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25433

# Report To The Congress

OF THE UNITED STATES

## Comparison Of The U.S. Government Printing Office's Pay And Classification System To Other Federal And Private Sector Systems

GAO reviewed the compensation of Government Printing Office (GPO) employees who collectively bargain and found that they receive higher wages than do printing and lithographic employees at other Federal agencies or in private sector firms in the Washington, D.C., area. This report identifies a number of factors that account for the wage differences, including the fact that GPO wages have not been affected by pay caps imposed on Federal employees paid under the General Schedule and Federal Wage System.

Management and labor have been unable to agree on wages since 1979, and the Congressional Joint Committee on Printing has had to make final settlements. GAO believes that a joint labor/management task force should be established to consider new pay practices for GPO. GAO offers two options: adopting different collective bargaining methods used by other Federal agencies and bringing GPO under other existing Federal pay systems.



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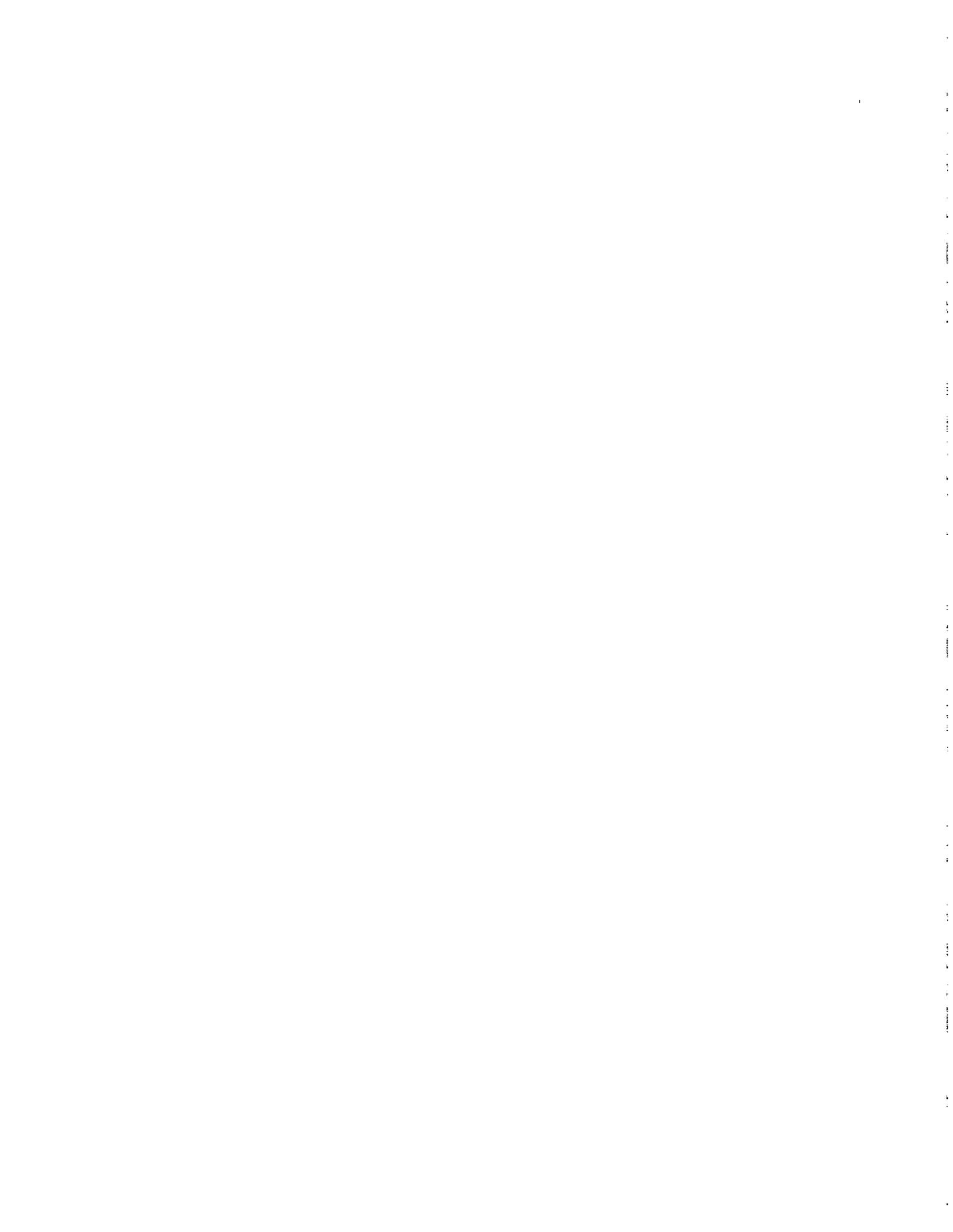
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To the President of the Senate and the  
Speaker of the House of Representatives

This report was prepared in response to a request from six Members of Congress. It summarizes GAO's comparison of the Government Printing Office's (GPO's) classification and pay-setting system to other Federal and private sector systems. The report shows that collective bargaining employees of GPO are paid more than other Federal or private sector workers for substantially the same work.

We are sending copies of this report to the Chairman, Joint Committee on Printing; Public Printer, Government Printing Office; Chairman, Joint Council of GPO Unions; Director, Office of Management and Budget; Director, Office of Personnel Management; and other interested parties.

*Charles A. Bowser*  
Comptroller General  
of the United States



D I G E S T

At the request of Members of Congress, GAO evaluated the pay practices and classification systems of the Government Printing Office (GPO) and compared them with pay and classification systems used by other Federal agencies and the private sector in the Washington, D.C., area.

PAY-SETTING PRACTICES IN  
THE FEDERAL GOVERNMENT

GPO's pay-setting system for employees in collective bargaining units is not subject to the pay principles that apply to the Government's administratively set pay systems--General Schedule and Federal Wage System (FWS).

Federal pay principles include:

- Setting and adjusting Federal pay rates that are in line with comparable or prevailing rates in the private sector.
- Offering equal pay for substantially equal work.
- Maintaining pay distinctions that recognize substantial differences in duties, responsibilities, and skill requirements.

Most Federal white-collar employees are under the General Schedule pay system. The comparability process for this system includes a provision that allows the President to offer an alternative plan if the annual comparability adjustment is not warranted because of "national emergency or economic conditions affecting the general welfare." Accordingly, in 6 of the last 8 fiscal years, Presidents have proposed and the Congress has approved alternative plans for pay raises smaller than those recommended by the comparability process. The Congress also has limited pay raises for Federal blue-collar employees in the FWS for each of the last 5 fiscal years. GPO wage

agreements have not been subjected to such limitations.

Like GPO, other Federal agencies that collectively bargain for wages, such as the Postal Service and Tennessee Valley Authority, have not been affected by Presidential or congressional pay restrictions.

The Kiess Act, which allows GPO units to bargain for wages, does not require that rates be comparable with those in the private sector. The collective bargaining systems of TVA, the Postal Service, and other agencies that bargain for wages do contain such requirements. The criteria for negotiating wages at GPO are that pay rates be in "the interest of Government and just to the persons employed." The same criteria apply to compensation for night and overtime work.

COMPARISON OF GPO WAGES AND  
BENEFITS WITH FEDERAL AND  
NON-FEDERAL COUNTERPARTS

Employees in GPO bargaining units receive more in wages and in shift differentials than do printing, lithographic, and other blue-collar employees in other parts of Government. In 21 job comparisons GAO made, the wage difference between GPO employees and other Federal employees for calendar year 1982 averaged 42 percent overall, or \$8,410--a range of \$3,222 to \$17,879 (\$1.55 to \$8.59 an hour) more than the representative General Schedule or FWS wage rate for similar occupations.

GPO employees also were paid more than private sector employees in the Washington, D.C., area according to wage data collected by the Department of Defense for the FWS pay schedules. In eight job comparisons, GPO employees earned from \$.36 to \$5.14 more per hour than did private sector employees doing similar work.

From calendar years 1972 through 1982, cumulative percentage pay increases for GPO's collective bargaining employees have outpaced those of their Federal counterparts. GPO pay increases over this period ranged from 112 to 131 percent; pay increases for FWS employees

doing similar work ranged from 93 to 120 percent. And both GPO and FWS pay increases were higher than the 75 percent pay increases granted to General Schedule employees. The Consumer Price Index increased 130 percent over this same time period.

Unlike other Federal pay systems, GPO has not developed job-grading standards for all occupations within the printing craft trades. As a result, all journeyman employees within occupational groupings such as "compositors" and "bookbinders" make the same wage, despite the fact that jobs under these general titles require different work and skill levels. This practice is not always followed in the private sector. For example, in the Washington, D.C., area, private sector pressmen are paid different rates, depending on the type of printing press operated. At GPO, all journeyman pressmen are paid the same hourly wage rate.

Wage rates for all maintenance craft groups at GPO, such as electricians and carpenters, are linked to the wage rates paid to compositors. Thus, all employees in these groups, regardless of their specific jobs, receive the same rates of pay as compositors. Wage rates for central office printing plant workers, including laborers, truck drivers, warehouse workers, and other semiskilled and unskilled workers, are negotiated. And, under the current agreement, these employees receive the same percentage increases received by all GPO craft employees.

GPO's primary benefits, such as retirement, health and life insurance, and paid time off for vacations, holidays, and sick leave, are the same as those granted most other Federal employees. GAO did not independently compare Federal and private sector benefits, but the Congressional Budget Office and Hay Associates did. And their studies conclude that Federal benefits are generally comparable to those typically available in the private sector. These studies, however, did not specifically cover the printing and lithographic industry.

ALTERNATIVES TO GPO'S PAY  
AND CLASSIFICATION SYSTEM

GAO was asked to identify alternative pay and classification systems for GPO. GAO's review clearly shows that GPO management's approach and philosophy for setting wages differs sharply from that of the GPO unions. For example, management believes that GPO wage rates should be reduced and brought into conformity with wage rates paid to other Federal and private sector employees doing similar work in the same locality. GPO unions, on the other hand, contend that GPO's work is not comparable to the work performed in other Federal and private sector establishments. GPO management and labor have had impasses over pay since 1979. The congressional Joint Committee on Printing, which oversees GPO and makes all final wage settlements, has used third-party intervention (fact finder hearings) before making the last two wage settlements.

Several factors are responsible for the wage impasses at GPO. For example, technological changes have altered the role of the compositor craft to the extent that type can be set using a typewriter and computer software can perform the work formerly done by the skilled compositor. Such changes have affected the compositor craft, causing wage inequities and requiring substantial retraining.

Management wants to realign wages to recognize these changes in technology, while the unions maintain that pay increases are necessary to prevent a decline in real wages. Also, historically GPO has not required pay distinctions either within or between craft groups. Further, there are perceived and real differences between GPO and other Federal and private sector printing plants, and GPO unions believe these differences should be taken into account in wage negotiations.

In view of these factors, GAO believes that a long-term solution is needed to resolve the impasse over what is reasonable compensation for GPO employees. Therefore, GAO suggests that a joint labor/management task force, consisting of Government and private sector representatives, should be established to

identify features of public and private sector pay-setting practices that may be applicable to GPO. Two options that the task force should study as possible alternative pay systems for GPO are:

- To modify GPO's collective bargaining process to require that negotiated wage rates be determined on the basis of private sector prevailing wage surveys.
- To place GPO under appropriate Federal pay systems such as the FWS and General Schedule. Under this option, most GPO collective bargaining employees would be placed under the FWS.

- - - -

GAO sent a draft of this report to GPO, the Joint Council of GPO Unions, and the Chairman, Joint Committee on Printing, for advance review and comment. Their concerns are summarized below and discussed in more detail in chapter 7, which was added after GAO received the reviews and comments.

#### COMMENTS BY GPO

GPO's major observations on the draft report were that (1) an analysis and comparison of GPO and private sector premium pay and fringe benefits would enhance the report and (2) GAO's option suggesting modification of the collective bargaining process to require the use of private sector wage surveys as an alternative to the present system was neither feasible nor practical.

In response to GPO's first comment, the report now includes a discussion on premium pay and provides the results of major studies that compare Federal and private sector fringe benefits (see ch. 5). In regard to the option requiring that negotiated wage rates be determined on the basis of private sector prevailing wage surveys, GAO recognizes that this would not be free of controversy. However, this option is used by TVA and other Federal agencies that collectively bargain, and it

does provide basic criteria for setting wages. The advantages and disadvantages of both alternatives are discussed in chapter 6 (p. 46).

COMMENTS BY THE JOINT  
COUNCIL OF GPO UNIONS

The Joint Council of GPO Unions believed the draft report was incomplete because it (1) ignored the 1982 Fact Finder's report, (2) did not compare fringe benefits and workweeks, (3) implied that other Federal employee pay rates were comparable with the private sector, (4) did not set out the review methodology explicitly enough, and (5) based its options on an erroneous view of GPO's wage-setting practices, and would, if followed, make GPO workers less productive.

GAO did not discuss the Fact Finder's report in the draft because the report was not within the scope of GAO's original review. In comparing GPO's wages with wages for similar occupations in the General Schedule, the FWS, and the private sector, GAO used factors included in the Federal classification system--e.g., knowledge and skills, responsibilities, etc.--the same factors used in making wage and salary comparisons for the General Schedule and the FWS. The Fact Finder's conclusions, on the other hand, were based on such criteria as plant size and job production pressures, which may be relevant in collective bargaining but not in a comparison based on Federal job classification criteria.

As mentioned earlier, chapter 5 includes a discussion on fringe benefits. A comparison of GPO's workweek with those in the private sector appears in chapters 6 and 7.

GAO broadened its discussion of Federal employee pay rates, which are administratively set, to show that they are not comparable with those in the private sector and expanded its review methodology. Finally, GAO, recognizing that changes to the GPO collective bargaining

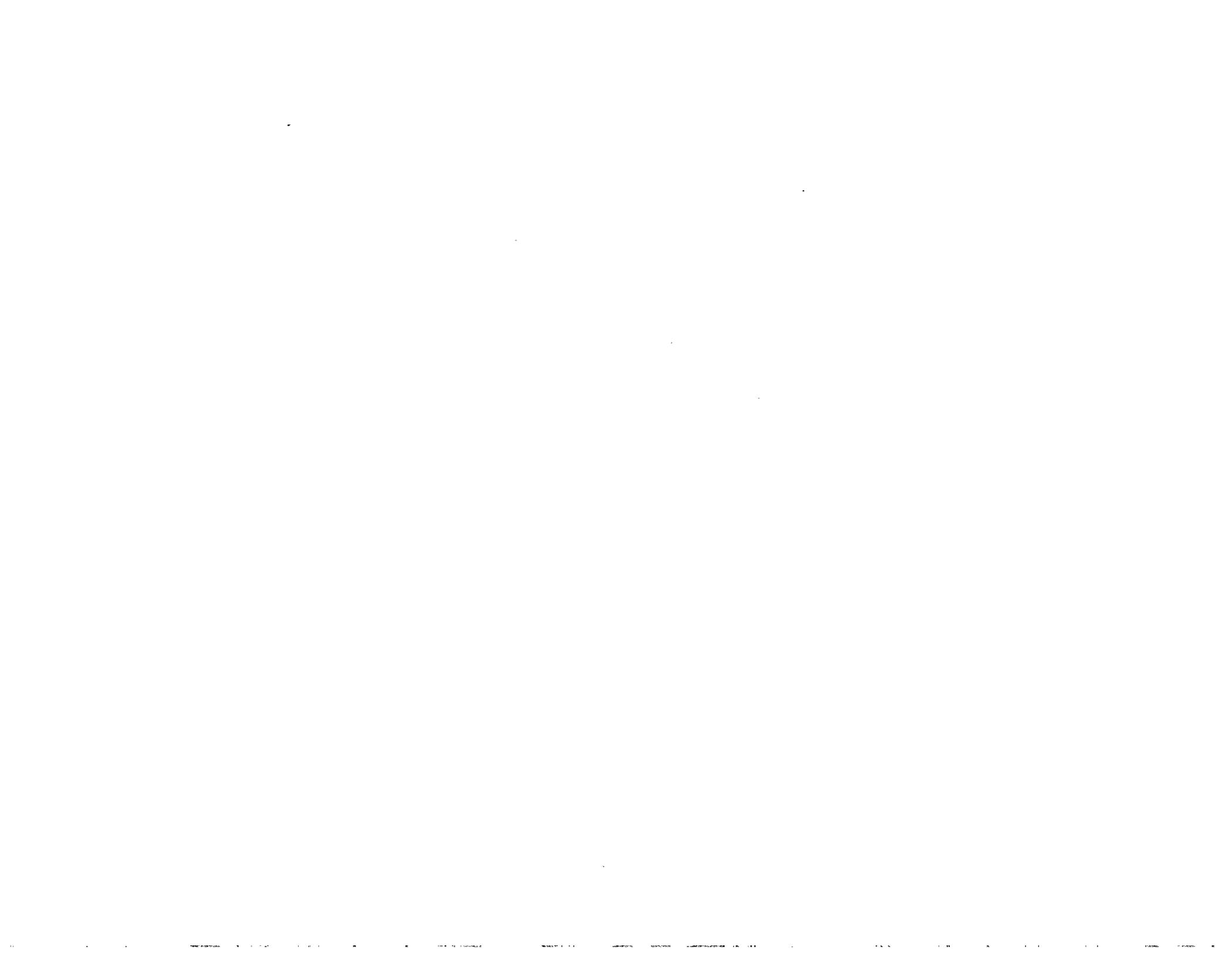
process could be disruptive, is proposing a joint labor/management task force to study appropriate changes or refinements to GPO's pay-setting process.

COMMENTS BY THE CHAIRMAN,  
JOINT COMMITTEE ON PRINTING

The Chairman of the Joint Committee on Printing, expressing his views rather than those of other committee members, was concerned (1) that the draft report was at odds with the Fact Finder's report and (2) that it did not refer to the factors the Fact Finder cited when he concluded that GPO was "not remotely comparable to any other federal printing facility."

Again, while the factors considered by the Fact Finder, such as the number of employees, the volume of work, and the diversity of equipment and machinery, may be relevant in a collective bargaining wage determination process, they are not considered in determining comparable jobs under the Federal classification standards.

Tear Sheet



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#### ABBREVIATIONS

BEP	Bureau of Engraving and Printing
BLS	Bureau of Labor Statistics
CPI	Consumer Price Index
DMA	Defense Mapping Agency
DOC/OP	Department of Commerce/Office of Publications
DOD	Department of Defense
DPS	Defense Printing Service

FWS	Federal Wage System
GAO	General Accounting Office
GPO	Government Printing Office
GS	General Schedule
OPM	Office of Personnel Management
TVA	Tennessee Valley Authority
USGS	U.S. Geological Survey



Composing Division staff to be reduced by approximately 90 percent--from 1,450 employees in 1977 to 180 employees in January 1983. In contrast, GPO's Electronic Photocomposition Division increased staff 600 percent--from 120 employees in 1977 to 862 employees in January 1983. During this time, over 400 journeyman compositors from hot metal operations were retrained for various electronic photocomposition processes such as video keyboarding, text editing, and phototypesetting.

Technological changes have also affected operations within GPO's Press and Bindery Divisions. In the mid-1960's, GPO's workload shifted from letterpress to offset printing, resulting in the need to retrain letterpress journeymen. In 1973, 437 employees worked in the letterpress section. That number dwindled to 142 in 1983. And since 1973, a total of 121 letterpress journeymen have been retrained to work in the Photopolymer, Negative, Offset Plate, and Offset Press Sections. The Bindery Division also has been affected during the last decade. New technology has been responsible for high-speed equipment; better binding materials, such as bookcloths and adhesives; microprocessor controlled equipment; and the development of equipment capable of multiple functions. Bindery operations, however, are still highly labor-intensive.

#### OBJECTIVES, SCOPE, AND METHODOLOGY

The objectives of this review were to (1) evaluate and analyze GPO's pay-setting and classification procedures at its central, field printing, and procurement offices, (2) compare GPO pay-setting practices with the General Schedule, the FWS, and systems used by other Federal agencies that negotiate wages, (3) compare GPO pay rates with those of Federal agencies and private sector firms having similar occupations, and (4) suggest alternatives to current GPO pay-setting and classification practices. We performed our work in accordance with generally accepted Government auditing standards and conducted our field work from January to March 1983.

We made onsite visits to the GPO central office, the Departmental Service Office, and regional printing and procurement offices in Chicago, Denver, New York, San Francisco, and Seattle. We interviewed GPO management officials at these facilities to obtain data on numbers of employees and pay-setting systems, and for background information on wages, premium pay rates, and benefits. From lists of names provided by both management and union officials, we selected and interviewed employees in nine occupational categories. Our goal was to determine their duties and responsibilities and to observe the work they perform. In making occupational comparisons, we used the Federal classification standards for General Schedule and FWS employees.

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As requested, we visited six other Federal printing and related facilities: the Pentagon Division of the Defense Printing Service, the Department of Commerce's Office of Publications and National Oceanic and Atmospheric Administration, the Office of the Federal Register, the National Labor Relations Board, and the Defense Mapping Agency's Hydrographic and Topographic Center. We also visited two other Federal printing facilities: the U.S. Geological Survey and the Bureau of Engraving and Printing. At these facilities, we obtained official job descriptions for the selected nine occupations and observed employees performing their assigned work.

In making occupational comparisons, we did not conduct a formal classification audit. We did, however, recognize and consider the same four factors the Office of Personnel Management (OPM) considers when it classifies a job: knowledge and skills, responsibilities, physical effort, and work environment.

We matched the GPO occupational categories to comparable General Schedule and FWS occupations with the assistance of an OPM classification specialist on printing and lithographic occupations. This comparison involved a review of written duties and an onsite review of specific jobs. We compared a total of 21 jobs in the nine occupational categories.

In our examination, we used GPO journeyman wage rates for the selected occupations and compared them to those in appropriate Federal pay systems. The GPO photocomposition and related occupational categories were compared to General Schedule equivalent grades at steps 4 and 10. We chose these two steps because step 4 is the level where most General Schedule employees are grouped in each grade, and step 10 reflects the highest possible pay rate for each grade.

The GPO wage rates for printing craft journeymen were compared to rates for equivalent grades on the FWS Printing and Lithographic Special Schedule for the Washington, D.C., area at steps 2 and 3. Step 2 is the representative or prevailing rate for the area, and step 3 is the highest rate possible in this three-step system.

The GPO wage rates for maintenance employees and printing plant workers were compared to rates for equivalent grades on the FWS Regular Schedule for the Washington, D.C., area at steps 2 and 5. These two steps again reflect the prevailing rate for the area and the highest rate possible in this five-step system.

Three of the six private sector establishments in the Washington, D.C., and Baltimore area that we were requested to visit advised us that they could not participate in our study.

We did visit the three remaining private sector establishments. Each visit included a tour of the facility and discussions of the occupational job requirements with management representatives.

To make our private sector wage comparisons, we used the FWS Washington, D.C., printing and lithographic wage survey results. The survey had been conducted by DOD in August 1982 and included about 135 printing and lithographic companies.

The various pay schedules (GPO, General Schedule, and FWS) differ in the number and timing of wage adjustments during each year. The GPO wage agreements provide for regular semiannual pay increases and semiannual cost-of-living increases. The General Schedule and the FWS schedule for the Washington, D.C., area are both adjusted at the beginning of each fiscal year. Therefore, to provide a uniform basis for comparison, we determined annual earnings by computing a weighted average hourly wage rate and multiplying it by 2,080 hours (the number of hours in an 8-hour workday, 260-day work year). Appendix II describes in more detail the procedures we used in making the wage rate calculations.

After computing annual earnings for each pay schedule in a calendar year, we compared both hourly and annual wage rates for similar GPO, General Schedule, FWS, and private sector occupations. Second, we compared GPO wage increases to the comparable Federal wage rates over a 5- and 10-year period ending December 31, 1982. We did an earnings analysis for all 21 wage comparisons.

GPO employees receive the same fringe benefits as do most other Federal employees. We did not make an independent comparison of GPO's benefits with those offered in the private sector. However, we did review reports on fringe benefit cost comparisons done by the Congressional Budget Office and the Hay Associates, and included the results of their work.

## CHAPTER 2

### PAY-SETTING PRACTICES

#### IN THE FEDERAL GOVERNMENT

Comparability with the private sector is generally the underlying principle for the pay systems covering most Federal employees--General Schedule for white-collar employees and FWS for blue-collar employees. And, as previously mentioned, collective bargaining determines the pay rates for other Federal employee groups, including GPO's central office journeyman craft, maintenance craft, and printing plant workers.

The following sections describe the Federal Government's pay-setting practices for the General Schedule, FWS, and collective bargaining.

#### GENERAL SCHEDULE

The Federal Salary Reform Act of 1962 established the principle that white-collar employee salary rates under the General Schedule should be comparable with the national average of private enterprise rates for the same levels of work. The law, as amended, enables the President to adjust salaries annually on the basis of a national survey that compares Federal salaries with those paid for similar work in private industry.

The Bureau of Labor Statistics (BLS) conducts the survey and collects salary data on 102 work-level categories in 23 occupations. BLS visits about 3,500 private establishments in 7 industry divisions. The minimum size of these establishments varies between 50 and 250 employees, depending on the industry.

BLS provides this data to the President's Pay Agent--consisting of the Director of the Office of Management and Budget, the Director of OPM, and the Secretary of Labor. The Pay Agent analyzes the data and compares General Schedule pay rates with average pay rates for the same levels of work in the private sector. Then, in an annual report to the President, the Pay Agent recommends pay adjustments necessary to achieve full comparability. However, if the President believes that a full comparability adjustment is not warranted because of "national emergency or economic conditions affecting the general welfare," the President can send the Congress an alternative plan proposing a different adjustment. In 6 of the last 8 years, Presidents have proposed and the Congress has approved alternative plans that provided General Schedule employees with smaller pay raises than called for by the comparability process.

Premium pay and fringe benefits, such as health insurance, life insurance, and retirement, are established and adjusted through separate legislation.

## FEDERAL WAGE SYSTEM

The Federal Prevailing Rate Systems Act of 1972 established the principle that blue-collar employee pay rates under the FWS will be set and adjusted according to local prevailing rates. Under this system, the Government (consisting of management and union representatives) conducts wage surveys annually to determine the prevailing rates for similar occupations in 135 localities in the private sector.

FWS surveys cover a wide variety of industries, including manufacturing, transportation, communications, electric, gas, sanitary services, and wholesale trades, that employ 50 or more persons. According to the regulations, 22 occupations must be surveyed; 29 others are surveyed on an optional basis when (1) employment in these occupations is substantial in both local Federal installations and local private establishments and (2) additional wage data are essential to the wage-fixing process for the area. On the basis of these surveys, executive branch agencies establish regular pay schedules for each area.

FWS covers some 6,800 printing and lithographic employees in 119 areas. In 13 of these areas, OPM has approved special pay plans because the prevailing private sector rates are above the maximum rates of the regular FWS wage schedules. The special schedules have a 15-grade nonsupervisory and group-leader structure and a 19-grade supervisory structure, each with 3 step rates, step 2 being the representative or prevailing rate.

The Washington, D.C., area is one of the special schedule areas and has approximately 2,200 Federal printing and lithographic employees (excluding GPO). The October 1982 special rates for the Washington, D.C., area were based on a survey of 137 commercial printing firms with a combined total of 15,000 employees.

The President does not have authority to propose alternative pay rates for the FWS as he does for the General Schedule process. However, during the last 5 fiscal years, the Congress has limited FWS employee pay raises to equal the same percentage increases as those granted General Schedule employees. And premium pay and fringe benefits are established and adjusted through separate legislation as in the General Schedule process.

## COLLECTIVE BARGAINING FOR WAGES

Labor organizations have existed in the Federal sector since the 19th century. However, not until 1924 did a Government agency--GPO--use collective bargaining as a method for determining wages. Since that time, 19 other agencies have obtained collective bargaining authority. This means that about

643,000 Federal employees now negotiate for wages, with the Postal Service and the Tennessee Valley Authority (TVA) employing almost 98 percent of them--581,000 and 50,550, respectively. Other than Postal Service and TVA employees, collective bargaining is generally limited to blue-collar employees.

The statutes that allow employees in the Postal Service, TVA, and other Federal agencies (excluding GPO) to collectively bargain for wages require that wage rates be comparable with rates in the private sector. Under the various statutes, agencies have broad discretion in determining comparable rates. For example, as part of the negotiation process, some agencies, like the TVA and the Bonneville Power Administration, meet with collective bargaining units to discuss and develop private sector survey specifications. The agreements negotiated on these specifications--industrial, occupational, and geographical--are critical because survey results are used to determine wage rates. GPO, unlike these agencies, is not required to use survey data to set wage rates. Survey data is used only as an informational base in GPO negotiations.

A more detailed description of the collective bargaining pay-setting practices in the Postal Service, TVA, and GPO follows.

#### Pay-setting practices at U.S. Postal Service

The Postal Reorganization Act of 1970 requires the Postal Service to achieve and maintain compensation levels comparable to those paid in the private sector. The act also allows the Postal Service to negotiate wages and fringe benefits (excluding retirement) as well as provide reasonable pay differentials between craft employees and supervisory management employees. Before the Postal Reorganization Act, postal employees received the same pay increases granted General Schedule employees.

The Postal Service negotiates wages with labor organizations representing approximately 581,000 of its 678,000 employees. Most of these employees--clerks, mail handlers, and letter carriers--are covered under the Postal Service Salary Schedule. Supervisory and managerial personnel are excluded from the collective bargaining process, but they do have consultation and participation rights in developing their pay policies and benefits. Their pay is administratively determined and allows for pay differentials that exceed subordinates' pay rates.

Before negotiating, the Postal Service conducts a wage survey of 100 to 110 selected companies employing 5,000 or more employees in 7 manufacturing industries (automobile, basic steel, brewery, metal can, paper and allied products, tire, and printing) and 7 service industries (trucking, airline, telephone and

telegraph, electric and gas utilities, mail order houses, banking, and insurance). These surveys are not the basis for negotiation but are available as information to negotiators and to third parties if negotiations reach an impasse.

If the Postal Service and a union are unable to reach a collective bargaining agreement, or if they have a dispute that they cannot resolve under an existing agreement, either party may request mediation from the Federal Mediation and Conciliation Service, whose director may order the establishment of a fact-finding panel of three persons. If after meeting with the panel they still cannot reach agreement, an arbitration board is empowered to render a final binding decision. Postal employees are not permitted to strike, but the threat of a postal work stoppage exists, as evidenced by past employee walkouts.

#### Pay-setting practices at TVA

The TVA Act of 1933 established TVA as a Government corporation engaged in power generation, flood control, reforestation, industrial development, and navigability programs for the entire Tennessee River watershed. The TVA Act gave the Board of Directors discretion to develop its own employee relations policies and not be subject to the terms and provisions of civil service laws. Section 3 of the TVA Act provided that pay rates should be no less than the prevailing rates paid for similar occupations within TVA's geographic area. The act also gave TVA authority to collectively bargain over wages, salaries, terms and conditions of employment, and benefits.

Of its 54,800 total work force, TVA negotiates wages for 50,500 employees and administratively sets the salaries for the remaining 4,300 management employees. The Tennessee Valley Trades and Labor Council, consisting of representatives from 15 unions, negotiates wages for 33,500 TVA blue-collar employees. TVA also bargains with the Salary Policy Employee Panel, consisting of representatives from 5 employee organizations, over salaries for 17,000 white-collar employees.

In 1935, the TVA Board of Directors adopted an Employee Relationship Policy for setting pay rates for blue-collar employees. Under this policy, the Joint Wage Data Committee, consisting of representatives from TVA and the Trades and Labor Council, develops the wage survey scope and tabulates the wage data collected by management and union representatives. Then a Joint Negotiating Committee negotiates separate contracts for operations and maintenance employees and construction employees. The negotiated agreements and wage rates are submitted to the TVA Board of Directors for final approval. If a dispute over the prevailing wage rates occurs, the TVA Act provides that the Secretary of Labor will make the final decision.

TVA and the Trades and Labor Council have a basic agreement in which TVA pays a single, uniform rate of pay for each class, grade, and type of work performed anywhere in the TVA geographic area. Survey data reflects composite pay rates of specific occupations in 14 localities agreed upon by both TVA and the Council. However, according to TVA, no specific formula has been established for determining prevailing rates from the survey data. As a result, the most controversial issue in wage negotiations has been what wage data should be included in the rate setting process.

TVA and the Salary Policy Employee Panel conduct wage conferences to negotiate the pay rates for white-collar employees (clerical, administrative, and technical). TVA management conducts an annual salary survey of 30 regional and local employers, including the Postal Service, several public utilities, and national multiplant companies. TVA then provides the Panel with an opportunity to review and comment on the survey data. Other data used in the wage conferences are from the BLS annual National Survey of Professional, Administrative, Technical, and Clerical Pay and the BLS Collective Bargaining Settlements report.

#### Pay-setting practices at GPO's central office

The Kiess Act of 1924 requires (1) that the Public Printer hold wage conferences (subsequently defined as collective bargaining) with committees selected by trades having more than 10 employees and (2) that the mutually agreed upon wage level shall become effective "upon approval by the Joint Committee on Printing." In the event of a disagreement over wages, either party may appeal to the Joint Committee on Printing, and the decision of the Joint Committee is final. In addition to settling wage disputes, the Joint Committee on Printing makes all final decisions on the following: alterations to or relocation of GPO facilities, changes in the structure of the work force, implementation of new technology and services, and all matters that affect the scope and character of the Government's printing business.

During the first 24 years following implementation of the Kiess Act, there was no systematic procedure for determining wage changes for crafts and trades employees. Then, in 1948, the Public Printer and the employee committees agreed on a formula. The formula established pay rates based either on the average rate for union craft journeymen in printing establishments in the Washington, D.C., area, or on the weighted average of such rates in printing establishments in the 24 largest U.S. cities, whichever was higher. In 1970, the survey scope was reduced to 17 cities. The formula was discontinued in 1978 because of disputes between GPO management and the Joint Council

of Unions over the survey scope and methodology. Since 1978, GPO has negotiated with the Joint Council of Unions over wages paid to craft occupations and has used wage survey data as an informational base in negotiations.

Compositors who set type, proofread, and operate video display terminals are the largest craft group. All maintenance craft groups, such as electricians and carpenters, receive the same rate of pay as the compositors. Wage rates for central office printing plant workers, laborers, truck drivers, warehouse workers, and other semiskilled and unskilled workers also are negotiated. Under the current agreement, these employees receive the same percentage increases received by all GPO craft employees.

In 1979, and again in 1982, wage negotiations reached an impasse and the parties appealed to the Joint Committee on Printing. The Committee, in turn, referred the matter to a third-party Fact Finder (selected by agreement of the parties). In 1979, GPO management proposed a 5.5-percent wage increase; the unions asked for a 9-percent increase. The Fact Finder recommended, and the Joint Committee on Printing approved, a 6.8-percent across-the-board wage increase.

During the 1982 Fact Finder hearings, both parties took much different positions. GPO management maintained that GPO wages averaged about 20 percent more than wages paid to other Federal and private sector employees performing comparable work. Therefore, GPO management proposed that wage rates should be reduced and brought into conformity with FWS wage rates over a 3-year period.

GPO management claimed that this proposal was founded on the principles of pay equity and job worth that guide other Federal pay systems. Specifically, GPO management believed that it was both equitable and in the interest of the Government to pay GPO employees wages that it considered comparable to wages paid in other Federal agencies and in the private sector. In addition, the Public Printer believed that a person should be paid for the value of his or her skills, and this was not happening under the current system. For example, GPO management cited the long-term practice of linking the wage rates of the nonprinting crafts (carpenters, electricians, etc.) to the wage rate paid compositors, traditionally one of the highest paid crafts. Management further argued that computer technology has made the skills of compositors obsolete, and to continue to pay nonprinting craft wages based on compositor rates compounded the problem of "unrealistic pay rates."

The Joint Council of Unions, on the other hand, proposed substantial pay increases. Specifically, the unions proposed an 8 1/2-percent pay increase on June 18, 1982; a 3-percent

cost-of-living increase on December 15, 1982; a 5-percent pay increase on June 18, 1983; and a 3-percent cost-of-living increase on December 15, 1983. The Joint Council maintained that these increases were necessary to (1) prevent a decline in employees' real wages, (2) account for anticipated increases in the cost of living, (3) enhance productivity, and (4) insure compensation equal to that paid to organized workers in the same trades for similar work.

After considering the information presented by both parties, the Fact Finder recommended a 2-year agreement with provision for full cost-of-living wage adjustments.

The Joint Committee on Printing approved a 3-year agreement with a 3-percent pay increase in June 1982 plus a cost-of-living increase capped at 2 percent in December 1982. The agreement provides for cost-of-living increases not to exceed 5 percent for each of the following 2 years.

### CHAPTER 3

#### GPO HAS NOT DEVELOPED JOB-GRADING

##### STANDARDS FOR EMPLOYEES IN

##### COLLECTIVE BARGAINING UNITS

Unlike agencies under other Federal pay systems, GPO has not developed job-grading standards for occupations within the printing craft trades. As a result, journeyman employees within these occupational groupings, such as "compositors" and "book-binders," all make the same wage rate even though the various jobs under these general titles require different work and skill levels. This long-standing practice of paying the same wage rates to employees performing different levels of work does not follow the generally accepted Federal pay principle of maintaining pay distinctions in keeping with work and performance distinctions.

The following analyses of the actual duties performed illustrate the differences in work and skill requirements for selected printing and lithographic craft occupations that we were asked to examine. While the position summaries are lengthy and technical, they provide the key to understanding our comparisons with positions in other Federal printing facilities and in private sector establishments (see ch. 4). Because GPO's central office does not have official position descriptions for the printing and lithographic occupations, our analyses of the duties performed are based on our observation of the work and on interviews with incumbents. GPO does have official position descriptions for the printing plant-worker occupations.

##### PHOTOCOMPOSITION KEYBOARD OPERATORS AND RELATED EMPLOYEES

In GPO, photocomposition keyboard operators and related employees come under the compositor craft group. While the title connotes a generalist concept, each compositor is actually a specialist in a specific occupation. The occupations range from typesetting to proofreading to operating video display terminals and computers. And, even though the various compositors do not employ the same levels of skill regularly, each receives the same rate of pay, \$15.08 per hour. Compositors make up the largest craft group in GPO.

Our review covered compositors engaged in video keyboard operations, text editing, phototypesetting, and proofreading. The duties varied significantly from operation to operation.

## Video keyboard operators

Incumbents operate the CRT, ATEX, and/or bell coding systems. Each system has features that permit the operator to use different type sizes, produce uniform margins, correct line errors, and produce math equations for patents and other publications. The operators key the necessary function codes in front of the material to be typeset and work with over 3,000 different page formats. Typing skill (60 words per minute with no more than 4 errors) is the paramount requirement for these positions. Familiarity with proofreaders' marks and copy editors' symbols is acquired through on-the-job training.

## Text editors

Incumbents operate peripheral computer equipment that translates tapes or disks into printed form so that errors may be detected and corrected. Specifically, text editors prepare the equipment for operation, mount the tape reels, and monitor and control operations. Using editing programs, incumbents determine if the data will run through the Digitized Typeset Program (DTP), and they correct any errors detected by these programs. After the printed product is produced and proofread, it is returned to the Video Keyboard Operator for correction. Text editors work with a great deal of independence and refer to operational manuals as needed.

## Phototypesetters

Incumbents operate the VC-500 computer equipment, which transfers printed material to film, microfiche, or paper. Phototypesetters mount tape reels, key in instructions, monitor and control operations, and take action in response to machine failures. They also check the film for machine errors. Phototypesetters, who work with a great deal of independence, have operating instructions and guidelines available for reference.

## Proofreaders

Incumbents must be able to proof any of the work received in the Proofreading Section. Then they compare the galley runs with the original manuscript and indicate errors. The proofreaders also check consistency of typeface, lines per inch, and page specifications.

## BOOKBINDERS

The bookbinder title, like the compositor title, is general and covers a range of jobs and duties. However, bookbinders in the GPO central office are specialists in specific occupations. The work and level of skill demanded of them in their regularly

assigned duties vary considerably. For example, the journeyman bookbinders may set up and monitor machines or perform routine handwork operations. However, regardless of the job requirements, for most journeyman bookbinders, the hourly wage is the same, \$14.82. The head operator of the perfect binder machine, however, receives \$16.30.

We interviewed bookbinders in some of the sections and observed the way they used their skills, abilities, and overall knowledge in performing their jobs. The specific positions we analyzed were those of folder, cutter, and perfect binder machine operator.

### Folders

Folders operate a variety of folding equipment--capable of performing single, parallel, accordion, right angle, or gate folds--coupled with perforating and cutting attachments. They also set up, adjust, and monitor machine operations. Incumbents make independent judgments concerning work sequence, selection of machines, and the use of tools and attachments. They must be able to operate all the machinery in the pamphlet and blank sections, including the cutting, lipping, stitching, trimming, and gathering equipment. They also oversee the activities of the workers assigned to them.

### Cutters

Cutters operate a variety of automatic and semiautomatic power cutters. They set up, adjust, and operate the equipment; cut various types and sizes of material; figure proper dimensional requirements; and program automated equipment for sequential cuts. They must be able to perform all operations assigned to their section. They also oversee the activities of the workers assigned to them.

### Perfect binder machine operators

These operators work with highly sophisticated, automatic, multifunctional machinery that is used to produce books and other printed materials. They independently set up, adjust, and operate the equipment. Sometimes they handle different stations, and sometimes they remain at one station. The equipment has multiple feed collating elements and completes milling, gluing, covering, and trimming processes, which require precise adjustments by the operators. They must oversee the activities of their helpers.

## OFFSET PRESSMEN

Offset presses in the GPO central office range in size from the 19" x 25" sheetfed press to the large 50" webfed presses. Since the complexity of the job increases with the size of the press, the knowledge, skills, and abilities required to perform the job vary accordingly. The pay, however, is the same for all journeyman pressmen except those who operate the large webfed or multicylinder sheetfed presses; they receive a higher rate of pay. Regular journeyman pressmen earn \$15.60 per hour. Operators of the large webfed or multicylinder sheetfed machines earn rates that are from 8 to 12 percent higher than those earned by regular journeymen.

### 42" x 60" offset sheetfed pressmen

The incumbents review job specifications to determine the press setup and materials needed. They perform the necessary setups, make adjustments to the press, install the plates and blankets, and measure the stock, blankets, and plates to determine the amount of packing necessary. They also check the plates to determine if they are in running condition and will yield quality images. Making precise adjustments to compensate for variations due to material, chemical, or mechanical problems is a major duty. Pressmen on this size press generally print only material requiring a single color. These pressmen oversee the activities of their helpers.

### Two-color offset webfed pressmen

Incumbents set up, adjust, operate, and maintain the various sections of a two-unit 50" webfed press. They review job specifications to determine the press setups and make necessary adjustments. They also load and thread the paper roll, fix and splice the web, and install and adjust the plates. They must make precise adjustments to insure acceptable quality. This webfed press can print up to 32 pages in two colors and up to 64 pages in one color; it can also print on both sides of the paper, depending on how the paper is threaded. It takes a head pressman, two journeymen, and four helpers to operate this equipment. The webfed press cuts, folds, perforates, pastes, and staples, in addition to printing. These head pressmen oversee the activities of their helpers.

## OFFSET STRIPPERS

Offset strippers in the central office prepare all types of copy, emulsion materials, and plates for offset printing. GPO places three specialty areas in this occupation--copy

preparation, stripping, and platemaking. Pay is the same for each area even though work and levels of skill vary considerably. Journeyman offset strippers earn \$15.60 an hour.

We interviewed employees in each of the specialty areas and observed them at work, making note of the knowledge, skills, and abilities they needed to perform their jobs.

#### Copy preparers

Camera-ready copy is received from the customer (departments and agencies). Incumbents prepare camera-ready copy for printing by outside contractors approved by the Joint Committee on Printing. The incumbents use established guidelines for determining specifications for printing and for determining materials and processes necessary for recurring publications. They also enter printer's instructions on requisition forms and assure that all pages and photographs have been furnished. After a color product is printed, the copy preparer's color unit then checks to make sure that the contractor has met all required specifications.

#### Photohand copy preparers

Incumbents are concerned with preparing in-house publications. Typically, they plan the layout for each job; draft and rule necessary forms, charts, and graphs; and compose and insert display heads. They also assemble copy into page format for camera reproduction, arrange pages in proper sequence, and insure continuity of heads and printed matter. These copy preparers are responsible for final checks to insure that camera-ready copy conforms to specifications and accepted standards.

#### Strippers

Incumbents plan, size, assemble, and lay out film negatives, provide necessary instructions to the cameraman, and strip into place film negatives used to produce offset plates for single and multicolor work. They work from work order specifications, selecting the proper size masking sheets and rules. They also measure negatives for proper size, trim film, and combine two negatives (line and half-tone) into one subject. Other typical duties include adding trim and registration marks, cropping and squaring inserts, and joining the cutaways of main negatives. In addition, they remove imperfections, smudges, and pinholes. The supervisor spotchecks their work.

#### Platemaker strippers

Incumbents perform both platemaking and film assembler-stripper duties, generally rotating in a fixed routine: 2 weeks

of platemaking followed by 2 weeks of film assembler-stripper duties. As film assembler-strippers, they plan, assemble, lay out, and strip into place film negatives and positives to compose single, partial, or multiple-unit flats. They also compose and arrange multiple-unit flats in bookwork impositions for signature layouts so that folding can be done in sequence. The multiple-unit flats must be arranged to maintain hairline spacing--plus or minus .003 inches--throughout the platemaking and press operations. Other typical duties include retouching and correcting film negatives and adding pin registration marks, punches, and bars.

As platemakers, the incumbents produce lithographic plates for the offset reproduction of printed matter. Their equipment includes vacuum frames, automatic plate processors, coating machines, and automatic platemaking machines. Typical duties include superimposing line, half-tone, or other images from negatives onto plates, examining negatives for imperfections and making necessary adjustments or corrections. They also place plates in the vacuum frame, determine the proper length of exposure. They then develop the plates either by using a plate processor or by hand, applying chemicals in proper amounts and sequence to the plate.

#### NONPRINTING CRAFT EMPLOYEES

OPM job grading or classification standards identify and describe the key characteristics of occupations that distinguish different levels of work (even though they cannot cover every conceivable work assignment). We found that OPM standards do cover the majority of duties performed by GPO carpenters, electricians, machinists, truck drivers, power truck drivers (fork lift operators), and industrial cleaners. Our finding is based on a review of and comparison with the OPM standards, interviews with GPO employees occupying the positions, and a walk-through audit of the work performed.

Rather than describe in length the duties for these six occupations, as we did for the printing occupations, we have referenced the appropriate and applicable OPM classification standards. In some cases, more than one standard applies. For example, the GPO carpenter performs the duties described in the OPM job grading standards for both the journeyman-level carpenter and the journeyman-level woodcrafter (standards 4605 and 4607). One of GPO's carpenters also performs locksmith duty on a regular basis. Similarly, GPO electricians perform work described at the journeyman level in both the OPM Electrician Standard 2805 and the OPM Electrical Equipment Repairer Standard 2854. GPO machinists also perform duties covered by several OPM classification standards: machinist 3414, welder 3703, and production machinery mechanic 5350. The wage rates for each of

these maintenance craft groups are linked to the wage rates paid to the compositors.

Unlike the several job grading standards that can be applied to carpenters, electricians, and machinists, the following jobs can be classified under only one OPM standard each: motor vehicle operator, Standard 5703; forklift operator, Standard 5704; and janitor, Standard 3566. At GPO, their wage rates are negotiated and, under the current agreement, they receive the same percentage increases received by all GPO craft employees.

## CHAPTER 4

### COMPARISON OF GPO PRINTING OCCUPATIONS WITH THOSE IN OTHER FEDERAL AGENCIES AND PRIVATE SECTOR ESTABLISHMENTS

We analyzed and compared the actual duties of GPO workers in selected printing occupations with the duties of workers in similar occupations in other Federal agencies and in private sector establishments. And we found that a number of jobs require similar knowledge, skills, and abilities (see table 1).

#### GPO EMPLOYEES ARE PERFORMING WORK COMPARABLE TO OTHER GOVERNMENT EMPLOYEES

As of March 1983, the Joint Committee on Printing had authorized approximately 242 Federal facilities to provide printing services. GPO's central office is by far the largest of these facilities, employing about 5,900 employees. Approximately 3,400 of these employees--consisting of 1,500 printing and lithographic journeymen, 250 maintenance or engineering craft journeymen, and 1,300 printing plant workers--collectively bargain for wages. In comparison, about 2,200 printing and lithographic employees who work for other Federal agencies in the Washington, D.C., metropolitan area are paid under the FWS special printing and lithographic schedule; and 22,000 other blue-collar skilled and semiskilled workers are paid under the FWS regular schedule.

At the seven Federal agencies we were asked to review, we found that work performed by their printing and lithographic employees is generally comparable to work performed by GPO employees in similar positions. Because the size and type of services provided by these seven agencies vary considerably, some have more positions comparable to GPO than others. The following sections offer detailed information on various positions.

#### Department of Commerce Office of Publications

The Office of Publications provides publications, printing (both conventional and microfilm), and related services to organizations within the main Department of Commerce (DOC) in Washington, D.C. It is responsible for printing and publications management services such as composition, design, graphics, and photography. In fiscal year 1982, it produced 64.3 million units of work. The printing plant currently has 26 employees.

Table 1

COMPARISON OF GPO CENTRAL OFFICE PRINTING AND LITHOGRAPHIC POSITIONS  
WITH THOSE IN GPO FIELD PRINT PLANTS AND OTHER  
FEDERAL PRINTING FACILITIES (note a)

GPO position title	GPO field print plants						Other Federal agencies							
	Denver	Seattle	New York	San Francisco	Chicago	DSO	DOC/ OP	DPS	NLRB	OFR	DMA	USGS	NOAA/ NOS	BEP
Video Keyboard Operator	X	-	-	-	X	X	-	-	X	-	-	-	-	-
Phototypesetter (note b)	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Proofreader	X	-	-	-	X	X	-	-	X	-	-	-	-	-
Text Editor (note b)	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Bookbinder	X	X	-	X	X	X	X	X	-	-	X	X	X	X
42 x 60 Single-Color pressman (note c)	-	-	-	-	-	-	-	-	-	-	X	-	X	-
Two-Color Web Pressman (note c)	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Stripper	X	X	X	X	X	-	X	X	-	-	X	-	-	-
Photohand Copy Preparer	X	-	-	-	X	X	-	-	-	-	-	-	-	-
Copy Preparer	-	-	-	-	-	-	X	-	X	-	-	-	-	-
Platemaker Stripper (notes d and e)	d/ X	-	-	-	X	-	-	d/ X	-	-	e/ X	X	X	-

a/X stands for comparable jobs, and - indicates that there were no comparable jobs.

b The phototypesetting system in the field print plants and DSO do not produce film. Therefore, the systems do not require the use of text-editors or phototypesetters. In other Federal agencies, the duties of these positions are generally performed by the customer requesting printing service.

c/None of the GPO field print plants have presses this large.

d/Only film assembler duties are similar.

e/Only platemaking duties are similar.

ABBREVIATIONS

- DSO - Departmental Service Office
- DOC/OP - Department of Commerce/Office of Publications
- DPS - Defense Printing Service
- NLRB - National Labor Relations Board
- OFR - Office of Federal Register.
- DMA - Defense Mapping Agency (Topographic/Hydrographic Center)
- USGS - U.S. Geological Survey
- NOAA/NOS - National Oceanic and Atmospheric Administration/National Ocean Survey (Department of Commerce)
- BEP - Bureau of Engraving and Printing

Twenty-four of them are paid under the FWS Special Printing and Lithographic Schedule (4400 series). The other two are paid General Schedule rates.

Of the four printing occupations we were requested to review, we found three positions that are similar to those at GPO: bindery machine operator, film assembler-stripper, and printing assistant.

Journeyman bindery machine operators in DOC's Office of Publications perform work similar to that performed by bookbinders in GPO: they operate the power folding, cutting, and collating machines. In both agencies, the operators set up, adjust, maintain, and operate a variety of automatic bindery machines with multiple functions and capabilities.

Film assembler-strippers at DOC's Office of Publications perform duties that parallel those of GPO strippers. In both cases, they primarily plan, assemble, lay out, and strip film negatives into place to produce offset plates for single and two-color work.

The printing assistant at DOC performs duties similar to those performed by GPO's copy preparer. In both these positions, incumbents review and mark up manuscripts and, based on printing requirements submitted by customers, determine such specifications as format, size, type face, printing cost, title page, and binding.

At DOC there are no positions comparable to those of GPO's compositors or pressmen because, at DOC, camera-ready copy is prepared by the customer, not by the Office of Publications. Similarly, while DOC's Office of Publications does have offset press operators, its presses are much smaller than the 43" x 60" size at GPO, on which we based our comparisons. The maximum size offset press at the DOC printing facility is 25 1/2" x 35".

#### Navy Publications Printing Service's Defense Printing Service

The Defense Printing Service (DPS), located in the Pentagon, is one of four divisions within the Navy Publications Printing Service (NPPS), which is the Navy Department's central publications and printing management organization. The DPS provides a variety of printing, reprographic, and related services for Department of Defense (DOD) agencies. In fiscal year 1982, the DPS produced 513 million units of work. It currently has 233 employees and operates in two shifts.

We were asked to compare four GPO printing occupations with occupations in the DPS, but we found only two that are similar: bindery machine operator and film assembler-stripper. Our comparisons excluded the positions in the classified section of the DPS.

Based on our assessment of the knowledge, skills, and abilities required to perform the job, we found that journeyman bindery machine operators at DPS perform duties similar to those of GPO bookbinders who operate the folding, cutting, collating, and multifunctional bindery equipment. In both agencies, the operators set up, adjust, maintain, and operate a variety of automatic bindery machines with multiple functions and capabilities.

The other comparable occupation is that of the film assembler-stripper. Incumbents in the DPS position perform duties that parallel those of both the GPO stripper and the GPO platemaker/stripper who performs stripping duties.

To clarify:

- One position requires that the stripper plan, assemble, and strip lithographic camera negatives and positives used in the offset reproduction of manuals, pamphlets, charts, graphs, and forms. GPO's stripper performs similar duties.
- The other position requires the stripper to perform the more complex duties typical of those performed by the platemaker/stripper at GPO.

We did not find positions comparable to GPO's compositors or pressmen, because customers requesting DPS printing services provide camera-ready copy. Similarly, while DPS has presses, none of them are as large as the 43" x 60" GPO presses on which we were basing our comparisons. For example, DPS has a 23" x 36" webfed press and a 34" x 44" offset press, the largest presses authorized by the Joint Committee on Printing.

#### National Labor Relations Board

The Printing Management Section of the National Labor Relations Board (NLRB) is responsible for the agency's reproduction, printing, and binding of publications and other legal and non-technical materials. In fiscal year 1982, it produced 36.9 million units of work. The section employs 14 people who perform the binding and press operations.

None of the printing positions in this section are comparable to those we reviewed at the GPO central office because NLRB's use of paper plates eliminates the need for strippers or platemakers. Also, because most of NLRB's printed material is produced on offset duplicating equipment, its press operators spend the majority of their time operating the duplicating equipment. The NLRB bindery machine operator positions are not

similar because the equipment does not require the level of knowledge, skills, and abilities required by the bindery equipment at the GPO central office.

Outside of the printing section, there are three positions similar to positions at the GPO central office: those of video display terminal operator, editorial clerk, and printing assistant.

The NLRB video display terminal operators (typists) perform duties similar to those performed by the video keyboard operators at GPO. In both agencies, the incumbents key a variety of textual data, printing locator codes, and system commands directly onto the computer system from an on-line ATEX Edit Video display terminal. A qualified typist must perform the job.

Likewise, the position of editorial clerk in NLRB is comparable to that of the GPO proofreader. Editorial clerks at NLRB proofread publications and other agency issuances, checking for errors in text, conformity to prescribed format, and typographical accuracy of text.

The other position, that of printing assistant, is comparable to GPO's copy preparer.

#### Office of the Federal Register

The Office of the Federal Register, part of the General Services Administration (GSA), is responsible for publishing the official legal documents of the Government and the public papers of the President. Currently, GSA has 70 employees in its Federal Register facility.

We analyzed and compared positions in the Office of the Federal Register with those at the GPO central office and found none that were comparable. Because the Office of the Federal Register does not do any printing, there is no need for compositors, bookbinders, offset pressmen, strippers, or platemaker/strippers. The actual printing is done by GPO.

Employees in the Office of the Federal Register edit, analyze, and index the daily Federal Register and the Code of Federal Regulations. They are called Legal Publications Specialists and are paid under the General Schedule. In addition to editing, analyzing, and indexing, these employees prepare copy for GPO, determine type size, mark manuscripts for typesetting, and review galleys and page proofs of the Federal Register and Code of Federal Regulations.

Defense Mapping Agency  
Hydrographic/Topographic Center

As part of its mission, the Defense Mapping Agency (DMA) Hydrographic/Topographic Center provides hydrographic and topographic maps and charts of overseas areas to the U.S. Armed Forces, the Merchant Marines, other Federal agencies, and mariners in general. These maps and charts are technical and precise. In fiscal year 1982, the printing facility produced 83.6 million maps and charts. It operates in two shifts and currently employs approximately 222 people.

The printing of maps and charts is extremely complex and, thus, more demanding, critical, and precise than the printing work generally performed at GPO. However, we found that the knowledge, skills, and abilities needed at both facilities are similar for several of the positions. These positions are platemaker, bindery machine operator, and the 43" x 60" single-color offset sheetfed press operator.

First, platemakers in the Hydrographic/Topographic Center perform duties similar to those performed by the platemaker/strippers in GPO (excluding the stripping tasks). Platemakers in both agencies process, proof, revise, and transfer images onto metal plates. DMA employees use nonmetallic materials such as plastic in addition to metal plates.

DMA's bindery machine operators also have a counterpart in the GPO central office. In DMA's Binding and Finishing Branch, employees assemble and prepare maps, charts, and other publications for distribution using the power folders, power cutters, collators, and saddle-binder stitchers. And, because each journeyman employee can operate all the equipment in the Branch, the positions are comparable to those of the GPO journeyman bookbinders who operate the power folding, collating, and cutting equipment.

Last, the Hydrographic/Topographic Center press operators on the single-color 43" x 60" offset sheetfed presses perform duties almost identical to those of the GPO pressmen who operate the same size and type presses. Pressmen in both facilities independently set up and make precise adjustments to the presses to insure quality and uniformity of printing.

DMA also has a number of other 43" x 60" offset sheetfed presses that run multicolor work. However, we limited our comparison to the single-color press, as requested.

The other GPO printing positions we studied--offset strippers and photocomposition keyboard operators and related employees (compositors)--do not have counterparts in the Hydrographic/

Topographic Center. Film stripping in the DMA is combined with the negative engraving function. The negative engravers are responsible for making extensive and difficult corrections to negatives of maps, charts, and diagrams by deleting the incorrect information with opaque. They must also preserve placement accuracy while engraving correct information that matches the line weights and letter styling of remaining features, and they must tie in features of adjoining sheets.

The compositing functions at the Hydrographic/Topographic Center are accomplished through the use of a sophisticated computerized typesetting system. This system, like GPO's, uses terminals and a magnetic tape drive as input devices. The major difference between the GPO and the Hydrographic/Topographic positions is that the photocomposition technician at DMA is responsible for completing the entire process while the GPO employee is not. At GPO, the video keyboard operator, the text editor, the phototypesetter, and the proofreader each perform one of the system's functions. As a result, the knowledge, skills, and abilities needed to perform the work at GPO are less complex.

National Oceanic and  
Atmospheric Administration/  
National Oceanic Survey

The National Oceanic Survey (NOS) is part of the National Oceanic and Atmospheric Administration (NOAA), which is, in turn, part of DOC. NOS is responsible for operating a printing plant for the reproduction of charts and for maintaining a system for chart distribution. In fiscal year 1982, the plant produced 38.4 million maps and charts. It currently employs 153 people.

The functions of the NOS printing plant are very similar to those of the printing facility in the DMA Hydrographic/Topographic Center. Both plants print complex, technical charts; both do five-color work regularly; and both have similar job positions. Because of their similarities, the NOS positions we identified as comparable to those in GPO were, with one exception, the same as those at DMA. NOS platemakers, bindery machine operators, and the 43" x 60" single-color offset press operators perform duties similar to the GPO positions described in the section on the DMA Hydrographic/Topographic Center.

The exception is the film assembler-stripper position at NOS. In the Hydrographic/Topographic Center, the complex duties of this position are performed by the negative engraver, whose knowledge, skills, and abilities fulfill the needs of the job. The NOS film assembler-stripper is, however, comparable to GPO's platemaker/stripper.

U.S. Geological Survey/  
National Mapping Division

The National Mapping Division of the U.S. Geological Survey (USGS), whose printing and distribution center is located in Reston, Virginia, is responsible for printing maps of the continental United States. In fiscal year 1982, the USGS produced 5,965 maps. It currently employs 49 people, who are paid under the FWS Special Printing and Lithographic Schedule (4400 series), and operates in two shifts.

Because the National Mapping Division prints maps, its printing equipment is similar to that of the DMA's Hydrographic/Topographic Center and NOAA's National Oceanic Survey. As stated previously, the printing of maps is extremely complex and, thus, is more demanding, critical, and precise than the printing work generally performed at GPO. However, we found that the knowledge, skills, and abilities needed at both facilities are similar for two of the positions: platemaker and bindery machine operator.

USGS platemakers perform duties similar to those of the GPO platemaker/strippers. In both agencies, the platemaking and film stripping functions are combined.

USGS bindery machine operators also have a counterpart in the GPO central office. Because each journeyman employee can operate all the equipment in the bindery, the positions are comparable to those of the GPO journeyman bookbinders who operate the power folding, collating, and cutting equipment.

We did not compare the press operator positions because the USGS does not have either a single color 43" x 60" press or a 50" webfed press. Most of the press work is multicolor and requires more complex knowledge, skills, and abilities than single color work.

Department of Treasury/  
Bureau of Engraving and  
Printing

The Bureau of Engraving and Printing designs, engraves, and prints Federal Reserve notes, treasury bonds, and securities, as well as postal and revenue stamps. In fiscal year 1982, it produced over 4 billion Federal Reserve notes, over 37 billion stamps, and a wide variety of bonds and certificates. The Bureau's printing facilities operate in three shifts and the production volume varies according to the printing requirements of the agencies it serves.

The Bureau employs approximately 1,700 printing and maintenance craft and noncraft employees whose wages are linked to wage rates paid at GPO. The Bureau also pays the same 15-percent shift differential as GPO pays. About 700 administrative, technical, and protective-service employees at the Bureau are paid General Schedule rates.

We analyzed and compared the printing positions in the Bureau of Engraving and Printing with those at the GPO central office and found a job match for only one position, bookbinder. In both agencies, the journeyman employee can operate all the equipment in the bindery.

The other GPO printing positions we studied did not have counterparts in the Bureau. Typesetting was not performed at the Bureau because camera-ready copy is prepared by the customer. Similarly, while the Bureau has offset pressmen, its presses are smaller than those at GPO on which we based our comparisons. Furthermore, because the film-stripping and platemaking functions in the Bureau are combined with other photoengraving functions, the position requires more complex knowledge, skills, and abilities than the GPO strippers or platemaker/strippers.

GPO CENTRAL OFFICE EMPLOYEES ARE  
DOING WORK SIMILAR TO REGIONAL  
PRINTING PLANT EMPLOYEES

The mission of GPO's Regional Printing Division is to provide timely and economical printing, binding, and related services not readily available from the central office to departments and agencies of the Federal Government throughout the United States. Five printing offices located in Chicago, Denver, New York, San Francisco, and Seattle help to fulfill this mission. The Departmental Service Office, located in Washington, D.C., provides similar services to the Washington metropolitan area.

The Chicago and Denver plants are the largest of the regional printing offices. They provide offset preparation, cold type composition (including phototypesetting), camera-ready copy, offset printing up to 23" x 36", binding, and distribution services to agencies in their respective geographical areas. Each plant has approximately 60 authorized full-time positions.

A number of authorized positions in both printing facilities are vacant. Therefore, many employees are performing tasks and duties outside of their official position descriptions. Even so, we found several positions comparable to those in the central GPO office. These include such positions as film assembler-stripper, bindery machine operator (power folder),

bindery machine operator (power cutter), editorial clerk, editorial assistant, and clerk typist.

The film assembler-stripper position in Chicago is similar to that of the central office film stripper. The incumbent plans, assembles, lays out, and strips into place film negatives and positives to produce offset plates. In addition, he or she opaques imperfections and adds registration, trim, and fold marks. The Denver film assembler-stripper performs stripping duties similar to those of the central office platemaker/ stripper.

The facilities' bindery sections are also similar. Both offices have power folding, cutting, and collating equipment. The incumbents who possess the knowledge, skills, and abilities that enable them to independently operate all the machines in the bindery are comparable to the central office journeyman bookbinders working the power folding, collating, and cutting equipment.

The remaining positions comparable to those in the central office are those of editorial assistant, editorial clerk, and clerk typist. Editorial assistants in the two regional print plants assemble copy into page format for camera reproduction, cut in corrections, plan the layouts for the job, and insert display heads. These tasks are typical of those performed by the central office photohand copy preparer. Similarly, counterparts of the editorial clerk and clerk typist positions in the two regional plants are the central office proofreader and video keyboard operator, respectively. A qualified typist is needed for the clerk typist job.

The New York, San Francisco, and Seattle regional printing offices are smaller regional printing facilities. Organizationally, the three plants are similar and provide camera-ready copy, offset up to 25" x 36", and binding services to agencies in their respective areas. Each employs from 10 to 20 employees and each produces an annual average of approximately 70.8 million in-plant units of work.

Because of staff shortages, a number of employees in these plants do not always perform the duties listed in their official position descriptions. They are frequently assigned to other jobs if the need arises and if they possess the necessary knowledge, skills, and abilities. However, when staff shortages are too great, work is contracted out.

In New York, we found only one position comparable to a GPO central office position. The film assembler-stripper in New York performs duties similar to those of the GPO central office journeyman stripper. Incumbents of both positions plan,

assemble, lay out, and strip into place film negatives used to produce offset plates.

The New York printing facility also has a power folder and collator operator and two power cutter operators. However, none of the incumbents perform at the journeyman level (i.e., the ability to work all the equipment in the bindery). For example, the employee who operates the power folder and collator cannot operate the power cutter. Similarly, the two employees operating the power cutters cannot operate the power collator and folder.

In Seattle, the situation is much the same as in New York. Staff shortages there also require employees to perform jobs other than those listed in their official position descriptions. With one exception, the position comparability is the same as that described for the New York printing plant. The exception is that of the bindery machine operator (power cutter), who performs at the journeyman level; the incumbent can operate all the equipment in the bindery.

The San Francisco plant is the smallest of the regional printing facilities, with only 13 authorized full-time positions. However, of these positions, five are vacant. The vacancies have made it necessary for each remaining employee to become a "jack-of-all-trades." For example, when the need arises, the bindery machine operator (power folder) also performs the duties of the power cutter, power collator, film assembler-stripper, platemaker, power truck driver, and the offset duplicating press operator. Furthermore, since he can operate all the machines in the bindery, he is comparable to the central office journeyman bookbinder who operates the power folding, collating, and cutting equipment.

Also, even though the film assembler-stripper position is vacant, the duties described on the official position description are typical of those performed by the GPO stripper. The plant manager and superintendent certified that the official position descriptions accurately reflect the requirements of the vacant jobs.

None of the field printing plants have presses comparable in size to the ones we looked at in the central office.

#### Departmental Service Office

The Departmental Service Office (DSO), formerly a regional printing plant, is now part of GPO's central office. It provides a range of offset preparation, cold composition, camera-ready copy, offset printing (up to 23" x 36"), binding, and

extensive distribution services to agencies in the Washington, D.C., metropolitan and adjacent areas. It does not have letterpresses or hot metal facilities.

DSO operates in two shifts and currently employs approximately 155 people. It is larger than the GPO field printing plants and, in fiscal year 1982, produced almost 375.8 million units of work. The pay schedules and position titles are the same as those in the central office.

We found a number of positions comparable to those in the central office: journeyman bookbinder, video keyboard operator, photohand copy preparer, and proofreader. The knowledge, skills, and abilities needed to perform these jobs are similar to those required in the central office.

We could not make comparisons with the central office's strippers or platemaker/strippers because the incumbents of these positions in DSO are apprentices and do not perform at the journeyman level. We did not compare the pressmen positions because the DSO press sizes are much smaller (23" x 36") than the ones we were making comparisons to at the central office. Furthermore, since DSO does not house peripheral computer equipment used for text editing and phototypesetting, they have no need for text editors or phototypesetters.

#### PRIVATE SECTOR PRINTING ESTABLISHMENTS

A large number of private sector establishments in the Washington, D.C., metropolitan area provide printing and lithographic services. In a 1982 survey, the DOD Wage Fixing Authority identified 213 such companies. They range in size from small business operations to large newspaper plants.

We were asked to compare the central office occupations and positions to those in six private sector printing companies located in the Washington, D.C., and Baltimore metropolitan areas. We contacted each of the companies but only three agreed to participate in our study. We toured the participating firms, discussed the printing occupations and positions with management representatives, and found several positions comparable to those in the GPO central office. In two of the firms, the journeyman bindery equipment workers perform duties similar to those of GPO bookbinders who operate the folding, cutting, and collating equipment. Incumbents in each facility can operate all the equipment in the bindery. In the other firm, the general printers perform work similar to GPO's central office video keyboard operators, text editors, and phototypesetters.

However, because the number of participating firms was limited, we decided to supplement our comparison of GPO positions with positions in private sector establishments by using the results of the 1982 FWS Washington, D.C., printing and lithographic wage survey conducted by DOD.

Of the 213 companies DOD identified, about 135 participated in the survey, including three of the six establishments we contacted. <sup>1/</sup> Using OPM's job grading standards and position descriptions for printing and lithographic occupations, DOD's Wage Fixing Authority found 11 job matches in 2 of the 3 participating establishments included in our review; none were found at the third plant. The matches were for the following positions: offset photographer (halftone); offset photographer (process color); film assembler-stripper (partial and composite flats); film assembler-stripper (multiple flat and multiple color); platemaker (multicolor halftones and screentints); offset press operator; offset pressman (22" x 29" thru 35" x 39"); lithographic pressman (multicolor 17" x 22" thru 25" x 39"); bindery machine operator (helper); bindery machine operator (cutter); and bindery machine operator (folder).

Of these 11 surveyed jobs, 5 are similar to those included in our study. The OPM job grading standards and position descriptions for the two film assembler-stripper jobs, the platemaker, and the bindery machine operators (cutters and folders) encompass, respectively, the majority of duties regularly performed by the GPO stripper, platemaker/stripper, and bookbinders operating the power folders and cutters.

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In summary, with the exception of the text editor, phototypesetter, and webfed pressman positions, we found comparable positions for each of the printing and lithographic jobs we reviewed. The webfed press positions are not comparable because the agencies reviewed do not have presses as large as those at GPO. Similarly, the text editor and phototypesetter positions are not comparable because the duties of these positions in other Federal agencies are generally performed by the customer requesting printing services.

However, for these three positions and for the nonprinting occupations, we were able to use OPM job classification standards to assign the appropriate grade and wage levels. Our

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<sup>1/</sup>Two of the six companies we contacted were omitted from the DOD survey because they were outside the geographic survey area. Another firm declined to participate.

comparisons of GPO employees' wage rates, premium pay, and benefits with their Federal and non-Federal counterparts is discussed in Chapter 5.

## CHAPTER 5

### COMPARISON OF GPO WAGE RATES, PREMIUM PAY RATES, AND BENEFITS WITH FEDERAL AND NON-FEDERAL COUNTERPARTS

GPO employees who collectively bargain for wages at the Washington central office are paid more than their Federal and private sector counterparts. Also, over the last 10 years, GPO's central office printing craft, maintenance craft, and printing plant workers have received cumulative percentage pay increases substantially larger than those granted General Schedule counterparts and somewhat larger than those granted FWS counterparts doing similar work. In addition, GPO's premium pay for shift differentials and holiday work is higher than that paid to other Federal and private sector employees. Furthermore, GPO's primary fringe benefits are the same as those granted most other Federal employees and are comparable to those typically available in the private sector.

#### GPO EMPLOYEES ARE PAID MORE THAN THEIR FEDERAL AND PRIVATE SECTOR COUNTERPARTS

In the 21 job comparisons we made, the wage difference between GPO employees and their Federal counterparts for calendar year 1982 averaged 42 percent--a range of \$3,222 to \$17,879 (\$1.55 to \$8.59 an hour) more than the representative General Schedule or FWS wage rate for similar occupations (see tables 1 and 2). Also, GPO employees earned from \$1,642 to \$15,270 (\$.79 to \$7.34 an hour) more than employees at the highest step of the comparable General Schedule or FWS grades (see tables 3 and 4).

The largest wage differences occur in the four compositor jobs <sup>1</sup>/<sub>1</sub>, and compositors make up the largest craft group at

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<sup>1</sup>/<sub>1</sub>The job of compositor used to be the key occupation in the printing process since nothing could proceed until the type was set, either by machine or by hand. Setting type properly called for considerable skill. Computer technology, however, has totally altered the role of the skilled compositor. Type can now be set by someone using a typewriter, and computer software can perform the work formerly done by the skilled compositor. Thus, in some agencies, these positions have been reclassified and converted from blue-collar FWS occupations to white-collar General Schedule occupations. In other agencies, these positions remain under the General Schedule.

GPO. They are one of the most highly paid groups, receiving 58 percent more than their counterparts in other Federal agencies, most of whom were recently converted from FWS to General Schedule. The pay difference would be much greater (about 128 percent) if the reclassified employees in other agencies were not under a 2-year-save-grade-and-pay provision. The remaining occupational groupings compared as follows:

- GPO offset strippers and platemakers received 52 percent more than their counterparts in other Federal agencies.
- GPO maintenance craft workers received 46 percent more.
- GPO bindery equipment operators (bookbinders) received 43 percent more.
- GPO printing plant workers received 29 percent more.
- GPO pressmen received 21 percent more.

As table 2 shows, GPO maintenance craft employees--carpenters, electricians, and machinists--receive the same hourly rate as those in the compositor craft, even though the occupations are totally dissimilar.

GPO employees are also paid more than their counterparts in the private sector. In eight job comparisons (see table 5), GPO employees earned from \$.36 to \$5.14 an hour more than private sector employees doing similar work. The private sector wage data used in this comparison came from two sources: the 1982 DOD/FWS wage survey of the printing and lithographic industry in the Washington, D.C., area, and the 1982 DOD/FWS regular survey of four trade industries (manufacturing, transportation, communications, and wholesale) employing 50 or more persons. The FWS printing and lithographic survey, done in August 1982, covered 137 establishments employing a combined total of 6,534 employees. The FWS regular survey, also done in August 1982, covered 112 establishments employing a combined total of 79,467 employees. We were asked to review four firms in the Washington, D.C., area (see app. I), and we found that DOD had selected the same four firms for their FWS printing and lithographic survey. One had refused to participate in the survey and one did not have comparable jobs. However, DOD did find job matches in the two remaining firms that participated. DOD did not survey the two Baltimore printing companies we were asked to review because they were outside the Washington, D.C., wage area.

For calendar years 1973 through 1982, GPO pay increases ranged from 112 to 131 percent while FWS employees doing similar work received increases ranging from 93 to 120 percent. Both

GPO and FWS pay increases were higher than the 75-percent pay increases granted General Schedule employees. Printing plant workers received the highest increases, about 131 percent, followed by pressmen at 120 percent, bindery equipment operators at 119 percent, compositors and maintenance craft employees at 114 percent, and offset strippers and platemakers at 112 percent. (See table 6.) The Consumer Price Index increased 130 percent over this same period.

For the last 5 calendar years, 1978 through 1982 inclusive, GPO, FWS, and General Schedule employees received relatively equal percentage pay increases, ranging from a mid- to high-30-percent rate (see table 6).

#### COMPARISON OF PREMIUM PAY RATES

Premium pay is a general term used to cover a higher pay rate authorized for night-shift, overtime, holiday, and Sunday work. At GPO, collective bargaining employees are paid a 15-percent night-shift differential for both second and third shifts. In the private sector and other Government agencies, the rate for the third shift generally is higher than the rate for the second shift. For example, private sector printing establishments in the Washington, D.C., area pay, on the average, 5 percent for the second shift and about 10 percent for the third shift. Under the FWS, the rate for the second and third shifts are fixed by law at 7.5 percent and 10 percent, respectively.

GPO employees, like their General Schedule and FWS counterparts, work a standard 8-hour day or 40-hour workweek (Monday through Friday). All employees who work in excess of 40 hours a week under these pay systems are compensated at 1 1/2 times their basic hourly rate. And because GPO and FWS printing plant and related employees are covered by the Fair Labor Standards Act (FLSA) of 1935, as amended, shift differentials are added to base pay rates before overtime payments are computed. Thus, GPO's policy of paying shift differential rates that range from 5 to 10 percent higher than those paid by the Federal or private sectors results in GPO employees receiving substantially higher overtime payments than their Federal and private sector counterparts.

For example, GPO journeyman bindery machine operators who work the second shift receive a basic hourly rate of \$14.82 plus the differential rate of \$2.22 (which is 15 percent of \$14.82); this adds up to \$17.04 per hour. If they work 4 hours overtime, they are paid \$25.56 per overtime hour (or 1 1/2 times \$17.04). Thus, their overtime pay for 4 hours will be \$102.24. Their counterparts working the second shift under the FWS receive an hourly rate of \$11.99 plus a differential rate of \$.90 (which is

7.5 percent of \$11.99); this adds up to \$12.89 per hour. If they work 4 hours overtime, they are paid \$19.34 per overtime hour (or 1 1/2 times \$12.89). Thus, their overtime pay for 4 hours will be \$77.36, a difference of \$24.88.

GPO, FWS, and General Schedule employees, whose regular 40-hour workweek includes Sunday, receive a 25-percent differential. When GPO employees work on holidays, they are paid at 2 1/2 times their basic hourly rate, but General Schedule and FWS employees are paid double time.

According to data collected for the FWS printing and lithographic survey done in August 1982, the normal workweek for private sector establishments in the Washington, D.C., area averaged 38.5 hours (ranging from 35 hours to 50 hours). For union printing shops, employees who work the first 4 hours over a regularly scheduled workday (Monday through Friday) are paid 1 1/2 times the basic hourly rate, and they are paid double time for each additional hour worked. For each of the first 4 hours worked on Saturdays and holidays, union employees are paid 1 1/2 times their hourly wage and double time for each additional hour worked. For all hours worked on Sunday, union employees receive double time.

#### COMPARISON OF FRINGE BENEFITS

Fringe benefits are not negotiable at GPO. GPO employees receive the same benefits as most other Federal employees, including retirement, life and health insurance, and paid time off for vacations, holidays, and sick leave. While we did not independently compare Federal and private sector benefits, studies done by OPM and the Congressional Budget Office (CBO) show that estimating and comparing the costs of such benefits is enormously complex, and different estimating approaches can produce different results.

A fringe benefits cost analysis done by the Congressional Budget Office (CBO) for the House Committee on Post Office and Civil Service <sup>2/</sup> show that Federal fringe benefits costs (retirement, life and health insurance, and leave) as of March 1980 were 49.1 percent of payroll compared to 47.1 percent if the Government adopted the private sector benefit package. In other words, the total package of Federal noncash compensation was found to be 2 percent of pay more valuable than the private

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<sup>2/</sup>House Committee on Post Office and Civil Service, "Adjustments in Federal White-Collar Pay, A Technical Review of Past Proposals and the Outlook for October 1983," 98th Congress, 1st Session, Committee Print 98-4, March 22, 1983.

sector package. In contrast, OPM estimated that as of March 1980, the Federal Government's retirement, life and health insurance, and leave benefit costs were 9 percent more of payroll than the private sector--50.3 percent in the Federal sector compared to 41.0 percent in the private sector. Another benefit analysis, done by the Hay Associates using 1982 data, concludes that Federal benefits are only 0.6 percent of pay more valuable than the private sector package, compared to 4.6 percent in 1979. They attributed this drop largely to cutbacks in the Federal health benefits and retirement programs.

The studies done by CBO and the Hay Associates did not specifically cover the printing and lithographic industry.

Table 1

COMPARISON OF AVERAGE FWS/GS EARNINGS WITH AVERAGE  
GPO EARNINGS FOR CALENDAR YEAR 1982 (note a)

	<u>GPO level</u>	<u>GPO annual earnings</u>	<u>GS/FWS level</u>	<u>GS/FWS annual earnings</u>	<u>Earnings difference</u>	<u>Percent difference</u>
<u>PRINTING CRAFT PERSONNEL</u>						
<u>Compositors</u>						
Video Keyboard Operator	Journeyman	\$30,352	GS 4/4	b/ \$24,196	\$ 6,156	25
				c/ 12,473	17,879	143
Phototypesetter	Journeyman	30,352	GS 4/4	b/ 24,196	6,156	25
				c/ 12,473	17,879	143
Proofreader	Journeyman	30,352	GS 4/4	12,473	17,879	143
Text Editor	Journeyman	30,352	GS 6/4	15,916	14,436	91
<u>Bookbinders</u>						
Bindery Machine Operator (Folder)	Journeyman	29,841	FWS 9/2	20,853	8,988	43
Bindery Machine Operator (Cutter)	Journeyman	29,841	FWS 9/2	20,853	8,988	43
Bindery Machine Operator (Perfect Binder)	Journeyman	32,822	FWS 9/2	d/ 23,150	9,672	42
<u>Pressmen</u>						
Single-Color Sheetfed/Offset (43 x 60) Operator	Journeyman	31,394	FWS 10/2	26,253	5,141	20
				d/ 28,912	6,344	22
Two-Color Webfed/Offset Operator	Journeyman	32,256	FWS 11/2	d/ 28,912	6,344	22
<u>Offset Strippers</u>						
Stripper	Journeyman	31,394	FWS 7/2	23,358	8,036	34
Photohand Copy Preparer	Journeyman	31,394	GS 5/4	14,280	17,114	120
Copy Preparer	Journeyman	31,394	GS 9/4	21,634	9,760	45
Platemaker Stripper	Journeyman	31,394	FWS 8/2	23,397	7,997	34
<u>MAINTENANCE CRAFT PERSONNEL</u>						
Carpenter	Journeyman	30,352	FWS 9/2	20,152	10,200	51
Electrician	Journeyman	30,352	FWS 10/2	21,200	9,152	43
Machinist	Journeyman	30,352	FWS 10/2	21,200	9,152	43
<u>PRINTING PLANT PERSONNEL</u>						
Truck Driver - Medium	Grade 5/2	19,713	FWS 6/2	16,840	2,873	17
Truck Driver - Heavy	Grade 7/2	21,235	FWS 7/2	18,013	3,222	18
Forklift Operator	Grade 6/2	20,495	FWS 5/2	15,662	4,833	31
Janitor - Light	Grade 1/2	15,994	FWS 1/2	11,364	4,630	41
Janitor - Heavy	Grade 3/2	18,213	FWS 2/2	12,329	5,884	48

a/The FWS annual prevailing rate is at step 2, which reflects the average private sector pay rate. The GS step 4 rate is where the majority of white-collar employees are grouped.

b/This GS rate represents the save-the-grade-and-pay rate for those FWS employees converted from the Special Printing and Lithographic Schedule to the General Schedule. The conversion in most agencies took place in October 1982.

c/This GS rate represents the current average annual salary for employees at grade 4, step 4.

d/GPO's Head Perfect Binder Machine operator and Head web press operator were graded as leader jobs under the FWS Special Printing Schedule.

Table 2

COMPARISON OF AVERAGE HOURLY FWS/GS RATES WITH AVERAGE GPO  
RATES FOR CALENDAR YEAR 1982 (note a)

	<u>GPO level</u>	<u>Hourly rate</u>	<u>GS/FWS level</u>	<u>GS/FWS hourly rate</u>	<u>Rate difference</u>	<u>Percent difference</u>
<u>PRINTING CRAFT PERSONNEL</u>						
<u>Compositors</u>						
Video Keyboard Operator	Journeyman	\$14.59	GS 4/4	<u>b/</u> \$11.63	\$2.96	25
Phototypesetter	Journeyman	14.59	GS 4/4	<u>c/</u> 6.00	8.59	143
				<u>b/</u> 11.63	2.96	25
Proofreader	Journeyman	14.59	GS 4/4	<u>c/</u> 6.00	8.59	143
				<u>b/</u> 11.63	2.96	25
Text Editor	Journeyman	14.59	GS 6/4	7.65	6.94	91
<u>Bookbinders</u>						
Bindery Machine Operator (Folder)	Journeyman	14.35	FWS 9/2	10.03	4.32	43
Bindery Machine Operator (Cutter)	Journeyman	14.35	FWS 9/2	10.03	4.32	43
Bindery Machine Operator (Perfect Binder)	Journeyman	15.78	FWS 9/2	<u>d/</u> 11.13	4.65	42
<u>Pressmen</u>						
Single-Color Sheetfed/Offset (43 x 60) Operator	Journeyman	15.09	FWS 10/2	12.62	2.47	20
Two-Color Webfed/Offset Operator	Journeyman	16.95	FWS 11/2	<u>d/</u> 13.90	3.05	22
<u>Offset Strippers</u>						
Stripper	Journeyman	15.09	FWS 7/2	11.23	3.86	34
Photohand Copy Preparer	Journeyman	15.09	GS 5/4	6.87	8.22	120
Copy Preparer	Journeyman	15.09	GS 9/4	10.40	4.69	45
Platemaker Stripper	Journeyman	15.09	FWS 8/2	11.25	3.84	34
<u>MAINTENANCE CRAFT PERSONNEL</u>						
Carpenter	Journeyman	14.59	FWS 9/2	9.69	4.90	51
Electrician	Journeyman	14.59	FWS 10/2	10.19	4.40	43
Machinist	Journeyman	14.59	FWS 10/2	10.19	4.40	43
<u>PRINTING PLANT PERSONNEL</u>						
Truck Driver - Medium	Grade 5/2	9.48	FWS 6/2	8.10	1.38	17
Truck Driver - Heavy	Grade 7/2	10.21	FWS 7/2	8.66	1.55	18
Forklift Operator	Grade 6/2	9.85	FWS 5/2	7.53	2.32	31
Janitor - Light	Grade 1/2	7.69	FWS 1/2	5.46	2.23	41
Janitor - Heavy	Grade 3/2	8.76	FWS 2/2	5.93	2.83	48

a/The FWS prevailing rate is at step 2, which reflects the average private sector pay rate. The GS step 4 rate is where the majority of white-collar employees are grouped.

b/This GS rate represents the save-the-grade-and-pay rate for those FWS employees converted from the Special Printing and Lithographic Schedule to the General Schedule. The conversion in most agencies took place in October 1982.

c/This GS rate represents the current average annual pay rate for employees at grade 4, step 4.

d/GPO's Head Perfect Binder machine operator and Head web press operator were graded as leader jobs under the FWS Special Printing Schedule.

Table 3

COMPARISON OF FWS/GS MAXIMUM EARNINGS WITH GPO  
MAXIMUM EARNINGS FOR CALENDAR YEAR 1982 (note a)

	<u>GPO level</u>	<u>GPO annual earnings</u>	<u>GS/FWS level</u>	<u>GS/FWS annual earnings</u>	<u>Earnings difference</u>	<u>Percent difference</u>
<u>PRINTING CRAFT PERSONNEL</u>						
<u>Compositors</u>						
Video Keyboard Operator	Journeyman	\$30,352	GS 4/10	b/ \$25,403 c/ 15,082	\$ 4,949 15,270	19 101
Phototypesetter	Journeyman	30,352	GS 4/10	b/ 25,403 c/ 15,082	4,949 15,270	19 101
Proofreader	Journeyman	30,352	GS 4/10	15,082	15,270	101
Text Editor	Journeyman	30,352	GS 6/10	18,812	11,540	61
<u>Bookbinders</u>						
Bindery Machine Operator (Folder)	Journeyman	29,841	FWS 9/3	21,646	8,195	38
Bindery Machine Operator (Cutter)	Journeyman	29,841	FWS 9/3	21,646	8,195	38
Bindery Machine Operator (Perfect Binder)	Journeyman	32,822	FWS 9/3	d/ 24,253	8,569	35
<u>Pressmen</u>						
Single-Color Sheetfed/Offset (43 x 60) Operator	Journeyman	31,394	FWS 10/3	27,516	3,878	14
Two-Color Webfed/Offset Operator	Journeyman	35,256	FWS 11/3	d/ 30,285	4,971	16
<u>Offset Strippers</u>						
Stripper	Journeyman	31,394	FWS 7/3	24,544	6,850	28
Photohand Copy Preparer	Journeyman	31,394	GS 5/10	16,872	14,522	86
Copy Preparer	Journeyman	31,394	GS 9/10	25,565	5,829	23
Platemaker Stripper	Journeyman	31,394	FWS 8/3	24,544	6,850	28
<u>MAINTENANCE CRAFT PERSONNEL</u>						
Carpenter	Journeyman	30,352	FWS 9/5	22,565	7,787	35
Electrician	Journeyman	30,352	FWS 10/5	23,739	6,613	28
Machinist	Journeyman	30,352	FWS 10/5	23,739	6,613	28
<u>PRINTING PLANT PERSONNEL</u>						
Truck Driver - Medium	Grade 5/3	20,516	FWS 6/5	18,874	1,642	09
Truck Driver - Heavy	Grade 7/3	22,079	FWS 7/5	20,173	1,906	09
Forklift Operator	Grade 6/3	21,297	FWS 5/5	17,551	3,746	21
Janitor - Light	Grade 1/3	17,369	FWS 1/5	12,729	4,640	36
Janitor - Heavy	Grade 3/3	18,952	FWS 2/5	13,819	5,133	37

a/The maximum earnings comparison reflects the highest step of both the FWS and GS grade structures.

b/This GS annual earnings rate represents the save-the-grade-and-pay rate for those FWS employees converted from the Printing and Lithographic Schedule to the General Schedule. The conversion in most agencies took place in October 1982.

c/This GS earnings rate represents the current maximum annual salary for employees at grade 4, step 10.

d/GPO's Head Perfect Binder machine operator and Head web press operator were graded as leader jobs under the FWS Special Printing Schedule.

Table 4

COMPARISON OF FWS/GS HOURLY MAXIMUM RATES WITH  
GPO HOURLY MAXIMUM RATES FOR CALENDAR YEAR 1982 (note a)

	<u>GPO level</u>	<u>Hourly rate</u>	<u>GS/FWS level</u>	<u>GS/FWS hourly rate</u>	<u>Rate difference</u>	<u>Percent difference</u>
<u>PRINTING CRAFT PERSONNEL</u>						
<u>Compositors</u>						
Video Keyboard Operator	Journeyman	\$14.59	GS 4/10	<u>b/</u> \$12.21	\$2.38	19
				<u>c/</u> 7.25	7.34	101
Phototypesetter	Journeyman	14.59	GS 4/10	<u>b/</u> 12.21	2.38	19
				<u>c/</u> 7.25	7.34	101
Proofreader	Journeyman	14.59	GS 4/10	7.25	7.34	101
Text Editor	Journeyman	14.59	GS 6/10	9.04	5.55	61
<u>Bookbinders</u>						
Bindery Machine Operator (Folder)	Journeyman	14.35	FWS 9/3	10.41	3.94	38
Bindery Machine Operator (Cutter)	Journeyman	14.35	FWS 9/3	10.41	3.94	38
Bindery Machine Operator (Perfect Binder)	Journeyman	15.78	FWS 9/3	<u>d/</u> 11.66	4.12	35
<u>Pressmen</u>						
Single-Color Sheetfed/Offset (43 x 60) Operator	Journeyman	15.09	FWS 10/3	13.23	1.86	14
Two-Color Webfed/Offset Operator	Journeyman	16.95	FWS 11/3	<u>d/</u> 14.56	2.39	16
<u>Offset Strippers</u>						
Stripper	Journeyman	15.09	FWS 7/3	11.80	3.29	28
Photohand Copy Preparer	Journeyman	15.09	GS 5/10	8.11	6.98	86
Copy Preparer	Journeyman	15.09	GS 9/10	12.29	2.80	23
Platemaker Stripper	Journeyman	15.09	FWS 8/3	11.80	3.29	28
<u>MAINTENANCE CRAFT PERSONNEL</u>						
Carpenter	Journeyman	14.59	FWS 9/5	10.85	3.74	35
Electrician	Journeyman	14.59	FWS 10/5	11.41	3.18	28
Machinist	Journeyman	14.59	FWS 10/5	11.41	3.18	28
<u>PRINTING PLANT PERSONNEL</u>						
Truck Driver - Medium	Grade 5/3	9.86	FWS 6/5	9.07	0.79	09
Truck Driver - Heavy	Grade 7/3	10.61	FWS 7/5	9.70	0.91	09
Forklift Operator	Grade 6/3	10.24	FWS 5/5	8.44	1.80	21
Janitor - Light	Grade 1/3	8.35	FWS 1/5	6.12	2.23	36
Janitor - Heavy	Grade 3/3	9.11	FWS 2/5	6.64	2.47	37

a/The maximum rate comparison reflects the highest step of both the FWS and GS grade structures.

b/This GS rate represents the save-the-grade-and-pay rate for those FWS employees converted from the Special Printing and Lithographic Schedule to the General Schedule. The conversions in most agencies took place in October 1982.

c/This GS rate represents the current maximum hourly pay rate for employees at grade 4, step 10.

d/GPO's Head Perfect Binder machine operator and Head web press operator were graded as leader jobs under the FWS Special Printing Schedule.

Table 5

HOURLY RATE COMPARISONS FOR SELECTED OCCUPATIONS

IN GPO AND THE PRIVATE SECTOR (note a)

<u>Occupation</u>	<u>GPO rate (note b)</u>	<u>Private sector rate (note c)</u>	<u>Rate difference</u>	<u>Percent difference</u>
Bindery Machine Operator (Perfect Binder)	\$15.98	\$11.92	\$4.06	34.1
Offset Pressman (35" x 45" and larger)	15.29	11.51	3.78	32.8
Platemaker/Stripper	15.29	13.63	1.66	12.2
Carpenter	14.78	9.64	5.14	53.3
Electrician	14.78	11.02	3.76	34.1
Power truck operator	9.98	9.62	.36	3.7
Truck Driver - Heavy	10.34	8.06	2.28	28.3
Janitor - Heavy	8.87	5.69	3.18	55.9

a/The private sector rates are for the Washington, D.C., area. They were collected by DOD for the Federal Wage System regular and special Printing and Lithographic Schedules.

b/GPO rate effective 6/18/82.

c/Private sector weighted average rate during August 1982.

Table 6

COMPARISON OF CUMULATIVE PERCENTAGE INCREASES

BETWEEN GPO AND FWS/GS COUNTERPARTS

	<u>Percentage of pay increases</u>					
	<u>1978-1982 (inclusive)</u>			<u>1973-1982 (inclusive)</u>		
	<u>GPO</u>	<u>FWS</u> <u>(note a)</u>	<u>GS</u>	<u>GPO</u>	<u>FWS</u> <u>(note a)</u>	<u>GS</u>
<u>PRINTING CRAFT PERSONNEL</u>						
<u>Compositors</u>						
Video Keyboard Operator	38.6	34.6	37.1	113.9	108.0	75.4
Phototypesetter	38.6	34.6	37.1	113.9	108.0	75.4
Proofreader	38.6		37.1	113.9		75.4
Text-Editor	38.6		37.1	113.9		75.5
<u>Bookbinders</u>						
Bindery Machine Operator (Folder)	38.5	38.5		119.4	119.5	
Bindery Machine Operator (Cutter)	38.5	38.5		119.4	119.5	
Bindery Machine Operator (Perfect Binder)	38.4	40.0		119.2	118.8	
<u>Pressmen</u>						
Single-Color Sheetfed/Offset (43 x 60) Operator	39.0	35.0		120.9	106.5	
Two-Color Webfed/Offset Operator	39.3	38.0		119.8	109.5	
<u>Offset Strippers</u>						
Stripper	38.4	33.5		112.2	107.2	
Photohand Copy Preparer	38.4		37.1	112.2		75.3
Copy Preparer	38.4		37.1	112.2		76.0
Platemaker Stripper	38.4	33.8		112.2	107.6	
<u>MAINTENANCE CRAFT PERSONNEL</u>						
Carpenter	38.6	39.4		113.9	116.3	
Electrician	38.6	39.6		113.9	116.8	
Machinist	38.6	39.6		113.9	116.8	
<u>PRINTING PLANT PERSONNEL</u>						
Truck Driver - Medium	38.6	36.8		131.2	108.8	
Truck Driver - Heavy	38.5	38.3		131.0	111.7	
Forklift Operator	38.5	34.9		131.2	105.7	
Janitor - Light	38.8	30.0		131.6	92.9	
Janitor - Heavy	38.8	30.6		131.1	96.4	

a/FWS schedules for the Washington, D.C., area.

## CHAPTER 6

### ALTERNATIVE APPROACHES TO GPO'S

#### PAY AND CLASSIFICATION SYSTEM

The Joint Committee on Printing has final authority on all matters involving GPO personnel compensation. In this regard, the Joint Committee on Printing has appointed a Fact Finder during the last two wage negotiation sessions (1979 and 1982) to resolve serious wage impasses between GPO management and the Joint Council of Unions. It is clear from the Fact Finder's proceedings that management's approach and philosophy for setting wages differ sharply from those espoused by the unions. Management contends that GPO wages should be based on comparability with wages paid to other Federal and private sector employees doing similar work in the same locality. Furthermore, it believes that employees should be paid for the value of their skills and that the practice of paying identical wages to employees using different levels of skills creates problems of pay equity. Unions, on the other hand, contend that GPO's work is not comparable to the work performed in other Federal and private sector establishments.

#### COMPARABILITY IS THE GUIDING PRINCIPLE OF OTHER FEDERAL PAY SYSTEMS

Under the Kiess Act of 1924, the criteria for negotiating wages at GPO (including premium pay) is that pay rates be in "the interest of the Government and just to the persons employed." Other Federal collective bargaining pay systems (e.g., Postal Service, TVA), the General Schedule, and FWS have more definitive criteria for negotiating or administratively setting pay.

The major pay principles that guide these other Federal pay systems include:

- Setting and adjusting Federal pay rates in line with comparable or prevailing rates in the private sector.
- Offering equal pay for substantially equal work.
- Maintaining pay distinctions that recognize substantial differences in duties, responsibilities, and skill requirements.

These pay principles were established to provide equity for Federal employees with their private sector counterparts, enable the Government to be a fair competitor in the labor market, and provide logical and factual standards for setting Federal pay rates. Inherent in the comparability principle is that pay

adjustments for Federal employees will be based on the same factors that affect the private sector, such as labor market conditions, productivity, collective bargaining agreements, and cost-of-living increases.

While the comparability principle is a sound concept for setting or negotiating pay, the complexity of the methods currently used to determine comparability often cause credibility problems. For example, the General Schedule and FWS, as structured, have been plagued with problems and criticisms. Also, Federal employees are concerned that the pay comparability process is not operating as intended because Presidents, who are not bound by the comparability process, have proposed and the Congress has approved alternative pay plans for 6 of the last 8 fiscal years. Raises have been smaller than called for by the comparability process and Presidential justifications have been based on budgetary and economic problems and on the need to "set an example" of wage restraint for the private sector. While Presidents do not have authority to propose alternative pay plans for FWS employees, the Congress has also limited FWS pay raises to those granted General Schedule employees in each of the last 5 fiscal years. Federal employees under collective bargaining have not had their negotiated wages restricted by the President or the Congress.

#### ALTERNATIVES TO GPO'S PAY AND CLASSIFICATION SYSTEM

We were asked to identify alternative pay and classification systems for GPO. Based on our review, we believe that a long-term solution is needed to resolve the recurring dispute between GPO management and the unions over what is reasonable compensation for work performed by GPO employees. Therefore, we believe that a joint labor/management task force should be established to identify appropriate changes or refinements to GPO's pay-setting process. This task force should examine features of public and private sector pay-setting practices that may be applicable to GPO.

Two options that the task force should examine as possible alternative pay systems for GPO are

- to modify GPO's collective bargaining process to require that negotiated wage rates be determined on the basis of private sector prevailing wage surveys and
- to place GPO collective bargaining employees under appropriate Federal pay systems, such as the FWS and General Schedule. Under this option, most GPO collective bargaining employees would be placed under the FWS.

Under the first option, the Public Printer could establish a Joint Wage Data Committee (similar to that used by the TVA in its wage negotiations), which would consist of representatives from both GPO management and the Joint Council of Unions. This Committee would be responsible for developing (1) a survey methodology to collect private sector wage rates and (2) a formula for converting this information into comparable rates of pay for each class, grade, and type of work performed at GPO. The survey itself could be conducted jointly by management and the unions. The advantage of this option is that employee unions would have a major role in the pay-setting process. The disadvantages are that it would duplicate, to some extent, wage surveys conducted for other Federal pay systems and would place an additional burden on the private sector to provide wage information. To resolve this latter problem, the GPO could use the Bureau of Labor Statistics annual area wage survey results and the private sector wage results collected by DOD for the FWS regular and special printing and lithographic surveys of the Washington, D.C., metropolitan area.

Under the second option, most GPO bargaining employees would be placed under the FWS. And while the unions would not have a role in the pay-setting process for the General Schedule, they would have a role in the pay-setting process through representation on both the Local Wage Survey Committee and the Federal Prevailing Rate Advisory Committee (see ch. 2 for discussion on the FWS pay-setting process).

Under either option, GPO would have to classify and develop job standards for all its employees presently in collective bargaining units to insure that comparative job matches can be made with the private sector.

## CHAPTER 7

### COMMENTS BY GPO, JOINT COUNCIL OF

#### GPO UNIONS, AND CHAIRMAN OF THE

#### JOINT COMMITTEE ON PRINTING

We sent a draft of this report to GPO, the Joint Council of Unions, and the Chairman, Joint Committee on Printing, for review and comment. A discussion of their concerns follows.

#### COMMENTS BY GPO

GPO felt that we should include in the report an analysis and comparison of GPO and private sector premium pay practices and major fringe benefits. GPO also believed that one of the alternative pay-setting mechanisms we had offered--the one suggesting that GPO perform its own private sector wage surveys--was neither feasible nor practical.

In response to GPO's first comment, we added to the report a section that discusses and compares premium pay (see p. 35), and another section that discusses comparisons of major Federal and private sector fringe benefits (see p. 36). The comparisons in this section were made by the Congressional Budget Office and by Hay Associates.

We acknowledge, as pointed out in GPO's comment, that an alternative pay option requiring an independent GPO private sector wage survey could create problems. For example, GPO management and the Joint Council of Unions could disagree on how the survey wage data should be collected, evaluated, and used. We also acknowledge that a GPO wage survey would, to some extent, duplicate information already collected through other surveys. However, duplication could be avoided if GPO used either BLS wage data or the private sector wage data collected by DOD for the FWS regular and special printing and lithographic surveys of the Washington, D.C., metropolitan area. TVA and other Federal agencies that collectively bargain already use this option, which provides some basic criteria for setting wages. The advantages and disadvantages of the proposed alternatives are addressed in chapter 6.

#### COMMENTS BY THE JOINT COUNCIL OF GPO UNIONS

The Joint Council of GPO Unions expressed a number of concerns about the draft report. Its main concern was that we did not include the 1982 Fact Finder's conclusions. We did not include them because they were outside the scope of our review.

The December 20, 1982, request letter from Members of Congress specifically outlined the issues to be included in the study. We were asked to (1) compare GPO pay-setting practices with the General Schedule, the FWS, and systems used by other Federal agencies that negotiate wages and (2) compare GPO pay rates with those of Federal agencies and private sector firms having similar occupations. When we made the comparisons, we found that employees in GPO bargaining units receive higher wages than do their counterparts in other Federal agencies or in private sector firms in the Washington, D.C., area.

As stated in the report, however, we made our occupational comparisons by observing GPO and other employees at their jobs and discussing their duties and responsibilities with them. Then, with the assistance of a Federal job classification specialist, we determined what pay grades would be applicable to the GPO jobs if they were included under the FWS or the General Schedule. In determining pay grades, we considered the same factors OPM considers when it classifies a Federal job under one of these schedules: knowledge and skills, responsibilities, physical effort, and work environment. The Bureau of Labor Statistics and the DOD Wage Fixing Authority use these same factors when they conduct wage surveys in the private sector.

The Fact Finder's objective was different. The Joint Committee on Printing appointed him to resolve the wage impasse between GPO management and the Joint Council. The committee instructed him to "render his findings and recommendations as to the collective bargaining agreement or agreements after considering the positions of the parties in light of the following factors

- a) what is in the interest of the Government and just to the persons employed;
- b) the wage and fringe benefits available in the public and private sectors to employees possessing similar skills and training;
- c) the Washington area average consumer price index for goods and services since the last contract; and
- d) any other factors which in his professional judgment are normally or traditionally taken into consideration in the determination of wages and other benefits in the collective bargaining process."

Some of the "other" factors he considered in reaching his conclusions were the size of GPO, the volume of work, time constraints, diversity of equipment and machinery, production requirements, and hiring standards. While these factors may be relevant to a collective bargaining process, they are not

considered relevant when making job comparisons with private sector, FWS, or General Schedule employees under Federal classification procedures.

In addition, the Joint Council maintained that the report also should compare GPO and private sector fringe benefits and should take into account GPO's longer workweek. The need to compare benefits also was raised by GPO, and, as we explained in our response to the GPO comment, we added a section addressing this issue (see p. 36). The length of the workweek for GPO employees, as the Joint Council indicates, is longer than the average workweek for private sector establishments. Most Federal employees, including those at GPO, work a standard 8-hour day, 40-hour week (Monday through Friday). The workweek for private sector employees in printing establishments in the Washington, D.C., area averages 38.5 hours, according to the following DOD survey data

- 17 percent or 23 companies have a 35-hour workweek,
- 12 percent or 18 companies have between a 35- and 40-hour workweek,
- 61 percent or 84 companies have a 40-hour workweek,
- 10 percent or 13 companies have a workweek greater than 40 hours.

The Joint Council of Unions contends that private sector establishments having a workweek shorter than 40 hours regularly require their employees to work overtime, and this information should be factored into our analysis. However, we have no evidence showing that private sector establishments with shorter workweeks regularly require their employees to work extra hours. Even the Fact Finder acknowledged this. He said,

". . . the (unions) argument that to achieve a true comparison one must augment the private scale by five overtime hours at time and one-half (or in some cases three hours at double time) is overstated. It leads, of course, to increasing the private weekly wage by over 20 percent above that stated in the private agreements. But not all these agreements provided for time and one-half over 35 hours, and, more important, they do not in fact normally work a 40 hour week or much in excess of 35 hours, and the wage rates are set with that fact in mind. Thus, while some allowance should be made for the longer workweek at GPO, the allowance should not be as great as that urged by the unions."

The Joint Council also claimed that our report implies that Federal pay rates are comparable with those paid by the private sector and thus misleads the reader. We acknowledge in the report that the principle of comparability has not always been followed. In fact, we pointed out that in 6 of the last 8 fiscal years, Presidents have proposed and the Congress has approved alternative plans for smaller Federal pay raises than called for by the comparability process. The Congress has also limited the pay raises for Federal blue-collar employees in the FWS for each of the last 5 years but has not done so for GPO and other agencies that collectively bargain for wages. We discuss additional problems with the comparability process in chapter 6.

The Joint Council further suggested that the methodology of the review should be set out explicitly. The "Objectives, Scope, and Methodology" section of our report (see pp. 2 to 4) describes the methodology and assumptions we used. In addition, the introductory paragraphs to each chapter describe report methodology and objectives. The report specifically addresses such matters as (1) how staff decided which jobs were comparable (see pp. 2 and 3), (2) how facilities were selected for survey (see p. 3), (3) how staff arrived at the average Federal wage for a particular job (see pp. 3 and 4), and (4) how staff arrived at the conclusion that wage differences between GPO employees and their Federal counterparts averaged 42 percent overall (see p. 33). We also added appendix II, which describes in detail the procedures we used in making wage rate calculations.

The Joint Council's last comment was that the report's options are based on an erroneous view of GPO's wage-setting practices and would, if followed, make GPO workers less productive. The alternative pay-setting approaches discussed in the report are based on features that other Federal collective bargaining and administratively set pay systems are required by law to follow. Classification standards are an essential part of these systems, and we recognize that GPO journeyman printers and related jobholders are qualified to perform the full range of duties embraced by the craft. We took this fact into full consideration in all the occupational comparisons made. We also recognize that changes in the current GPO collective bargaining process could be disruptive, but it does not necessarily follow that GPO workers would become less productive.

COMMENTS BY THE CHAIRMAN,  
JOINT COMMITTEE ON PRINTING

The Chairman of the Joint Committee on Printing, expressing his views rather than those of the other committee members, was concerned that the draft report (1) was at odds with the Fact Finder's report and (2) did not refer to the factors the Fact Finder cited when he concluded that GPO was "not remotely comparable to any other federal printing facility."

As previously explained, a number of items considered by the Fact Finder are not considered under the Federal classification procedures in making comparisons to private sector, FWS, or General Schedule employees. For example, the Fact Finder emphasized that GPO is much larger than other Federal printing facilities. For our purposes, size was not a critical factor in determining what it takes to perform specific jobs such as film stripping, video keyboarding, or operating a folding machine. Similarly, the fact that GPO has approximately 75 presses, including 19 different varieties and 10 different makes, is not pertinent to the amount of knowledge, skills, and abilities needed to operate an individual press. Furthermore, in making our comparisons, we used journeyman levels only. This means that, at the agencies we visited, the press operator at the full-performance level possessed the knowledge, skills, and abilities to operate a variety of presses. In addition, while there were not as many press varieties or brands in other establishments, many of the press operators were required to print five-color work regularly as opposed to the mostly single-color work done in GPO.

Some of the other factors considered by the Fact Finder would be difficult to measure and use in making comparability determinations. These include production requirements, hiring standards, and job pressures and constraints. For example, the Fact Finder stated that GPO's standard of 14,000 keystrokes per hour for compositors has no equivalent in other Federal printing plants. The 14,000-keystrokes-per-hour standard (approximately 47 words per minute) is essentially for straight typing. The standard drops to 11,970 keystrokes per hour for typing bills, and to 11,675 for typing the Congressional Record. Furthermore, based on March 1983 statistics obtained from GPO, only 9 (4.6 percent) of the 194 compositors have actually met the 14,000-keystroke standard.

At Federal map and chart facilities, on the other hand, the standards, as expected, are lower (from 5,000 to 6,000 keystrokes per hour) because of more complex and technical typing requirements. Thus, standards must be based on the complexity and difficulty of the material being typed, which means that no one set of standards is universally applicable.

Regarding hiring standards, we recognize that when GPO hires a printing craftsman at the journeyman level, the employee must have completed an apprenticeship program and must have had at least 1 year of journeyman experience. While other Federal printing facilities may not have similar requirements for filling full performance-level positions, their employees at the full-performance level have knowledge, skills, and abilities similar to journeyman craftsmen at GPO. There is also little difference between GPO's apprentice-journeyman program and

on-the-job training programs in other Federal printing facilities. GPO apprentices must be trained "on the job" before they qualify as journeymen, just as employees in other Federal facilities must receive on-the-job training before they reach full performance level. Furthermore, according to GPO management officials, GPO has hired only one journeyman craftsman in the last 5 years. It has been retraining employees whose skills have become obsolete as a result of the changing technology.

Job pressure and stress are also subjective factors. During our review we found little agreement over what constitutes job pressure or stress. While it is true that GPO must meet tight deadlines in printing the Congressional Record, newspaper plants must meet similar deadlines. And, managers in the map and chart facilities described a different type of pressure. They pointed out that the slightest error in accuracy could jeopardize public safety; therefore, they contend that their work is as demanding, if not more so, than GPO's work.

The Chairman of the Joint Committee also commented that a comparison of fringe benefits in the private sector with those at GPO would make the report more complete. As previously indicated, we added to the report a section addressing this issue (see p. 36).

NEWT GINGRICH  
SIXTH DISTRICT, GEORGIA

COMMITTEES:  
PUBLIC WORKS AND  
TRANSPORTATION

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Congress of the United States

House of Representatives

December 20, 1982

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The Honorable Charles A. Bowsher  
General Accounting Office  
441 G Street, N.W.  
Washington, D.C. 20548

Dear Mr. Bowsher:

We wrote to you on October 12, 1982, requesting a review of certain aspects of the Government Printing Office.

Since that letter we have had discussions with your staff and we are writing this letter to outline present agreements between us.

The report should concern the evaluation and analysis of GPO pay practice and classification systems in relationship to the work performed by employees in the GPO production and production support departments. The evaluation report and analysis should also compare GPO pay and classification systems with those used by other Federal agencies and private sector companies including but not limited to:

Federal:

- Defense Mapping Hydrographic and Topographic Center;
- Pentagon Departmental Printing Service;
- National Labor Relations Board;
- Department of Commerce; and
- Office of the Federal Register.

Private Sector:

- Editors Press (Washington, D.C.);
- McArdle Printing (Washington, D.C.);

The Honorable Charles A. Bowsher  
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- Baltimore Sun Papers;
- French/Bray Printing Company (Baltimore);
- Peake Printers (Washington, D.C.);
- Washington Post

Specifically the report should include:

1. Analysis of GPO pay-setting and classification policies and practices at the central office and also at the GPO field printing plants and regional printing procurement offices in the following cities: New York, Seattle, San Francisco, Denver and Chicago.
2. Comparison of GPO classification and pay-setting systems to the General Schedule, Federal Wage System, and systems used by Federal agencies which negotiate wages.
3. An evaluation of whether GPO's classification and pay systems meet the principles and standards which generally guide other Federal systems such as equal pay for substantially equal work. The evaluation should include an analysis of GPO's practice of linking craft and noncraft pay, night differential policy, and use of journeymen to perform jobs that do not require journeymen skills.
4. An analysis and comparison of the actual duties performed, minimum required skills of journeymen, and the hourly wage rates of GPO workers in the specified occupations and comparable workers in Federal agencies and private sector establishments. In making these comparisons, make required adjustments to account for major variations that may exist in the standard number of hours in a workweek. In addition, analyze and compare premium pays (overtime, shift-differentials, etc.) and major fringe benefits (retirement, health and life insurance, and time off for vacations, holidays, and sick leave).

Employees to be studied:

The Honorable Charles A. Bowsher  
 Page 3  
 December 20, 1982

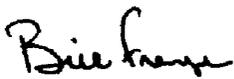
- (1) Photocomposition keyboard and related employees;
- (2) Bindery equipment operators;
- (3) Pressmen, single-color offset sheetfed 42 X 60 and 2-color webfed offset;
- (4) Offset Strippers;
- (5) Platemaker Strippers;
- (6) Carpenters;
- (7) Electricians;
- (8) Machinists;
- (9) Printing Plant Workers:
  - (a) Truck drivers;
  - (b) Power truck drivers, and
  - (c) Industrial cleaners.

5. Recommendation - Identify and recommend appropriate alternative pay and classification systems that could be implemented at the GPO to promote efficiency, economy, and equality and pay equity at GPO and between GPO workers and others performing substantially the same duties in the Washington, D.C., metropolitan area.

We hope to have this study completed by March 31, 1983.

Thank you for your help.

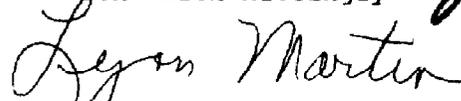
  
 Rep. Newt Gingrich

  
 Rep. Bill Frenzel

  
 Rep. Jerry Lewis

Sincerely,

  
 Sen. Mack Mattingly

  
 Rep. Lynn Martin

  
 Rep. Eugene Johnston

WAGE RATE CALCULATIONS

For each of the 21 GPO occupations studied, we created an automated data base containing wage information for 11 years (1972-1982, inclusive). The data base included hourly wages and dates of wage increases. For each year, we included GPO, prevailing, and maximum wage information for comparable jobs.

Thus, nearly 700 individual sets of wage data were automated (21 occupations x 11 years x 3 wage levels = 693). Each set consisted of the wage rate in effect on January 1 for a particular occupation, the dates of increase, and revised wage rates for between one and three adjustments made during a calendar year. The first computation for each set of wage data produced an average hourly wage rate for the year. To obtain that rate, the various wage rates in effect during a year were prorated over the number of days each rate was in effect. For example, if an initial rate of \$10.00 an hour was increased on July 1 to \$11.00 an hour, the average hourly wage rate would be computed as \$10.50 since each rate was paid for half of the year.

In addition to computing average hourly wage rates, computerized procedures were used to compute the annual rates and the absolute and relative percentage differences between GPO and other wage rates.



United States  
Government  
Printing Office

Washington, D.C. 20401

OFFICE OF THE PUBLIC PRINTER

March 31, 1983

Mr. Clifford I. Gould  
Director  
Federal Personnel and Compensation Division  
General Accounting Office  
441 G Street, N.W.  
Washington, D.C. 20598

Dear Mr. Gould:

In your letter dated March 18, 1983, you forwarded to me a copy of a draft report entitled "Comparison of the U.S. Government Printing Office's Pay and Classification System to other Federal and Private Sector Systems" (GAO/FPCD-83-32), and you requested that I comment thereon. In that letter, you also indicated that copies of the draft report had been sent for review to GPO's Joint Council of Unions and to those members of Congress who had requested it.

The major observations of this agency on the draft report are as follows.

Attached to the draft report at page 52 is a December 20, 1982 letter to Comptroller General Bowsher, which specifically required an analysis and comparison of GPO and private sector premium pay and major fringe benefits. The draft report, however, indicates that such a comparison would be enormously complex, and therefore it was not undertaken. While the difficulty in developing this information is recognized, we feel that the report would be significantly enhanced by its inclusion.

In the spring of 1982, the GPO developed fringe benefit comparisons based upon union contracts in a dozen major cities throughout the country for use at a wage fact-finding hearing. Our study revealed that GPO employees receive fringe benefits which meet or exceed those accorded to comparable employees throughout the Washington metropolitan area and the rest of the country. The contracts for the Washington metropolitan area were included as GPO Fact Finding exhibits 43-46. Information received from the Office of Personnel Management concerning their studies on total compensation and comparability established that federal employees receive comparable benefits to private sector employees. OPM utilized information developed by the Bureau of Labor Statistics and information developed for the ERISA files maintained by the Department of Labor. Accordingly, we would recommend that the existing information on this subject area be analyzed and included in the report.

GAO NOTE: Page references have been changed to agree with the final report.

At page 45 of the draft report, you identify two alternative pay and classification systems which could be implemented at GPO. We believe that the second option, involving GPO-conducted private sector wage surveys, is neither a feasible nor practical alternative to the present system of wage negotiations. The development of GPO's own system for wage data collection would be an expensive duplication of information already collected by Department of Defense personnel for the Federal Wage System printing and lithographic special schedule for the Washington metropolitan area. It would clearly be a needless expenditure of government time and money for GPO to attempt to duplicate the collection of this information. Further, it should be noted that from 1948 to 1971 the GPO and its unions surveyed wages in twenty-five cities as a means of developing a formula basis for wages. In 1970, the Columbia Typographical Union conducted an illegal work stoppage over a dispute concerning the number of cities to be surveyed. A revised seventeen-city formula was then utilized until 1974. In retrospect, it is clear that this system - which is not dissimilar to your second option - was a major cause of GPO's present wage rates, which the draft report identified as excessive.

We can foresee a variety of other problems which would result from the adoption of this option.

- a. Disputes between GPO management and the Joint Council of Unions as to whether the survey would restrict itself only to union establishments.
- b. Disputes as to whether the information would be collected from book and job shops as opposed to newspapers, and disputes over the geographic area of the survey.
- c. Disputes as to whether the information collected would include fringe benefits, and if so, as to which fringe benefits would be included, and how they would be valued.
- d. Opposition by private-sector employers to providing information to GPO which had already been furnished to DOD/FWS wage collectors.
- e. The need for a third party to resolve disputes concerning the manner of collecting and evaluating wage data.

For these reasons, and based upon historical experience, we do not consider the second option of an independent GPO private sector wage survey to be advisable or feasible.

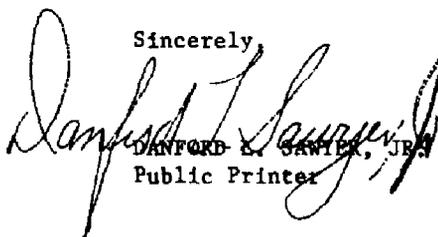
These two observations comprise the formal comments of this agency on the draft report. As you know, we met with your staff on March 30 and supplied them with a draft of these formal comments and a list of suggested minor technical or factual corrections to the draft report. At that meeting, your staff indicated that many of these technical changes had already been made,

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and that the remainder will be incorporated into the final report. Therefore, although we have enclosed a list of those technical corrections for your records, there is no need to respond formally to them.

Thank you for the opportunity to review your draft report. I hope that these comments and observations are useful to you.

Sincerely,



DANFORD E. SAWYER, JR.  
Public Printer

GAO Note: The enclosure has been deleted from the final report.

GEORGE B. DRIESEN, P.C.  
Attorney at Law  
Suite 204  
1000 Potomac Street, N.W.  
Washington, D.C. 20007  
Telephone: (202) 338-5754

April 1, 1983

HAND-DELIVERED

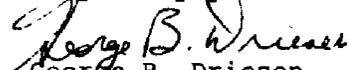
Mr. Gerald Miller  
Group Director  
General Accounting Office  
Room 4037  
441 G Street, N.W.  
Washington, D.C. 20548

Dear Mr. Miller:

Enclosed you will find the Joint Council of GPO Unions' Comments on the GAO Proposed Report which you so kindly provided to them. The Joint Bargaining Committee appreciates the opportunity of expressing its views.

Thank you.

Very truly yours,

  
George B. Driesen

Counsel for the Joint Council  
of GPO Unions

GBD/mlr  
enclosure  
cc: George Lord w/ enclosure

JOINT COUNCIL OF GPO UNIONS' COMMENTS  
ON GAO PROPOSED REPORT

These comments on the draft Report on "Comparison of the U.S. Government Printing Office's Pay and Classification System" are submitted at the invitation of the General Accounting Office. We have not participated in the Office's preparation of this report because we believe it is redundant and because we were not willing, as apparently the Federal Government is, to squander funds and manpower on a re-run of last summer's JCP ordered hearing into GPO wages. That would have been required to assure that the Report would have any validity at all. We respectfully request that the Report state that representatives of GPO employees played no role in the Report's preparation because they believed that the questions raised were authoritatively answered in a lengthy, costly, and vigorously contested legal proceeding last summer.

The same considerations prevent us from commenting in detail on the Draft. Nevertheless, even a surface examination discloses certain glaring omissions and errors that should be remedied before the Report becomes final. We briefly discuss these below.

I. THE REPORT COMPLETELY IGNORES THE 1982  
HEARINGS AND FACT FINDERS' RECOMMENDATIONS

It is astounding that a purportedly objective comparison of GPO pay rates with federal and private sector wages omits any reference to the 1982 Hearings ordered by the JCP and the ensuing Report of a highly respected and experienced labor relations neutral. Both dealt in great detail with the same

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subject as the Staff Draft. The record amassed was voluminous, consisting of 2,140 pages of transcript, and 150 exhibits, many of them multi-page arrays of statistical information, job descriptions, studies, and financial data. Unlike the information collected by your staff, the evidence and views of "experts" presented to the Fact Finder were subjected to rigorous cross-examination and were analyzed in 213 pages of written briefs.

The GAO Report studiously ignores that record and the conclusions of the Fact Finder based upon it. We would be reluctant to conclude that the draft Report's startling silence in the face of this data reflects bias. Hence, we consider it appropriate to call your attention to the Hearing record and the Findings based upon it. The Fact Finder concluded, on the basis of the evidence which we and GPO presented to him (and which is available to you) that the tasks and skills performed by employees subject to federal wage scales ". . . bear only superficial resemblance to those required of GPO employees." (Report, pp. 3-4). He rejected as ". . . completely erroneous. . . ." the predicate of GPO's case and your report, namely "that GPO work is basically comparable to that at other federal agencies or to that done in the private industry which formed the basis for the proposed federal system rates"-----i.e., the FWS surveys that GPO utilized in support of its case.

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The Fact Finder explained the bases for his rejection of those comparisons in considerable detail. He found, for example, that comparison between GPO and the other printing facilities (including some you surveyed) "reveals substantial, indeed overwhelming, differences of both degree and kind." The publication of the Congressional Record and other rush jobs for Congress, he found, imposes time constraints, production standards and responsibility upon GPO employees that are utterly different from those prevalent elsewhere in the Government. He found a complete disparity between GPO hiring standards and those in effect in the "federal printing establishment." In addition, he found GPO employees---printing and engineering tradesmen alike---must be familiar with and able to operate, repair and occasionally rebuild a much greater variety of machinery and equipment than employees elsewhere in the federal system. The Fact Finder concluded that ". . .any attempt to equate [GPO's]. . .operations and wage structure with that of other existing federal printing facilities must be viewed as either ill-informed or unconcerned with the quality of GPO work and its capacity to continue to furnish the service Congress has heretofore required of it."

We feel your Report, if it is not to be completely misleading to the Congress, must contain a description of the Hearing Record and a summary of the Fact Finder's conclusions. Otherwise, the Report will serve only a partisan, political purpose, not the public interest.

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II. THE FAILURE TO COMPARE PRIVATE SECTOR FRINGE BENEFITS AND  
THE SHORTER PRIVATE SECTOR WORKWEEK PREVENTS THE STUDY  
FROM HAVING ANY SIGNIFICANCE

The Staff has thrown up its hands when faced with the differences between the private sector workweek and fringes with GPO conditions in order to compare total compensation. We understand the difficulty. But surely no sound Report can fail to come to grips with those realities. When private employers and printing trade unions negotiate, the dollars needed to maintain or improve health, life and disability insurance, and pensions are always viewed as wages that are paid in a different form. Consequently, fringe benefit costs are taken directly from the employer's wage offer, as the just concluded Teamsters' COLA negotiation graphically illustrate. Furthermore, prior to 1978, when GPO and the Unions agreed on wage surveys as a basis for negotiating rates of pay, those surveys always included fringe benefits paid in the private sector. Both sides presented fringe benefit information to the Fact Finders in the 1979 and 1982 Hearings ordered by the JCP to enable it to set GPO wages. GAO can hardly ignore this critical component of wage fixing, as it does.

At least the Report should point out that unionized printing employees do not work a forty hour work week at straight time rates, as GPO employees do. Private unionized printing employees get time and a half after working a basic week that varies between thirty-five and thirty-seven and a half hours. Nor does the Report point out that GPO employees contribute more

-5-

to finance their retirement than private sector employees do, and that in the unionized private sector health and life insurance benefits are entirely employer paid; at GPO employees contribute. Hence, GPO compensation is not directly comparable. Without some attempt to make such comparisons, the Report is misleading. At the very least, the Report should point out the difficulty and contain a caveat concerning the usefulness of the percentage comparisons drawn.

III. THE REPORT MISLEADS THE READER BY CLAIMING THAT FEDERAL PAY RATES ARE BASED UPON COMPARABILITY WITH THE PRIVATE SECTOR

The Report misleadingly states that comparability is the guiding principle in setting federal pay. That is bald-faced nonsense, as your own report and the Hearing record makes unmistakably plain. True, the federal government conducts "surveys" of certain jobs in the private sector. But the fact is that the pay federal employees (other than those who bargain collectively) actually receive is based on fiat, not fact. First, Congress and the President have simply ignored the surveys over the last decade and fixed pay arbitrarily. When, as has been the case during that period, wages set elsewhere have escalated rapidly in response to rising prices, but federal wages are fixed arbitrarily, comparability is reduced from an operating principle to a pious fraud.

Second, the Hearing testimony of federal officials who conduct

-6-

the surveys upon which pay recommendation were based demonstrates that those surveys are grossly inadequate from a technical standpoint. Some sense of that emerges from a close reading of your report. Imagine basing the pay of a work force as varied as that of the federal government on a survey of twenty-nine occupations. Comparability has become a sham. At the very least, your Report ought not deceive the Congress by repeating the holy incantation that federal pay is based on the principle of comparability. It is based on a highly complicated charade. We do not anticipate that your Report will state the facts so baldly. But we urge you to advise Congress that because the principle of comparability has not been implemented in fact, federal wages in many categories are well below those paid in the private sector.

#### IV. THE METHODOLOGY OF THE REPORT SHOULD BE SET OUT EXPLICITLY

The methodology and assumptions utilized in this Report are left largely unstated. For example, the Report asserts that "the wage differences between GPO employees and their federal counterparts [sic] averaged 42% overall. . . ." No explanation was given of the units that were added to arrive at that conclusion. The numbers are utterly at war with those produced by GPO at the Hearing, and an explanation of the disparity is surely required. Nor does the record show how the Staff arrived at the "average" federal wage for a particular job. The Hearing Record showed, for example, that employees at various

-7-

federal facilities in fact were receiving different wages than GPO witnesses testified, on the basis of position descriptions and the published wage scales, those employees were being paid. The hearing record showed that the real world is quite different than the one federal wage classifiers fantasize. Of course, the Report's meager description of the methodology used leaves the reader at a loss to understand how the Staff decided which jobs were "comparable."

Finally, we note that the Report does not explain how the facilities---public and private---that were "surveyed" were selected, let alone in what respect they were deemed suitable for comparison. The list seems faintly redolent of some of the evidence GPO presented at the Hearing, evidence the Fact Finder found unpersuasive. And we are not told what is meant by the intriguing phrase "generally accepted Government auditing standards" that the Staff supposedly used. We are not familiar with the notion that auditors have developed "generally accepted" methods for comparing jobs and pay. That is usually the role of labor relations specialists.

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V. THE REPORT'S OPTIONS ARE BASED UPON AN ERRONEOUS VIEW  
OF GPO'S WAGE SETTING PRACTICES AND WOULD IF FOLLOWED  
MAKE GPO WORKERS LESS PRODUCTIVE

The Report's recommended options betray an erroneous view of how GPO wages are set. Thus, the Report characterizes as a "modification" its proposal that the current collective bargaining process should be based upon private sector wage surveys. Of course, it is. In the past, as the Report points out, the parties agreed upon the method for conducting such surveys. Wage changes were then agreed to based upon the information obtained. Since 1978, however, the parties have been unable to agree upon the substance of those surveys. Consequently, employee representatives were forced to conduct their own surveys. These, and GPO's evidence of private sector wages, were presented to Fact Finders who then reported to the JCP. Thus, your "option" of basing wage changes on agreed private sector wage surveys is not an "option" at all. Nor does it take into account a factor we suggest you include in your Report, i.e., that the Office in the Department of Labor that formerly conducted the surveys for GPO has been abolished for budgetary reasons.

Your Report and the proposed "options" make much of the absence of a detailed classification scheme at GPO, like those in place elsewhere in the federal government. Of course, the federal government wastes millions of taxpayer dollars describing, redescribing, printing, and manipulating job descriptions in order to achieve or frustrate various management objectives. The business of position classification provides a livelihood for scores of

-9-

federal employees, and we can well understand the reflex response that any agency that does not have such elaborate descriptions and a wage structure based upon them must be suffering from a severe bureaucratic deficiency. The fact is, however, as your Report should point out, that in the private, unionized printing and construction trades (the latter equivalent to GPO's "engineering" crafts), a worker is either an apprentice or a full-fledged journeyman. If the latter, he or she is paid the journeyman rate and is required to perform the full range of duties embraced by the craft. This gives management a great deal of flexibility in assigning employees, since all are trained to perform a wide range of tasks, some requiring the highest skills of the trade and some less. Significantly, we believe, American industry has been compared unfavorably with its Japanese competitors precisely because American management insists upon detailed job classifications and therefore employee classifications that deprive management of the flexibility that efficiency dictates. See Holusha, Japan's Productive Car Unions, The New York Times, Mar. 30, 1983, p. D-1, D-19.

The Report's failure to mention the widespread use in the private sector of the apprentice-journeyman system of job classification, coupled with the Report's emphasis on the federal classification system creates the misleading impression that GPO's wage setting system is somehow peculiar. It is not. GPO has utilized union labor since its earliest days. In order to

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attract and hold these highly skilled workers, it has generally followed the wage and classification pattern set by unionized employers. Cf., Laws, Regulations and Decisions Governing the Public Printing and Binding, 347-48 (Post Ed., 1909) (remarks of Senator Anthony in 1870). In effect, the "options" you propose would put an end to a practice that is over a century old. The Report should make that clear, lest the reader imagine that the proposed options are mere matters of detail.

## CONCLUSION

As we indicated at the outset, we are not able to comment on the Staff Draft as comprehensively as we wish. But we believe that without further analysis and explication, the Report is woefully incomplete. We are, frankly, not surprised at that. In fairness to your Staff, it is not composed of individuals who are skilled in labor relations. In the printing industry, as elsewhere in the real world, job titles and classifications are the starting point, not the end point, in fixing a wage structure. We are confident that if the information provided in this Report were taken at face value and used to revamp GPO wage setting, chaos would result. Certainly, the Hearing testimony would lead one to expect significant defections from GPO's highly skilled work force and a great reduction in the efficiency and morale of a group of

-11-

employees that has served the Congress well for over one hundred years if GPO wages were reduced to the levels paid to employees performing what your Staff characterizes as comparable work. A report that ignores those considerations---documented on the hearing record---cannot help but mislead.

ALJUSTUS F. HAWKINS, REPRESENTATIVE FROM CALIF.  
 CHAIRMAN  
 JOSEPH M. GAYDOS, REPRESENTATIVE FROM PA.  
 ED. JONES, REPRESENTATIVE FROM TENN.  
 LYNN MARTIN, REPRESENTATIVE FROM ILL.  
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 ANTHONY J. ZAGAMI, GENERAL COUNSEL  
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**Congress of the United States**  
**Joint Committee on Printing**

April 18, 1983

CHARLES McC. MATHIAS, JR., SENATOR FROM MD.  
 VICE CHAIRMAN  
 MARK O. HATFIELD, SENATOR FROM OREG.  
 HOWARD H. BAKER, JR., SENATOR FROM TENN.  
 WENDELL H. FORD, SENATOR FROM KY.  
 CLAIBORNE PELL, SENATOR FROM R.I.

9-151, U.S. CAPITOL  
 WASHINGTON, D.C. 20510  
 PHONE 224-5241

The Honorable Charles A. Bowsher  
 Comptroller General of the United States  
 General Accounting Office  
 Washington, D.C. 20548

Dear Mr. Comptroller General:

Thank you for affording me the opportunity, as Chairman of the Joint Committee on Printing, to review the General Accounting Office's draft report entitled, "Comparison of the U.S. Government Printing Office's Pay and Classification System to Other Federal and Private Sector Systems."

As you know, the wages and compensation of GPO's Kiess Act employees are set pursuant to section 305 of Title 44 U.S. Code. That law affords GPO employees the right of collective bargaining and provides for the resolution of impasses and the ratification of all GPO wage settlements by the Joint Committee on Printing. As a result, the Joint Committee is thoroughly familiar with the issue of GPO pay comparability. In fact, this Committee ordered hearings to be held in 1982 by an independent labor relations specialist (Fact Finder) on precisely the comparability issues that are addressed in GAO's report. The selection of this labor relations specialist, who was one of several persons recommended by the Federal Mediation and Conciliation Service, was mutually agreed to by GPO management and labor representatives. The Fact Finder convened an adversary hearing process. That process included seven day, and three night sessions, the submission of voluminous briefs and supporting evidence, and the cross examination of all witnesses. The full hearing transcript consumed 2,140 pages and included over 150 exhibits. His final report was issued to us on September 9, 1982.

I am deeply concerned that the findings of the General Accounting Office on the comparability issue are fundamentally at odds with those of the Fact Finder engaged by the Joint Committee on Printing. Your report reaches conclusions concerning GPO comparability that the Fact Finder categorically rejected.

The fact finder makes the very salient point early in his report that the parties to the hearing were able to agree on only one point and that was that the issue of comparability was "uniquely complex". To clarify that assessment, he states:

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This complexity has its genesis in two main sources: the hybrid character of the GPO itself which is in part a publisher of a daily paper and in part a publisher of other books, pamphlets, and documents. It is, in short, both a newspaper plant and a job printing plant. Its employees are also hybrids, resembling in part government employees with respect to such matters as retirement, leave, and length of workweek, but resembling private employees with respect to bargaining over many other matters, including wage rates. The anomalous character of the GPO employees is further heightened by the presence in some other government agencies of employees performing ostensibly similar tasks with respect to the printing operations of those agencies. These employees are "regular" federal employees subject to federal wage scales, but in many respects their tasks and skills bear only superficial resemblance to those required of GPO employees. (emphasis added)

The Fact Finder states specifically that in studying the comparability issue he felt it appropriate, and indeed incumbent upon him, to make "factual findings to resolve the conflicts of testimony and of approach revealed in the hearings." Having done so, the Fact Finder concluded that the proposal that GPO employees have wages in exact conformity with their "counterparts" in other federal agencies "is fatally defective as a matter of law, and also rests on a factual premise -- that GPO work is basically comparable to that done at other federal agencies, or to that done in the private industry which formed the basis for the proposed federal system rates -- which is completely erroneous." He said, "Comparison between GPO and these other facilities, however, reveals substantial, indeed overwhelming, differences of both degree and kind." The facts upon which he reached this conclusion were:

1. Number of employees: GPO has 2,700 production employees; the average number in other federal printing plants is between 25 and 35.
2. Volume of work: GPO receives 1,000 requisitions per day and runs in excess of 4 billion production units per year. The next largest federal plant (Defense Printing Service) has one-tenth that volume, and it is not typical of the other federal printing plants.
3. Time constraints: GPO produces the equivalent of two daily newspapers per day. No other federal printing facility has a parallel requirement.
4. Complicated and diverse types of equipment and machinery: GPO has approximately 75 presses, including 19 different varieties and 10 different makes. The Defense Mapping Agency has, for example, eight presses and two different makes.
5. Production requirements: GPO's standard requirement of 14,000 key-strokes per hour for compositors has no equivalent in the other Federal printing plants.

- 3 -

6. Hiring standards: Prospective GPO employees must have completed an apprenticeship (normally four years) and have at least one year of journeyman experience. No other federal printing facility has equivalent requirements; most new employees are trained "on the job".
7. Individual judgment: Time pressures at GPO often require production workers to assume responsibility for actions requiring judgment which in other federal facilities could be referred to higher supervision for decision.

The Fact Finder cites the time pressure factor at GPO as being "of peculiar significance because the record establishes that it is totally ignored by the classification experts responsible for the wage rates under the Federal Wage System." He concludes, "The long and short of it is that the GPO is not remotely comparable to any other federal printing facility."

Thus, I respectfully submit that your conclusion that "the wage difference between GPO employees and their Federal counterparts for calendar year 1982 averaged 42 percent overall, or \$8,410" is misleading, as your report fails to demonstrate that GAO actually located and observed other than a few employees in federal printing facilities who were performing assignments which were at all comparable to those performed at GPO. Your study further fails to make reference to any of the factors which the Fact Finder cited as making GPO's work "not remotely comparable to any other federal printing facility."

The GAO report also states definitively that "GPO employees were also paid more than their private sector counterparts in the Washington, D.C., area." In saying that, GAO comments that fringe benefits were not considered in the analysis as "there is no generally accepted method for making benefit comparisons with the private sector." While this may be true, failure to somehow explain or compare fringe benefits in the private sector (where such are viewed as part of any wage package) to those at GPO, and to take other factors into consideration (such as the length of the work week in the private sector), I believe flaws your conclusion.

The Joint Committee's Fact Finder found that GPO employees "are in part analogous to newspaper employees and in part analogous to employees in job printing establishments. Comparison with either set of private employees is therefore not wholly just or equitable." However, he states that if he assumed that the counterparts were to be found in the job printing industry, either in the Washington, D.C. area or in other large cities, the exhibits presented at the hearings, "properly analyzed and discounted for variations inherent in the rates (such as the 35 hour work week...) lead to the conclusion that the GPO employees are neither significantly ahead nor do they lag behind their private sector counterparts; they are 'in a generally equivalent position.'"

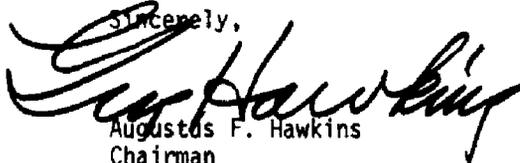
In summary, I cannot express too strongly the need for factual, fully documented and defensible conclusions in the GAO report on GPO wage comparability with the public and private sector. Anything less on this important and volatile issue would be a disservice to the Congress. It is my sincere hope that GAO will

- 4 -

undertake an extremely careful review of its report in light of its inconsistency with the Joint Committee's Fact Finder's report and the fact that certain GAO conclusions are not adequately supported by substantive evidence presented in the study. I hope my comments have been of some assistance. Should you require it, the Joint Committee staff will assist in your efforts in whatever way you believe to be appropriate.

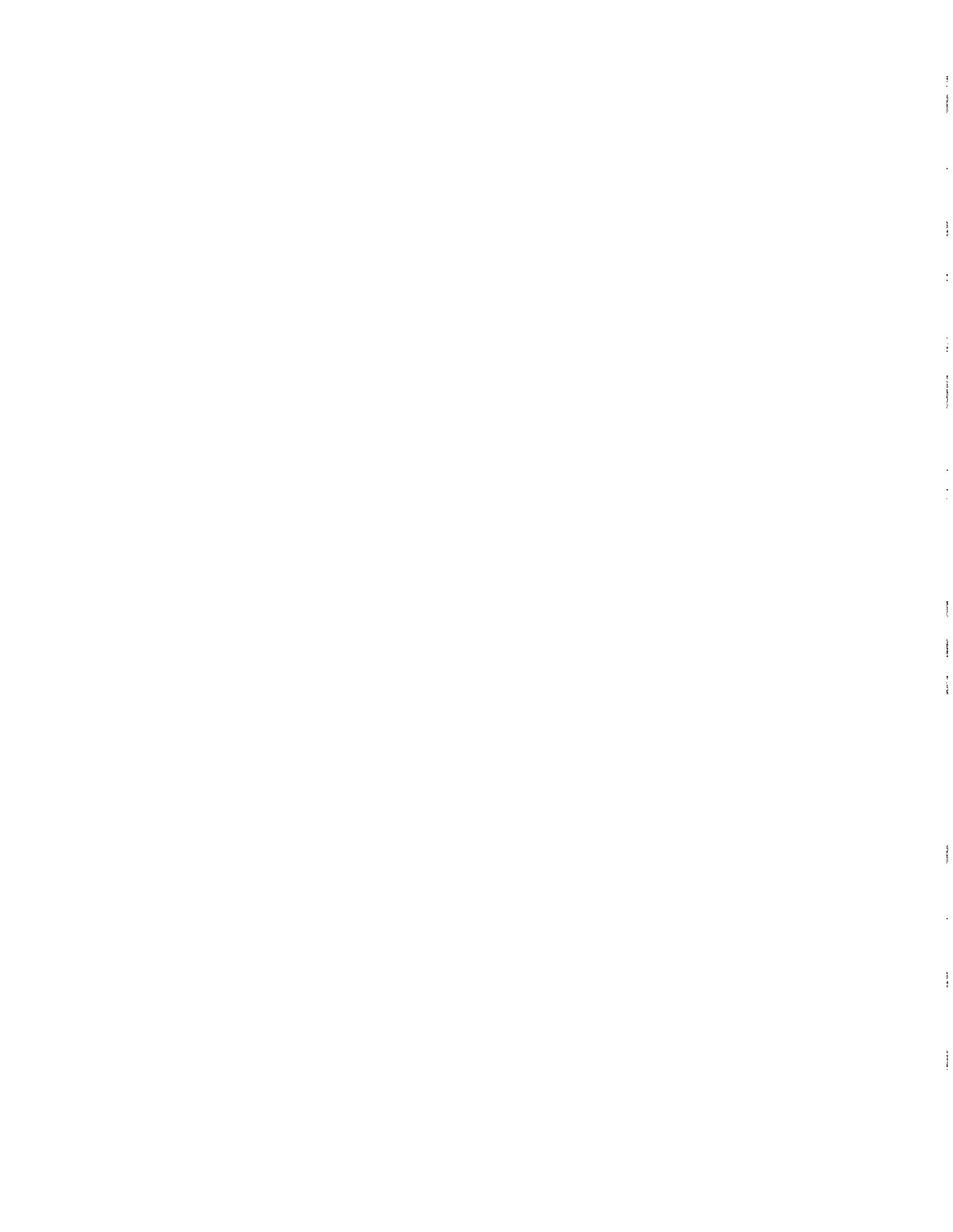
In closing, I would like to point out that all members of the JCP have not had an opportunity to read GAO's draft report on this matter, and therefore the views expressed herein are my own.

Sincerely,

A handwritten signature in cursive script, appearing to read "A. F. Hawkins".

Augustus F. Hawkins  
Chairman





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