange executives must agree to return to their permanent employer upon completion of the interchange assignment.

Authority/Reference: FPM 213.

4–7. Other Significant Excepted Appointing Authorities

There are several excepted appointing authorities which have more

limited application than those discussed above, but with which all Army managers should be familiar. These appointing authorities are:

a. Schedule A, Section 213.3102(o). College faculty members may be appointed up to 130 days a year in positions of a scientific, professional, or analytical nature.

Authority/Reference: FPM 213.

b. Schedule A, Section 213.3102(p). This authority provides for appointment of graduate students to positions of a scientific, professional, or analytical nature if the work of the student is to be used toward completion of certain academic requirements for the graduate degree.

Authority/Reference: FPM 213.

c. Schedule A, Section 213.3102(q). High school science and mathematics teachers may be appointed to GS–7 or below positions to assist scientific, professional, or technical employees. This authority is also used for appointment of certain cooperative education program students as discussed in paragraph 4–6 above.

Authority/Reference: FPM 213.

d. Schedule A, Section 213.3102(11). This authority enables the appointment of interpreters for deaf employees and reading assistants for blind employees.

CHAPTER 5
EMPLOYMENT OPPORTUNITIES OUTSIDE THE CIVIL SERVICE SYSTEM

5–1. General

The majority of Federal employees is employed under the civil service system discussed in previous chapters and paid from funds appropriated by Congress (tax dollars) for the operation of programs of their agency. They are frequently referred to as "civil service" or "appropriated fund" employees. Employees under the nonappropriated funds (NAF) employment system are not a part of the civil service system. There are also certain special programs under which individuals may work on Federal installations and not be considered a part of the Federal work force (i.e., the civil service system). Except as stated in paragraph 5–5 below, there are no current provisions for conversion of such employees into the Federal service. To enter the Federal civil service, these individuals must follow procedures covered in Chapters 4 and 5 of this pamphlet. It is the purpose of this chapter to describe these types of employment programs.

5–2. Nonappropriated Funds (NAF) Employment System

This system covers a large group of employees who are paid from funds generated by agencies from the sale of goods or services. Employees under the system are usually referred to as "nonappropriated

fund" (NAF) employees since no Federal funds are appropriated for their pay or benefits. These employees are not a part of the civil service system and are not subject to the majority of the laws administered by the Office of Personnel Management. It has been a longstanding policy of the Department of the Army that NAF employees are essential to the operation of the military establishment and that their treatment as individual employees be substantially comparable to that afforded Federal employees. There are many different activities operated by nonappropriated funds. Major examples are the Army and Air Force Exchange System, the Army and Air Force Motion Picture Service, and Army Clubs and Messes. Each of these activities plays an important role in providing morale and recreation services to military personnel and their dependents. As in the civil service, NAF positions are filled on the principle of merit. Information on NAF positions may be obtained from the local Civilian Personnel Office.

Authority/Reference: AR 230–2.

5–3. Hosting Enrollees of Federal Grant Programs

The Comprehensive Employment and Training Act of 1973 as well as other manpower and training legislation, provides funds to States, local governments, and Indian tribes on Federal reservations which they can use for manpower programs designed by them to meet their own needs. These Federal grant funds enable a variety of employment and training programs which focus on special groups (e.g., disadvantaged youth, the unemployed, and the underemployed). Federal agencies can provide "work experience" to beneficiaries (enrollees) of these grant programs under "hosting" arrangements in which the enrollees are not paid by or considered employees of the Federal agency. Rather, the enrollees are paid by the State or local government from grant funds. Under some of these programs, the Federal agency may be expected to assume a portion of the costs. The costs to Federal agencies for hosting grant program enrollees is thus extremely low. A major objective of these programs is to prepare the enrollees to compete for unsubsidized jobs in the nation's work force (public and private sectors). Enrollees should be encouraged by host activities to establish their eligibility on Office of Personnel Management registers in order that they can compete for permanent civil service employment. Individuals interested in becoming enrollees of Federal grant programs should be referred to the Federal agency which administers the grant funds or to the State or local government agency operating programs with the funds. Hosting of enrollees in Federal grant programs must be authorized by statute. The programs listed below are those known to be authorized for participation by all agencies:

a. The Work Incentives Program (WIN). This program is administered by the Department of Labor (DOL) in cooperation with the Department of Health, Education, and Welfare and is designed to move men, women, and out-of-school youths age 16 and older off the rolls of Aid to Families with Dependent Children and into meaningful, permanent, productive employment. Army activities can provide up to 13 weeks of work experience, wholly funded by WIN, to WIN enrollees. Information on the WIN program may be obtained from the State Employment Service or the appropriate DOL Regional Manpower Office.

b. The College Work-Study Program (CWSP). This program provides part-time and vacation employment to undergraduate and graduate students, particularly those in financial need. Federal agencies that host CWSP enrollees are usually called upon to pay at least 20 percent of the student's compensation. Information on CWSP may be obtained from the Office of Education or the educational institution a student is attending.

c. The Vocational Education Work-Study Program. This program is designed to assist economically disadvantaged full-time vocational education students, age 15 – 20, to remain in school by providing part-time employment with public employers. Federal agencies may host only those enrollees age 16 or older. Agencies are frequently called upon to contribute about 20 percent of the student's pay. Information on the program may be obtained from the appropriate regional office of the Department of Health, Education, and Welfare or the State program coordinator.

d. Senior Community Service Employment Program. This program fosters useful part-time work opportunities in community service activities for unemployed low-income persons who are 55 years old or older and who have poor employment prospects. Hosting Federal agencies may be asked to assume at least 10 percent of costs. Information may be obtained from regional offices of the Departments of Labor and Health, Education, and Welfare.

e. Programs under the Comprehensive Employment and Training Act (CETA). The purpose of the Act is to provide job training and economic opportunities for economically disadvantaged, unemployed, and underemployed persons and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency by establishing a flexible and decentralized system within Federal, State, and local governments. Federal agencies are authorized to host CETA enrollees by providing work, training, projects, and onsite experience on tasks involving the agency's mission. Information on CETA programs may be obtained from Employment and Training Regional Offices of the Department of Labor.

Authority/Reference: FPM 309.

5–4. Unpaid Work Experience Programs for Clients of State Vocational Rehabilitation Agencies

The Rehabilitation Act of 1973 permits Federal agencies to provide unpaid work experience for clients of State vocational rehabilitation agencies which will rehabilitate clients and enable them to compete for permanent productive employment. Assignments of enrollees may not displace current Army employees or impair existing contracts for services. It is necessary to have a written working agreement with the rehabilitation agency. The installation's Coordinator for Selective Placement of the Handicapped should be involved in planning and implementing the program.

Authority/Reference: FPM 306.

5–5. On-the-Job Training Programs for Disabled Veterans Who are Clients of the Veterans Administration

Rehabilitation services are provided by the Veterans Administration to veterans with service-connected disabilities which will enable them to engage in gainful employment. Army activities can enter into agreements with the Veterans Administration to provide on-the-job training and/or work experience without pay to qualified disabled veterans. The veterans are paid a subsistence allowance by the Veterans Administration. Disabled veterans who complete such a training program may be noncompetitively appointed to a competitive civil service position with the prior approval of the Office of Personnel Management. Training plans must be approved by the appropriate Office of Personnel Management Area Office *prior* to the beginning of the training in order to permit noncompetitive appointment on completion of the training.

Authority/Reference: FPM 306 and 315.

5–6. Intergovernmental Personnel Act (IPA) Mobility Assignments

The Intergovernmental Personnel Act of 1970, as amended, authorizes the temporary assignment of employees between Federal agencies and State or local governments, institutions of higher education, Indian tribes and tribal organizations, and certain nonprofit organizations. Such assignments are intended to facilitate cooperation among these agencies through the short-term assignment of skilled manpower. Assignments may be negotiated for periods of up to 2 years and extended with proper prior approval for up to an additional 2 years. Such assignments must be of mutual benefit to the participating agencies. The assignment must be agreed to by the employee, who must also agree to serve with the Federal Government upon completion of the IPA assignment for a period equal to the length of the assignment. Assignees are expected to

return to their permanent employer upon completion of the mobility assignment. While assignees from outside the Federal Government can be given a temporary civil service appointment, most serve on "detail" from their permanent employment where they remain an employee for most purposes. Arrangements can be made by the Federal agency to reimburse the participating outside agency for all or a portion of the costs of the mobility assignment. Costs are usually shared based on expected benefits to each party to the assignment agreement.

Authority/Reference: FPM 334.

5–7. Student Volunteer Service

The Civil Service Reform Act of 1978, Public Law 94–454, authorized Federal departments and agencies to establish programs designed to provide educationally related work assignments for student volunteers without pay. Volunteer programs must be conducted through written agreements with educational institutions (e.g., high schools, trade schools, junior colleges, and colleges) or with organizations officially designated by schools or boards of education to coordinate the placement of students in nonpaid work assignments. In order to qualify, a student must be enrolled at least half-time under his or her school's academic program. Although student volunteers are not Federal employees, their service is creditable for competitive examination purposes. Some participating schools may award course credit for the service. Care should be taken in designing volunteer programs to avoid conflict with paid student employment programs, particularly when morale problems may result from paid and unpaid students performing similar duties.

Authority/Reference: FPM 308.

The proponent agency of this regulation is the Office of the Deputy Chief of Staff for Personnel. Users are invited to send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications and Blank Forms) directly to HQDA (DAPE-CPS) WASH DC 20310.

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