

Y 4
. P 84/10
95-28

1022

95/4
P 84/10
95-28

GOVERNMENT DOCUMENTS

Storage

NOV 30 1977

FARRELL LIBRARY
KANSAS UNIVERSITY

11600 745223
A

HEARINGS
BEFORE THE
SUBCOMMITTEE ON
EMPLOYEE ETHICS AND UTILIZATION
OF THE
COMMITTEE ON
POST OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES
NINETY-FIFTH CONGRESS

FIRST SESSION

ON

H.R. 1627, H.R. 2732, and H.R. 2930

BILLS TO PROVIDE INCREASED EMPLOYMENT OPPORTUNITY
BY EXECUTIVE AGENCIES OF THE UNITED STATES GOVERN-
MENT FOR PERSONS UNABLE TO WORK STANDARD WORKING
HOURS, AND FOR OTHER PURPOSES; AND TO AUTHORIZE
FEDERAL AGENCIES TO EXPERIMENT WITH FLEXIBLE AND
COMPRESSED EMPLOYEE WORK SCHEDULES

MAY 24, 26, JUNE 29, JULY 8, AND OCTOBER 4, 1977

Serial No. 95-28

Printed for the use of the
Committee on Post Office and Civil Service



U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1977

95-689

COMMITTEE ON POST OFFICE AND CIVIL SERVICE

ROBERT N. C. NIX, Pennsylvania, *Chairman*

MORRIS K. UDALL, Arizona, *Vice Chairman*

JAMES M. HANLEY, New York
CHARLES H. WILSON, California
RICHARD C. WHITE, Texas
WILLIAM D. FORD, Michigan
WILLIAM (BILL) CLAY, Missouri
PATRICIA SCHROEDER, Colorado
WILLIAM LEHMAN, Florida
GLADYS NOON SPELLMAN, Maryland
HERBERT E. HARRIS II, Virginia
STEPHEN J. SOLARZ, New York
MICHAEL O. MYERS, Pennsylvania
CECIL (CEC) HEFTEL, Hawaii
JAMES J. HOWARD, New Jersey
RALPH H. METCALFE, Illinois
LEO J. RYAN, California

EDWARD J. DERWINSKI, Illinois
JOHN H. ROUSSELOT, California
JAMES M. COLLINS, Texas
GENE TAYLOR, Missouri
BENJAMIN A. GILMAN, New York
TRENT LOTT, Mississippi
JIM LEACH, Iowa
TOM CORCORAN, Illinois

VICTOR C. SMIRLODO, *Executive Director and General Counsel*

THEODORE J. KAZY, *Minority Staff Director*

ROBERT E. LOCKHART, *Deputy General Counsel*

DAVID MINTON, *Deputy General Counsel*

J. PIERCE MYERS, *Assistant General Counsel*

HERMAN THOMPSON, *Assistant General Counsel*

SUBCOMMITTEE ON EMPLOYEE ETHICS AND UTILIZATION

PATRICIA SCHROEDER, Colorado, *Chairwoman*

RICHARD C. WHITE, Texas

BENJAMIN A. GILMAN, New York

WILLIAM LEHMAN, Florida

TOM CORCORAN, Illinois

GLADYS NOON SPELLMAN, Maryland

HERBERT E. HARRIS II, Virginia

(Charles Knull, Subcommittee Staff Director, Room 603 HOB Annex I—Ext. 54025)

(II)

ALL206 206744

CONTENTS

Testimony of—

Burke, Hon. Yvonne Brathwaite, a Representative in Congress from the State of California, accompanied by Sharon Howell-----	Page 49
Bronfenbrenner, Urie, professor of human development and family studies, New York State College of Human Ecology, Cornell University, Ithaca, N. Y.-----	25
Conroy, Richard, Deputy Director, Office of Information Management, Pension Benefit Guaranty Corp.-----	152
Flemming, Arthur, Commissioner, Administration on Aging-----	55
Giammo, Thomas, Director, Division of Statistical Processing, Office of Data Development, Office of Management and Administration, Social Security Administration-----	150
Gladstone, Leslie, joint testimony on behalf of Women's Equity Action League, National Organization for Women, National Women's Political Caucus, and Women's Lobby-----	32
Hengstler, Heinz R., president, Hecon Corp-----	79
Kistler, Frederick, Deputy Director, Bureau of Policies and Standards, U.S. Civil Service Commission, accompanied by, Barbara Fiss, Bureau of Policies and Standards; Morton Horvitz and Edward McHugh, Bureau of Recruiting and Examining; and Diane Herrmann-----	12
Lamm, Dottie, Governor's Commission on Status of Women-----	107
Lobes, Carol, chief, Federal manpower programs section, Wisconsin State Bureau of Human Resources Services, accompanied by Mary Cirilli and Diane Jones, cocoordinators of Project Join (job options and innovations)-----	35
Marsh, Fay, Communication Workers of America Area Director-----	101
Miller, Hon. Midge, Delegate, Wisconsin State Legislature-----	140
James M., Peirce, president of the National Federation of Federal Employees, accompanied by Maureen Clancy, legislative liaison-----	60
Renteria, Dorothy, president, Millicent Ollewelt Chapter, Federally Employed Women-----	125
Robinson, Bob, State director, Green Thumb program, Rocky Mountain Farmers Union-----	95
Rosenberg, Barry, social planner, Mayor's Commission on the Disabled-----	123
Shuck, Stuart, Director of the Division of Adjustment Operations, Bureau of Data Processing, Social Security Administration; Zenus Hooper, Supervisor, Division of Employer and State Operations, Bureau of Data Processing, Social Security Administration; James Finegan, flextime Coordinator, Bureau of Government Financial Operations, Department of the Treasury; and Melvin Visnick, Supervisor, Bureau of Government Financial Operations, Department of the Treasury-----	154
Skardon, Stephen, legislative assistant to the National Association of Retired Federal Employees-----	45
Skinner, Allene Joyce, director, Women's Program Division, U.S. Department of HUD, part-time professional program-----	68
Spellman, Hon. Gladys Noon, a Representative in Congress from the State of Maryland-----	1
Solarz, Hon. Stephen J., a Representative in Congress from the State of New York-----	5
Stier, Mildred, program administrator, Colorado Department of Personnel-----	111
Uhlmann, Gary, Regional Personnel Officer, HEW-----	87
Walterhouse, Mae, president, Federally Employed Women, accompanied by Daisy Fields-----	74

IV

Statement submitted by—

Blaylock, Kenneth T., national president, American Federation of Government Employees.....	Page 170
Butler, Rollie, chairman, Job Development Committee of the Colorado Chapter of the National Association of Social Workers, Inc.....	133
Connery, Vincent L., national president, National Treasury Employees Union.....	167
Davis, Kay, southeastern district vice president, Parent Cooperative Preschools International.....	172
Drinan, Hon. Robert F., a Representative in Congress from the State of Massachusetts.....	165
Public Employee Department, AFL-CIO.....	167
Smith, Gary A., project coordinator, Alternative Work Patterns Project, Community College of Denver-Red Rocks Campus.....	135
Rosenberg, Gail S., president, National Council for Alternative Work Patterns.....	173
Werther, William B., Jr., associate professor of management, and acting chairperson, Department of Management, College of Business Administration, Arizona State University.....	180
Communications from—	
Cater, William R., national president, National Association of Supervisors, Federal Government.....	227
Civil Service Commission in response to requests for information by the subcommittee.....	217
Fader, Ralph P., vice president, First National Bank of Boston, Boston, Mass.....	222
Goldwater, Marilyn, Delegate, Maryland General Assembly.....	235
Haldi, Dr. John, president, Haldi Associates, Inc.....	228
Owen, John D., professor of economics, Wayne State University.....	239
Select Committee on Aging statement signed by Hon. Claude Pepper and 20 other Members.....	187
Smith, Ralph E., senior research associate, program of research on women and family policy, the Urban Institute.....	241
Ross, Peter J., president, Varitime Systems Corp., Corte Madera, Calif.....	225
Teitelbaum, Louis, from the Gray Panthers of Metropolitan Washington.....	241
Additional material—	
Tabulation of part-time employment by sex for selected agencies April 30, 1976.....	222
Part-time hiring goals of H.R. 1627 and corresponding attrition rates.....	245
Part-time permanent employment by GA and equivalent grades by sex as of April 30, 1976.....	245
New hires of part-time permanent employees by grade-salary, by year.....	247
Part-time permanent employment of handicapped by Agency by year.....	293
Part-time permanent employment by the 20 occupations with the highest number of part-time employees by pay plan group as of April 30, 1976.....	249
Part-time permanent employment of minorities by agency by year as of April 30.....	287
Part-time permanent employment of youth under 23 by agency by year as of April 30.....	281
Part-time permanent employment of older adults 55 and above by agency by year as of April 30.....	275
Part-time permanent employment by agency by year as of April 30.....	269
Part-time permanent employment by the 20 executive departments independent agencies with the highest percentage of part-time permanent employees as of April 30, 1976.....	268
Part-time permanent employment by main occupational series heading by pay plan group as of April 30, 1977.....	251
Part-time permanent employment by occupation by GS and equivalent grades as of April 1976.....	257

Additional material—continued	Page
State of Colorado executive orders regarding employment practices	112
“Terminology—Alternative Work Schedules: Definitions”	178
“Report of a Survey of Alternate Work Schedules”	179
“Minishifts: An Alternative to Overtime”	183
“Report on Employment in Maryland State Government”	237
“Effects of Hours Rigidity on Labor Market Status of Women”	241
Administration reports received from—	
Office of Management and Budget	215
Civil Service Commission	190
Treasury Department	211
General Accounting Office	201
Defense Department	213
Commission on Civil Rights	216
Copies of—	
H.R. 2930	299
H.R. 2732	306
H.R. 1627	315

1. The first part of the report deals with the general situation of the country and the progress of the work during the year. It is divided into two main sections: the first section deals with the general situation of the country and the progress of the work during the year, and the second section deals with the results of the work during the year.

2. The second part of the report deals with the results of the work during the year. It is divided into two main sections: the first section deals with the results of the work during the year, and the second section deals with the results of the work during the year.

3. The third part of the report deals with the results of the work during the year. It is divided into two main sections: the first section deals with the results of the work during the year, and the second section deals with the results of the work during the year.

4. The fourth part of the report deals with the results of the work during the year. It is divided into two main sections: the first section deals with the results of the work during the year, and the second section deals with the results of the work during the year.

5. The fifth part of the report deals with the results of the work during the year. It is divided into two main sections: the first section deals with the results of the work during the year, and the second section deals with the results of the work during the year.

PART-TIME EMPLOYMENT AND FLEXIBLE WORK HOURS

TUESDAY, MAY 24, 1977

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
SUBCOMMITTEE ON EMPLOYEE ETHICS AND UTILIZATION,
Washington, D.C.

The subcommittee met at 9 a.m. in room 309, Cannon House Office Building, Hon. Patricia Schroeder (chairwoman of the subcommittee), presiding.

OPENING STATEMENT OF HON. PATRICIA SCHROEDER, CHAIR- WOMAN, SUBCOMMITTEE ON EMPLOYEE ETHICS AND UTILIZA- TION

Mrs. SCHROEDER. The subcommittee meeting is called to order.

Today the subcommittee begins hearings on bills to encourage greater use of alternative work schedules in the Federal Government.

H.R. 2930 and H.R. 2732 would amend hours and pay statutes and establish a 3-year program of monitored Federal experiments with flexible and compressed work schedules.

H.R. 1627 would expand part-time employment in the executive agencies for those who are unable to, or do not desire to, work standard working hours.

In the 94th Congress, the Subcommittee on Manpower and Civil Service held hearings on both flexihour and part-time bills. The House passed the flexihour bill, H.R. 9043, as amended on the floor, while the Senate passed S. 792, the Part-Time Career Opportunity Act.

Our witnesses this morning are Representative Gladys Noon Spellman, sponsor of H.R. 2930, Representative Stephen J. Solarz, sponsor of H.R. 2732, and Mr. Frederick Kistler, Deputy Director, Bureau of Policies and Standards, U.S. Civil Service Commission, accompanied by Ms. Barbara Fiss, Bureau of Policies and Standards, and Mr. Morton Horvitz and Mr. Edward McHugh, Bureau of Recruiting and Examining.

Mrs. Spellman is recognized.

STATEMENT OF HON. GLADYS NOON SPELLMAN, A REPRESENTA- TIVE IN CONGRESS FROM THE STATE OF MARYLAND

Mrs. SPELLMAN. Good morning.

I'm very happy to appear here this morning to discuss an issue close to my heart—flexible working hours. I say close to my heart because it is a concept which I used many, many years ago in a Federal agency,

long before a name was given to this type of working situation. In those days of rigid working days and weeks, I was able to quietly and unofficially initiate a flexible hour system for those in my division. It was a fantastic success, extremely popular with the personnel and the increased productivity was astounding. About 30 years later, when I was a member of the legislative body of Prince Georges County, Md., I attempted to get the county to consider trying flexitime within some of its departments. I failed. Although some thought the system may have merit, the overall consensus was that it was too new an idea and its worth unproven.

I then looked for another governmental entity within the county to see if a pilot program could be started. I talked with one of the best administrators I have ever known, Miss Elizabeth Hage, who was in charge of the library system for Prince Georges County. She agreed, and introduced the program into one branch. Although initially the employees were reluctant to try this new concept, once underway it became so successful and popular that the word spread. Soon the personnel within all the other branches of the library system asked to have equal treatment. They wanted flexitime in their branches as well. We found that because employees participate in the setting of their work hours, and because they have greater flexibility in those work hours, tardiness and absenteeism were significantly lowered, and employee morale was dramatically increased.

In fact, in nearly every instance around the world where flexitime has been instituted, it has been an unqualified success. The overwhelming benefits of flexitime make it seem too good to be true, but it does work, and works so well that it makes one wonder why work hours are set up any other way. Yet, the idea of flexitime is only 10 years old, and, if I may be a touch chauvinistic, it took a woman to figure it out.

In 1967, Mrs. Christel Kammerer, a management consultant at Messerschmitt-Bolkow's industrial complex in West Germany, developed a method of combating absenteeism and improving punctuality. She believed that the employees, given more involvement and freedom in setting their own work hours, would solve the problems themselves. She established a 7 a.m. to 7 p.m. "band width" time when the complex was open and operating. Within that band width was the "core time" of 10 a.m. to 3 p.m., when all employees were required to be on the job. The rest of the time in-between was the flexitime during which the employee could choose his starting, quitting and lunch times. The only constraint beyond the core period was that each employee had to work 40 hours each week. How many hours he worked on any given day, and when he started and stopped were up to each employee.

Needless to say the results were dramatic and flexitime became a hit in Europe and in certain parts of North America. Why is it such a success? On the employee's side, it appears to have something to do with the desire of workers to better balance and distribute their time between work and nonwork activities. The traditional 9-to-5 system leaves scant room for any flexibility to meet personal needs. In fact, the very rigidity of the traditional system is a psychological chaffing against which all employees, at one time or another, rebel, through tardiness or the ever-popular 1-day illness. The employer in removing

those binding hours, frees his workers from the imposed inflexibility and brings them into the management as decisionmakers. Hours are no longer something imposed from above to be rebelled against; they are something jointly decided upon and responsibly implemented. Morale, worker initiative, and productivity increase.

There are other alternatives to the traditional 9-to-5 workweek. One of the more popular ones in the United States is "compressed time," most often seen as the 10 hour-day, 4-day workweek. The compressed workweek provides employees with a larger block of nonwork time (i.e., 3 days) than does flexitime. However, it retains the two common elements of the traditional workweek—the work is scheduled for a specified number of days and the starting and quitting times are fixed—both management-imposed actions, allowing for little, if any, flexibility. It is not only the amount of nonwork time available, but the way in which it is made available for the worker's use that is important. This is why flexitime, once understood, is so much more popular with employees.

I feel that the flexible hours concept will be of particular interest to female employees. I concur with the recently released report of the Twentieth Century Task Force on Women and Employment which concluded that, "Flexibility in work schedules is a critical step toward equal opportunity for women."

There are many women in our society who must fill the roles of breadwinner, mother, and housekeeper. Of the 6 million single parent households in the United States, 5 million are headed by women. For these women, flexible hours have obvious advantages. Child care arrangements can be more easily made, and mothers can schedule their hours of work around time their children either leave for or return from school. Additionally, as flexible hours become more widely available, a married couple will be able to coordinate their schedules to facilitate the care of their children without outside help.

Flexible scheduling can benefit workers in many other ways. Education can be more easily continued, as time can be used during the day to devote to classes. A more evenly distributed use of recreational facilities can result from the widespread utilization of flexitime. Handicapped employees will enjoy an easier time getting to and from work. Personal needs can be more easily attended to without the use of leave time. We are all familiar with employees who must take either part of the day or the whole day off to pay a traffic ticket, or get a building permit, or meet with the social security people about an elderly parent's benefits. As workers become more "job oriented" rather than "time oriented," morale and satisfaction increase.

The Federal Government, as an employer, would benefit greatly from flexitime. One important aspect of flexible working hours is the impact on an employee's attitude and the resultant productivity increase. The more discretion a person has the more highly motivated an employee he becomes. Low productivity is often due to low morale and low initiative. Flexitime can help to increase morale and stimulate initiative.

Along with increased productivity, programs in the private industry have reported increased efficiency, reduced tardiness, reduced overtime costs, reduced employee turnover and a battery of other beneficial results from the implementation of flexitime. While several

Government agencies have been experimenting with flexitime on their own, these efforts and the resultant benefits have been limited, due to provisions of the Fair Labor Standards Act and title 5 of the United States Code. The Federal Government should have a bigger slice of that particular benefits pie.

Finally, citizen access to government can be improved greatly by flexitime. Government offices, particularly those dealing directly with the public, all too often structure their hours to the traditional working hours, making it difficult for the average working citizen to deal with those offices without losing time from his own job. Flexitime means offices can be open longer, with the "core period" being the time or times most demands are made on the office by the public. Citizens have greater access, and a more responsive government.

During the last Congress, we debated the question of a mandatory program of flexible working hours. While I would like to see the implementation of such hours made mandatory, I quite honestly cannot envision such an implementation immediately. I remember the initial horrified reaction of some of the library employees when we first told them that we would try this flexitime program. It takes a while for the employee to become accustomed to the idea; it takes the supervisor a while to become accustomed to his new role in the program. So, I support the idea of this programs' being experimental, in the beginning. I believe, quite strongly, that should this experimental program work out, shouldn't prove successful after the 3 years, and I'm confident that it will, that it should be made mandatory and whenever possible the Federal employee should have the option of fixing his own work hours.

In order to insure that the experiments in flexible working hours are properly carried out, my bill requires the Civil Service Commission to establish a master plan, and to approve and evaluate the experiments of the various agencies. I think that this top-level coordination and management is important to the success of the experiment and that this provision should be maintained.

Finally, the question of suspending certain premium pay provisions of existing law will undoubtedly raise its head again during your deliberations. I think that the committee worked out an acceptable, and most equitable, solution. We must, of course, insure that the agency compensates an employee for "overtime hours"—those hours worked in excess of 8 hours a day, or 40 hours in a week. As the committee report language indicated last year:

Due to the permissive nature of flexible and compressed work schedules which permit an employee to voluntarily extend his work hours on one day in order to shorten his work hours on a subsequent day, the committee believes that an accommodation with existing statutory provisions is necessary and advantageous to the employee.

Last year's bill included specific prohibitions against coercion in order to insure that the employee's election of flexible working hours was purely voluntary, and that he was not unduly excluded from receiving overtime pay. Also, we provided that the introduction of any flexible or compressed schedule experiment was subject to collective bargaining where employees are represented by a labor organization which has exclusive recognition. Both of these provisions are in my bill, and I feel, adequately protect the rights of the employees.

There are many reasons for supporting flexitime. I am confident that experimentation in the Federal Government will bear out results found by private industry, and that it will become an integrated part of the American employment scene. As a member of the subcommittee, and as an "old hand" with flexitime, I am very happy that we are taking up this enabling legislation.

Thank you.

Mrs. SCHROEDER. I have no questions at this time, Mrs. Spellman. I thank you for your very comprehensive statement.

Mr. Solarz is recognized.

STATEMENT OF HON. STEPHEN J. SOLARZ, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. SOLARZ. Thank you very much, Madam Chairman. I very much appreciate the opportunity to testify in support of H.R. 3957, a bill I have introduced to provide for flexible and compressed work schedules.

With your permission, I would like to submit the text of my testimony for inclusion in the record and then briefly summarize a few points which I think are particularly relevant.

Mrs. SCHROEDER. We would be delighted.

[The complete statement follows.]

PREPARED STATEMENT OF HON. STEPHEN J. SOLARZ

Madame Chairmen, members of the subcommittee, I would like to thank you for the opportunity to appear here today to testify in support of my bill, H.R. 3957, the Flexible and Compressed Work Schedules Act of 1977.

"Flexitime," which is the popular nickname for flexible work schedules, is a plan for giving employees latitude in choosing their hours of work. It involves a core period every day when all employees must be present, plus a period of several hours before and after the core within which employees may exercise choice about their times of arrival and departure.

Flexitime raises productivity, improves employee morale, eases rush hour traffic and offers numerous other benefits which will be described in detail by other witnesses. There are already over 141,000 Federal employees in over 90 agencies on flexitime.

New legislation is needed to provide for an expanded form of flexitime and to make possible compressed work schedules. A compressed schedule means an 80-hour biweekly basic work requirement which is scheduled for fewer than ten work days. That usually means either a 4-day week or 4-day weeks alternating with 5-day weeks. Such a schedule could be combined with flexitime.

Under existing legislation, Federal employees can benefit from only a limited form of flexitime, involving flexibility within only one workday, and compressed work schedules are not possible at all. This is because of legal provisions which require premium pay for hours worked in excess of eight hours a day and forty hours a week and for night-work. My bill, if enacted, would change this situation in two ways: (1) It would make it possible for employees to work more than eight hours a day and forty hours a week and to bank extra hours so that they can shorten another workday and workweek. (2) It would permit employees to choose to come to work in mid-morning and stay after 6 p.m. Employees would still get premium pay for hours worked beyond their flexi-schedules and for night hours if these were core hours or were most of the work of the day or were required by management.

At first blush, this may seem like an erosion of the hard-fought employee right to an eight-hour day and forty-hour week with premium pay for overtime hours. In fact, though, flexitime adds to employee rights rather than diminishing them. The average number of hours in a day would still have to be eight, and the average number of hours in a week would still have to be forty. And a very important new employee right is added: the right to have a voice in choosing what those hours will be.

If this right is to be protected and if flexitime is not to be used as a device for avoiding the payment of overtime which is required by the employing agency, it is essential that the law provide protections against the use of coercion in flexitime or compressed time. Therefore, my bill prohibits coercing any employee to participate in such experiments or to work any particular hours and provides penalties for anyone engaging in coercion.

The bill also provides that where written contracts exist between management and labor, flexitime cannot be introduced unless it is consistent with those contracts and is part of a written agreement. Thus, flexitime makes a contribution to the collective bargaining process.

The unique and possibly the most controversial feature of my bill is the provision that each Federal agency shall establish one or more experimental flexitime programs or compressed time programs which cover a sufficient number of positions to provide a basis for judging the desirability of instituting the program permanently. Any agency which would be "substantially disrupted" by such an experiment could apply to the Civil Service Commission for an exemption from the requirement.

At this point, some people may be wondering, why mandate a program in each agency before the experiment and Civil Service Commission study have been done? The reasons are clear and compelling. Flexitime is not an untried idea whose value remains to be demonstrated. It is a very well-tested concept whose value has been studied and confirmed and re-confirmed again and again. In Switzerland, no less than 40 percent of the work force is on flexitime. In West Germany, where it originated over ten years ago, over 50 percent of the white-collar workforce is on it. It has been extensively used in American private industry as well, in companies as diverse as Hewlett-Packard, Scott Paper, Sun Oil, Northwestern Mutual Life, Occidental Insurance, Samsonite, Control Data of Minneapolis, the Industrial National Bank of Providence, and the Nestle Corporation. Moreover, in the U.S. government over 90 different work units containing more than 141,000 employees are now conducting flexitime experiments or programs. This is up from about 28,000 only a year ago. This startling increase has taken two forms: pilot projects of a couple of hundred employees mushrooming very quickly into several thousand; and increasing numbers of agencies adopting flexitime. It now exists in such diverse units as the Bureau of Indian Affairs, the National Institutes of Health, the U.S. Information Agency, the Alcohol, Tobacco and Firearms Bureau, the Food and Drug Administration, the Library of Congress, the U.S. Army Tank Automotive Command—and the Civil Service Commission itself. And, perhaps most revealing: no unit of the U.S. Government which has adopted flexitime has subsequently discontinued it.

Since everyone who tries it loves flexitime, some may ask, why should it be necessary to require agencies to adopt it? Inertia is the answer: the tendency of all of us to want to continue doing things as we have in the past—a tendency which is particularly powerful in large bureaucratic organizations like our government agencies. Although the number of employees on flexitime is growing rapidly, there are still major agencies which resist introducing it at all. Complete information on the number of agencies using flexitime is not available, but our best data indicate that only 17 of the 59 independent agencies have it, though 13 of the 14 departments have it. The purpose of this provision is to require every agency just to try out flexitime, at least on a small scale. If they try it, I think they're sure to like it. So this modest requirement should make it unnecessary ever to require flexitime on a broader scale. Let me emphasize that any agency which would really be substantially disrupted by even one flexitime experiment could apply for an exemption from the Civil Service Commission.

I have a stack of literally hundreds of studies and reports on my desk which indicates that overwhelmingly, whatever work group has tried flexitime, has found it beneficial in important ways and has had little difficulty in solving the small number of problems which it raises.

In short, what I am saying is that there is no need for an experiment to show that flexitime is a good idea. We know that already. What is needed is an experiment to find out what form of flexitime or compressed work would be desirable for each agency or work unit, if any. (There are a number of different forms of flexitime, varying according to the degree of flexibility—the length of the core and flexible periods, the amount of notice which employees must give about their schedules, the extent to which ours can be banked, etc. Compressed work schedules are appropriate in a limited number of units, but where they are appropriate they can be extremely beneficial, so it is important to identify those units).

If this is our purpose—to experiment in order to find the right kind of schedules for each agency, then it should be clear why it is desirable to include all agencies in the experiment. It should also be clear why it is desirable to let agency heads conduct as many flexitime experiments as they think they can handle, as my bill permits.

The bill introduced by my worthy colleague, Rep. Spellman, permits agency heads to conduct only those flexitime studies which the Civil Service Commission designates. This means that if the Civil Service Commission proves to be less than fully enthusiastic about flexitime, the experiments will cover the smallest number of units which can meet the provisions of this law. My proposal encourages the broadest possible experimentation. The appropriate role for the Civil Service Commission is not to limit the number of experiments but to conduct a broad and thorough study. I am amending my bill in order to make clear that the Civil Service Commission will have to conduct a comprehensive study covering as many of the experiments as it deems necessary for an adequate sample.

My bill has been widely referred to as the "mandatory" bill because of the provision requiring each agency to conduct at least one experiment. But the word "mandatory" is really a misnomer for this provision when you consider that—

1. Any agency for which flexitime would constitute a substantial disruption could apply for an exemption;
2. An agency need conduct only one experiment;
3. An agency can conduct as many additional experiments as it wishes to;
4. No agency need conduct a compressed-schedule experiment;
5. The CSC can terminate at any time an experiment which it judges not to be in the best interests of the public, the Government, or the employees;
6. Any agency head who merely feels that any organization within her or his agency is being handicapped in its functions or is incurring additional costs may restrict employees' choice of hours or restrict the use of credit hours or exclude from the experiment any employee or group of employees;
7. Employees as a group may opt out of flexitime or compressed time experiments through collective bargaining and out of compressed experiments through a majority vote;
8. Individuals are protected from coercion in exercising their rights under the experiments; and
9. The ultimate effect of flexitime is to increase employees' freedom; the wider the use of flexitime, the larger the number of employees who have their freedom increased.

Flexitime has provided important benefits to many groups: management, labor and above all taxpayers. It is a well-trying idea which has been popular and successful in a variety of fields. My bill insures that in gaining a new right, employees will not lose any old rights. And it provides for broad and free experimentation with the new varieties of flexitime which it makes possible. A bill very similar to the one I am introducing was reported out of this committee last year. It went on to pass the House, but unfortunately the provision for one or more experiments in each agency was deleted on the floor. Let us give the House an opportunity to vote on flexitime again and to adopt it in the bolder form, which requires each agency to conduct at least one experiment.

Mr. SOLARZ. Thank you very much.

You will be hearing many witnesses testifying before the subcommittee today and, if there are subsequent hearings, on behalf of the virtues of flexible time.

Not since, in my judgment, the invention of motherhood has there been an idea as meritorious as flexible time and compressed timework schedules. You really don't need me to sing its praises or describe its virtues. The other witnesses I think will be able to do that amply.

The one observation which I would like to make on behalf of the idea of flexitime itself, as distinguished from the merits of my particular bill, to which I would like to address myself somewhat more extensively, is that it seems to me that one of the real problems we have in this increasingly mechanized age in which we live is a growing feeling of alienation on the part of many people. They sense that they lack the ability to control their own destinies. I think that one

of the great advantages of flexitime is that it gives an individual an opportunity to play a decisive role with respect to one of the most critical components of everyday existence, which is the hours of work. And to the extent that we give individuals a greater sense of mastery over the conditions of their employment, over the conditions of their existence as it were, I think we deal with one of the most significant psychological problems which we face in our increasingly industrialized civilization.

It also happens that, based on experience with flexitime elsewhere, at the same time that we give individuals a greater sense of mastery over the conditions of their existence, we also contribute to increased productivity, we save energy, we cut down on absenteeism, and generally raise the productivity of the work force. So, it is one of those rare ideas from which everybody benefits.

The reason I think there is a need for legislation like this, given the fact that flexitime already exists throughout many agencies of the Federal Government, is that under existing legislation, only a very limited form of flexitime is really possible. As you undoubtedly know, under existing law any individual in the Federal service who works after 6 o'clock in the evening is entitled to premium pay. And any individual in the Federal service who works more than 8 hours in a particular day is entitled to overtime pay.

The reason this limits flexitime is that quite obviously an individual on flexitime who would like to begin, say, at 11 o'clock in the morning and work an 8-hour day, would be working until 7 o'clock in the evening. That individual would be entitled under existing law to at least 1 hour of premium pay.

We, therefore, have a situation, where you might have individuals choosing flexitime schedules basically in order to increase their paycheck, which would, of course, create financial problems for the Federal Government.

Similarly, it is impossible to have compressed time schedules whereby an individual might, for example, work a 40-hour week, which they would still be obligated to do under my legislation, but would prefer to work 4 days a week, rather than 5, working 10 hours a day, rather than 8.

Under existing law, if they work more than 8 hours a day, they are entitled to extra overtime pay. So, in effect, the existing law prohibits compressed time schedules unless we are prepared to pay substantial amounts of additional money to individuals who even though they are still working a 40-hour week, are doing it in 4 days, rather than 5.

My legislation would remove those restrictions with respect to employees who, in effect, were voluntarily participating in flexitime or compressed time schedules.

Now, the major, I think, component of the legislation I have introduced, particularly in comparison to other flexitime bills, is that my legislation would require each Federal Agency to adopt at least one experiment in flexitime or compressed time schedules unless it could be demonstrated by the head of that Agency to the satisfaction of the Civil Service Commission that such an experiment would be substantially disruptive of the activities of that particular Agency.

And I dare say that, in the absence of such a demonstration, it is in our interest to encourage Federal agencies to have these flexitime

schedules because I would hope that based on the experience that we have had with flexitime, not only in the Federal civil service until now, but in the private sector in our own country, as well as in other nations around the world, where its caught on like wildfire, we want to encourage the maximum possible use of flexitime within the Federal civil service.

Figures which my office has accumulated indicate that out of 59 independent agencies in the Federal Government, only 17 now have one form or another of flexitime or compressed time experiments—although 13 of the 14 major departments of the Government have it.

If we leave the establishment of flexitime experiments up to the determination of the Civil Service Commission, based on previous experience, the lack of excessive enthusiasm about this idea on the part of the Civil Service Commission will undoubtedly result in the rather limited expansion of flexitime experiments through the Federal Government and bureaucracy. Whereas if we require each Agency to establish a flexitime program, unless they can show that it is substantially disruptive of their activities, I think we will end up with an experiment on a much broader basis.

Now, a number of individuals have referred to the legislation I have introduced as mandatory, and therefore, somehow objectionable. But it seems to me that to call my legislation mandatory is really a misnomer, for a number of reasons. First of all, as I have already indicated, any agency that could establish that the experiment would be substantially disruptive of their activities and of their ability to serve the public would be freed from any obligation to participate in such an experiment.

Secondly, under the terms of my bill, an agency need conduct only one experiment, and there may be many different bureaus within the agency that would be unaffected by this legislation.

I don't know how or why it is particularly onerous to have each independent agency of government conduct at least one flexitime experiment. When you get right down to it, the total number of Federal employees who would be included in these experiments even on the broader basis envisioned in my legislation, would be a relatively small percentage of the total Federal work force.

Thirdly, it would give each agency an opportunity to conduct as many experiments as it wanted. If it wanted to conduct more than one, it would be free to do so. This is not the case under Mrs. Spellman's bill.

Fourthly, it would not compel any agency to conduct a compressed time experiment; they would be able to meet their obligations with simply a flexitime experiment.

Next, and I think this is very important, my legislation specifically provides protections for Federal employees against being coerced into participating in flexitime or compressed time experiments against their will. I think this is a potential problem that the committee has to be sensitive to, because in the absence of such protection it is not inconceivable, particularly in an era of zero-based budgeting and with a President determined to balance the Federal budget by 1981, that managers in Federal Civil Service might attempt to force employees into participating in flexitime experiments against their will in order to save certain costs or reduce expenses or what have you.

And my bill provides the protection in two ways. First, it provides that where there is a bargaining unit, which has been officially designated to represent the employees working for a particular agency, that no flexitime experiment or compressed time experiment could be established without the approval of the employee organization representing those workers.

I might add parenthetically that from the point of view of the Federal employee unions, one of the advantages of this legislation is that it would give them something, it would give them an additional right over which they could bargain in the collective bargaining process. So, it would enhance their significance as well.

And secondly, we specifically prohibit coercing any individual employee to participate in such an experiment against their will. The reason we do that is that ultimately the purpose of flexitime is to enhance the flexibility available to the individual employee. We want to give them the right to choose their hours, so long as it doesn't disrupt the activities of their agency, and it would be incompatible with that objective to permit a situation where employees were told, "You have to begin at 6:00 in the morning and you will end at 2:00," or, "You have to begin at 11:00 and you will end at 7:00."

I think that decision should be made by the employees themselves.

So, lastly, may I say, Mr. Chairman, that the ultimate effect of flexitime, particularly in the legislation that I have introduced, is to increase employees' freedom.

And I have every reason to believe that the broader the experiment, the more rapidly it will catch on.

If the entire Civil Service were enthusiastically committed to this idea, then there would be no need to obligate each agency to devise an experiment on its own. But we do face the realities of bureaucratic inertia.

There are obviously many agencies that prefer to do things the way they have been done in the past, for no other reason than that is the way they have done it in the bill.

I think there is no reason we shouldn't mandate each agency to proceed with an experiment unless they could show that to do so would substantially disrupt their activity.

Mrs. SCHROEDER. Thank you very much. I appreciate your time and concern.

Congressman Gilman and Congresswoman Spellman both said to tell you they were sorry that they were unable to stay for your presentation, because of other meetings.

One of the things that I notice that differs between your plan and Congresswoman Spellman's is that she has stated that the Civil Service Commission would establish a master plan with guidelines and criteria for the experiments and would monitor them.

Is there a reason why you didn't put that in?

Mr. SOLARZ. We think that that is a very constructive suggestion. As a matter of fact, we are amending the bill to provide that the Civil Service Commission would study these experiments and report back on their effectiveness.

Mrs. SCHROEDER. Well, that solves that problem.

Another area that I have looked into that maybe you hadn't thought about is something we perhaps should look at with a long-

range view before we make up our mind. The GAO in looking at overtime and flexitime experiments that were going on in the Federal Government, recommended that we should put something in the language of the bill saying that whenever overtime is going to be officially ordered, it should be ordered in advance in writing. This would be a recommendation that they would make, so that the employee would know in writing that there would be overtime which, I think, would also help in the flexitime or the compressed hours time, if you really tried to work at a maximum thing.

But you might look at that GAO report and see whether or not we should add that as language of this bill.

Mr. SOLARZ. I would say, in general, we ought to do everything we can to protect the rights of Federal employees. I would just want to make sure that that didn't unnecessarily cramp, as it were, the administrative flexibility of those who were responsible for running a particular shop in the Federal Government. Because I don't, at this point, know the extent to which the need for overtime is something which develops in the course of a particular day. Or the extent to which it can be determined in advance.

Where it can be determined in advance, I think this requirement that employees be notified in writing makes a good deal of sense and quite possibly if the committee is going to put language in the bill to respond to that recommendation, it might provide an escape hatch, as it were, whereby this obligation was in effect only where it was possible to determine in advance that there was a need for overtime. In case of an emergency that developed on a particular day, when more work needed to be done right away and it wasn't possible to notify employees in advance, it should still be permissible to ask them to work overtime.

Mrs. SCHROEDER. I also wanted to ask another question. The GAO had also recommended we expand the bill to cover judicial employees and legislative employees and had recommended some language. Does that concern you at all, that we have the Architect of the Capitol and different judicial areas also see if they can't carry out such a flexitime experiment.

Mr. SOLARZ. I think that is a useful suggestion, because I really think that your committee, Madam, has an opportunity to play a very significant and creative role in helping to educate not only the Federal Government, but the private sector in our country about the virtues of flexitime. I really see this as one of the most innovative and most creative personnel proposals which has developed in recent years.

What I would ultimately hope is that the success of this experiment in the Federal Government could serve as an inspiration to firms in the private sector.

I don't think we are in a position to compel private corporations to establish flexitime schedules, but the extent that a lot of attention is focused on the Federal Government, it seems to me that we ought to be providing some leadership in evolving creative personnel management procedures. And so the broader the basis, the more effective the experiment can be.

Mrs. SCHROEDER. I agree, because if it is just a few little token things, then the temptation is to say, well, it works there, but it doesn't work here.

And I think extending it to the legislative branch makes sense, because we always get criticized for saying you are quick to tell the executive branch what to do, but nothing changes on the legislative side.

Mr. SOLARZ. Also, if I could add one other thought, which I think is directly responsive to that suggestion, we don't need an experiment in each Federal agency in order to establish that flexitime is a good idea. We already know it is a good idea. That's been clearly established and the testimony before your committee will, I am sure, further reinforce it. The reason we do need an experiment in each Federal agency is to establish the extent to which flexitime makes sense under a broad variety of different circumstances, because each agency has its own problems, its own needs, its own requirements.

Hopefully, by establishing flexitime experiments across the board, we will be able to determine under what circumstances it works best, what forms of flexitime—because there are many different forms of the basic idea—make the most sense under what kinds of conditions. Then, based on that experiment and the evaluation of the Civil Service Commission, we might have a sound basis a few years from now for moving to its broad-based implementation throughout the entire Federal Civil Service.

Mrs. SCHROEDER. Once again, I thank you very much.

The next witnesses we have this morning are from the Civil Service Commission. We welcome you.

STATEMENT OF FREDERICK KISTLER, DIRECTOR, BUREAU OF POLICIES AND STANDARDS, U.S. CIVIL SERVICE COMMISSION, ACCOMPANIED BY BARBARA FISS, BUREAU OF POLICIES AND STANDARDS; MORTON HORVITZ AND EDWARD McHUGH, BUREAU OF RECRUITING AND EXAMINING; AND DIANE HERRMANN, OFFICE OF THE FEDERAL WOMEN'S PROGRAM

Mr. KISTLER. Good morning.

Madame Chairwoman and members of the subcommittee, I appreciate very much this opportunity to appear before the subcommittee today and to present the views of the Civil Service Commission on the alternative work schedules bills H.R. 2732 and H.R. 2930 and on H.R. 1627, dealing with part-time employment.

I would like to introduce the people with me today.

This is Barbara Fiss, the project manager for flexible work hours within the Bureau of Policy and Standards, U.S. Civil Service Commission.

Mr. McHugh and Mr. Horvits of the Office of Staffing Policies of the Bureau of Recruiting and Examining and Diane Hermann, who is the Assistant Director of the Federal women's program.

Mrs. SCHROEDER. We are glad to have you here.

Mr. KISTLER. Thank you. Mrs. Fiss and myself are particularly expert in work schedules and the pay and leave aspects of the entire question, whereas Miss Hermann, Mr. Horvitz and Mr. McHugh are principally involved with the staffing programs of the Commission and, therefore, are particularly competent in the area of part-time employment.

The two bills which are pending before this subcommittee today both reflect an awareness of the need for research into areas which have a potential for impact in several diverse socio-economic areas.

The workweek, its size and configuration, has long been a matter of interest to both workers and management particularly in our western industrialized society. Within the last decade, a number of events both here and in Europe have caused a growing number of governments, organizations and individuals to question the desirability or even the feasibility of continuing for much longer the traditional patterns of work and leisure. Concerns over energy usage, increasing pollution levels, growing population density in urban areas, underutilization of existing mass transit facilities, together with the mounting costs of expanding these facilities, are all compelling reasons to seek alternatives to our traditional patterns in an effort to realize a greater utilization of available resources and facilities.

In efforts to find new or improved methods to realize a greater utilization of resources and facilities, attention has not been limited to materials and capital-intensive programs. A growing number of organizations within Western European countries, Canada and to a lesser degree the United States, have recognized the effect which the work habits and schedules of the individual can play in this effort. Therefore, they have begun experimenting with a variety of alternatives to these traditional work schedules.

Few things so personally affect each of us and our employing organization as do the hours we spend at work each day. The hours of operation of offices and stores affect us not only as employees but as consumers. The hours we are required to work affect our selection of a mode of transportation, and the time which will be consumed in commuting to and from our place of employment. Both from the standpoint of a user of services as well as that of an individual who provides services for others, it becomes apparent that it is not only the amount of time one works, but also the manner in which that time is arranged which is important.

Both H.R. 2732 and H.R. 2930 recognize the need for a careful examination, on an experimental basis, of the impact these alternative methods of scheduling work may have on the many diverse areas which I have cited above.

Both of these bills would establish a 3-year test program to experiment with the use of flexible work hours, popularly called "flexitime" and 4-day or other compressed workweek schedules. The specific purpose of these experiments will be to determine what positive and negative effects various alternative work arrangements might have on the productivity and efficiency of Government operations, mass transit facilities and traffic, levels of energy consumption, service to the public and increased opportunities for full-time and part-time employment. The Commission strongly supports these objectives.

As some of you may be aware, the Civil Service Commission has for the last 3 years been involved with a growing number of Federal agencies in conducting some basic experiments with the flexible hours method of work scheduling. I say "basic" because the current provisions of law on hours of duty, overtime, and night differential have prevented our testing any flexible work hours program which would allow employees to deviate from the 8-hour day and the 40-hour workweek without the Government incurring added premium pay costs.

These same cost factors have also prevented the introduction of any of the so-called compressed work schedules such as a 4-day work-week. Even within these constraints, however, the results of these programs have been encouraging. If I may, I would like to submit for the record a summary of some results which are representative of those which have been reported by Federal agencies.

According to preliminary figures gathered in an ongoing GAO follow-up study on flexitime, there are now approximately 150 Federal Government installations with more than 90,000 employees experimenting with or having permanently introduced basic flexible work hours arrangements.

While there are a growing number of Federal installations introducing flexible hours to the extent permitted under current law, we are convinced that there is no single approach to work scheduling which will be appropriate in all cases. Given the diverse nature of the work performed by the Federal Government and the widely varying conditions under which it is performed, there are undoubtedly work situations in which none of these alternative scheduling methods will be appropriate, now or at any future time. In many instances the traditional workweek will and should be maintained. It is for this reason, and based upon our experience during the past 3 years, that we strongly believe that no agency should be required to institute any of these alternative work schedules as would be the case under H.R. 2732.

While we certainly share the main objective of H.R. 2732 to allow experimentation with alternative work schedules, we cannot support its mandatory feature. While it is true that H.R. 2732 provides for an agency to request an exemption from inclusion in the test program, we feel that the mechanism imposes an unnecessary administrative burden upon Federal organizations.

Recognizing that diverse occupations have varying work requirements and what is appropriate in one agency may not be at all appropriate in another agency, H.R. 2930 would impose no such mandatory participation requirement. Under its provisions the agencies will decide whether or not they wish to participate in this program. The Commission will consider proposed experiments submitted by agencies, but only a limited number of experiments will be approved.

A major consideration in approving any proposal will be the agency's willingness and ability to meet the criteria which will be developed for evaluating the experiments. It is anticipated that the Civil Service Commission, acting as the coordinating agency, will work through a joint committee composed of agencies whose particular areas of expertise are important to the full evaluation of such a program. These agencies will primarily include those directly responsible for Federal policies on energy, the environment, transportation, and building services. As outlined in H.R. 2930, a master program plan will be developed through this joint agency effort to identify the types of organizations, size, and geographic locations, which will permit the committee to reach valid conclusions upon which the Commission may base its recommendations to the President and the Congress.

While H.R. 2930 provides for a master program plan designed to insure the conduct of a balance comprehensive program, H.R. 2732 contains no comparable provision. Although the Commission would provide technical aid to agencies, H.R. 2732 shifts the primary re-

sponsibility in the program to the individual agency through the mandatory testing provision without establishing an administrative vehicle for control and coordination. We believe that the approach contained in H.R. 2930 is far more desirable than that of H.R. 2732 and should insure that the time and effort which will be expended in the conduct of this program will result in valid statistics which will be useful in developing future policy.

Turning now to another provision contained in both bills, we would like to call particular attention to those sections of the proposed bills which deal with premium pay for overtime work. Insofar as flexible work schedules are concerned, both bills retain the requirement to pay overtime after 8 hours in the day or 40 hours in the week, when in fact management is ordering overtime to be worked, thereby preserving the employee's right to overtime pay. What these bills will introduce into the law for the first time is the key element of employee choice. Within the limits prescribed by each agency employees will be able to manage their personal schedules to extend a day or extend a week in order to work a day or a week of varying length at another point in time. In such instances the agency would not incur premium pay costs.

Hours of work has been considered an appropriate area for negotiations for some time under the scope of bargaining provisions of Executive Order 11491, as amended. In order to preserve the provisions of negotiated agreements which deal with the establishment of hours of work, both bills contain provisions which permit any party to such a contract to enter into negotiations in order to take advantage of any of the new alternative work schedules within an experimental program. Further, this proposal insures that when an organization of Government employees has been accorded exclusive recognition, any of the alternative work schedules permitted under this legislation will be introduced only as a result of negotiations and in accordance with labor/management relations Executive orders. Under the provisions of H.R. 2930 all programs would also be subject to approval by the Commission.

While the major emphasis in both pieces of legislation is on flexible work hours, they include provisions which will permit the testing of compressed work schedules as another alternative to traditional scheduling to determine the desirability of incorporating such arrangements into any future program.

While the 4-day week, the most widely publicized of the compressed work schedule alternatives, has not worked in some organizations in the non-Federal sector, there are others in which it has been quite successful. The elimination of 20 percent start-up and shutdown time, whether this involves equipment or merely the organization of one's own work, appears to have benefited those organizations which have successfully implemented this type of schedule. For those organizations which might close on a fifth day, utility savings can be realized and employees' commuting costs will also be reduced one-fifth.

To summarize, we believe there is sufficient evidence from European, Canadian and limited American experience to warrant a careful in-depth investigation and evaluation to determine what benefits might be derived from these alternative work schedules in such areas as efficiency of Government operations, service to the public, utilization of mass transit facilities and energy consumption. Of the two alter-

native work schedules bills currently under consideration by this subcommittee we believe these objectives can be better accomplished through the provisions of H.R. 2930.

The third bill pending before your subcommittee seeks to provide still another alternative for those seeking more flexible employment arrangements. H.R. 1627 would increase the availability of part-time jobs in the Federal Government at the rate of 2 percent per year up to a maximum of 10 percent of Federal positions at each grade level at the end of 5 years.

The Commission supports the general objective of expanding part-time employment opportunities in the Federal Government, and we recognize that there are many individuals such as those with child-care responsibilities, older persons, and the physically disabled who could benefit from the increased availability of part-time employment. However, the means by which such a program would be implemented and administered under the provisions of H.R. 1627 makes it unacceptable and we must oppose it.

Our position on this issue is fully covered in the letter we have submitted to your subcommittee, and I would like to summarize our main points of concern.

Our first concern is from an operational standpoint. Reserving fixed percentages of an agency's jobs for part-time workers strikes us as an inefficient and ineffective way to do the Government's business. Such a quota approach does not take into consideration an agency's mission, the amount and type of work it does, or whether that work can best be done by full- or part-time employees.

While termed a "goal" in the bill, the program requirements outlined in H.R. 1627 leave no doubt that a quota system is being proposed.

We believe this quota system could adversely affect both employees and agency managers. The arbitrary "set aside" of part-time jobs could force those needing full-time employment to accept part-time jobs due to the nonavailability of full-time positions.

H.R. 1627 would add yet another restriction to the complex array of statutory and administrative requirements which agency managers must observe in making placements. The reporting requirements, and the lengthy and elaborate mechanism which would be needed to obtain a waiver when an agency could not meet its part-time employment quota, would not only add to this burden but would deny managers the flexibility to respond to local recruiting needs.

Our second concern is a philosophical one. If a certain percentage of Federal jobs can be reserved for the exclusive use of one group, the precedent is set for others. It is a fundamental principle of the merit system that selection for a job be based upon the qualifications of the individual to perform the duties of that job. We believe that the potential for the fragmentation of the Federal work force to meet the employment needs of special interest groups could seriously undermine the merit system.

Let me say again that while we are sympathetic to the goals of this legislation, we do not believe that the methods proposed in this bill would be in the best overall interests of the Government, the public, or Federal employees.

That completes my summary and I will be glad to answer any questions.

Mrs. SCHROEDER. Thank you very much.

How many agencies right now have alternative work schedules in operations?

Mr. KISTLER. There are approximately 150 installations that are engaged in one form or another of experimentation, and these experiments involve about 90,000 Federal employees. I am not sure offhand how many agencies that represents, but I would say that it represents the bulk of the larger agencies.

Mrs. SCHROEDER. How many installations would we have overall—I mean what percentage of installations or what percentage of the employee population is involved?

Mr. KISTLER. We are talking about 90,000 employees of a work force of over 2 million, so it's not a large number of employees, although 150 installations certainly represents a great many of the large installations throughout the country.

Barbara, could you elaborate?

Mrs. FISS. Yes; I think Congressman Solarz has spoken within the last day or so with GAO and has obtained an update on the progress report which follows their 1974 report on flexible work hours. They now have a new figure of about 141,000 Federal employees. We don't have an accurate number because the types of programs being introduced at the present time are completely consistent with current law and CSC regulations, and therefore, agencies are not required to come to the Commission to initiate a program.

Mr. KISTLER. We have done a great deal to encourage this limited form of experimentation over the last couple of years and this may help account, at least in part, for an increase in the number of employees involved.

Mrs. SCHROEDER. My question is then why would we not pass the bill with the mandatory language. If we pass it without the mandatory language requiring that each agency must try at least one experiment, how does it happen? Otherwise, the bill is really rather meaningless and it leaves us where we are now.

Mr. KISTLER. Of course, there are many dozens of very small agencies that are a part of this Government. Our principal reason for preferring the nonmandatory character of the Spellman bill relates to the fact that it's important that we not presume too much about flexible hours. It's for exactly this reason that we want to have a period of experimentation before we are prepared to propose fundamental changes in the Fair Labor Standards Act and hours of work and overtime provisions that affect over 2 million employees.

We want to very carefully study, evaluate, and understand everything we can about the impact on employees, on productivity, on the ability of managers to get the work done, and on questions like energy, transportation, building services, and the use of fuel and gasoline.

These are all important considerations. We need to evaluate, assess and understand the impact of these schedules before we reach a conclusion that such a program really makes sense as a permanently institutionalized part of the Federal employment system.

Mandatory experimentation reflects a conclusion that we are not yet prepared to reach. We want experimentation in terms of a variety of work systems and diversity of work environments, kinds of work, kinds of places. And it's important that we have a careful plan to sample each and every one of these kinds of situations.

It makes no real sense at this point in time to duplicate, over and over, existing situations when we already have a carefully developed and controlled experiment.

So we would propose to use our resources to find out what we don't know rather than mandate experimentation which may well duplicate situations where we already know the effects of a program.

Mrs. SCHROEDER. We have a little trouble with that because I see that there is an escape clause even in the mandatory bill if the agency doesn't want to cooperate. It just seems to me that the bill gives a little more teeth in nudging, maybe, some of the more Neanderthal agency heads into trying to move, but we will have to work that out as we go down the road.

In the areas where you do have a flexible hours program going, was it the employees or the employer that initiated it?

In other words, is there any way for employees to initiate it? In areas where you have collective bargaining agreements with employees, has there been any movement by unions showing an interest in flexi-hour programs?

Mr. KISTLER. I would like to comment in general, and then I will ask Mrs. Fiss to speak to this.

Our experience has been that while ultimately it is the management system of the agency that gives them effect and puts them into effect, they have largely come about as a result of a joint effort and the joint reaching of a conclusion that this is a worthwhile thing to do.

In some programs with which I am directly familiar, they have frequently formed committees of managers and employees which have acted in concert to develop the plan and the ground rules which are important in a flexible hours work system.

I'm sure that the initiative in some cases has rested with managers, I think in other cases, perhaps in most, it has been largely the result of initiatives that have had their beginnings within the employee population itself.

As far as labor-management involvement in the process, I believe that it's been the position at the national level of institutionalized labor to oppose the kinds of changes in law that would be required in order to permit full scale flexible hours experimentation as we would propose and as these bills would propose.

Notwithstanding, at the local level I think we have seen a lot of instances of strong union support of the experimentation that has taken place thus far.

I think the Social Security Administration in Baltimore is an outstanding example of union support. I would like Barbara to speak with some more details.

Mrs. FISS. I think you have actually covered it very well. We do see a basic difference between the approach of the unions under the current laws which limit the programs to the 8-hour day, and what we have seen, at least in past testimony and in the press, as to the national positions of unions toward these bills. They have some real concerns over the modification of laws affecting overtime after 8 hours in the day and 40 hours in the week.

We have found that those programs which are operating right now have resulted in some very excellent cooperation between management and unions. It's an unusual program in the respect that often it's a management initiative and often it's an initiative from the union.

Mrs. SCHROEDER. Thank you.

Do you see any more staffing required by the Commission to execute the study that would be required by these bills?

Mr. KISTLER. We would—I don't have any detailed figures with me but certainly we would plan to augment our staff modestly. When I say "modestly" I think we are talking in terms of less than a dozen staff members. Of course, part of it would depend on the extent of experimentation. Under the mandatory feature, the experimentation would be more extensive and would require much more to monitor and evaluate.

Under the more limited experimentation model, as embodied in the Spellman bill, we would be in a position to control the experimentation and to put our resources where we think we have the most to learn from the experimentation. I am sure we are talking about less than a dozen additional staff members for the Commission itself.

Mrs. SCHROEDER. Let me ask some questions about part-time workers. Currently are part-time workers subject to the same entrance requirements as full-time workers in the Federal service?

Mr. KISTLER. I will speak in general, then I will turn also to Mr. Horvitz. Part time is really a question of the type of schedule. A part-time worker may be a career employee and thereby come in through the regular career system. The answer then is yes, these people would come in through the competitive examination system and meet all of the requirements of the job. I think that the short answer to your question is yes but let me turn to Mr. Horvitz.

Mr. HORVITZ. I think you have given the answer. They take the same examinations and come in the same way as full-time employees.

Mrs. SCHROEDER. So the merit system is in effect if you have more part-time people since they are not really exempt from the Civil Service merit system. I don't understand what you are saying about violating the merit system.

Mr. KISTLER. Our reference to concerns about the merit system really go to the question of the appropriateness of, if I may use the phrase, arbitrary structuring of a portion of the work force in a fashion that may, or may not fit the mission demands, organizational demands, labor market situation, or work situation of an agency. This could place an agency in the position of pursuing a particular form of employment, mandatorily, to the exclusion of a more preferred method of staffing that agency in terms of these four factors.

That is what we mean when we talk about our merit system concerns.

Mrs. SCHROEDER. According to our figures less than 2 percent of the work force is permanent part time. And I hear you saying you don't like the language in H.R. 1627. Do you have any proposal as to what we could do for language in lieu of the language that is in that bill to increase part-time employment?

Mr. KISTLER. I have no proposal with me. What we have done, and in the past, and what we would certainly continue to do with renewed vigor, is to encourage and exhort agencies and show them how to best utilize part-time employees through the work of the staffing coordination and staffing policy people in our Bureau of Recruiting and Examination.

In our equal opportunity efforts, Federal women's program efforts, Spanish-speaking program efforts and others, and through our con-

tinuing work onsite with agencies on utilization through our personnel management evaluation activities, we have tried to look for places where agencies should be considering part-time employment and have not done it, or have considered part-time employment but have not been particularly adept at tackling the labor market or approaching it in the best professional way. This has certainly been what we have done in the past, and we believe it works and we believe it works reasonably well. All I really have to offer this morning is the record of what we have been doing.

Mrs. SCHROEDER. If you come up with some language, we would certainly appreciate it as we look at the bill. You probably don't have this with you, and if you don't I would like to have it submitted to the subcommittee later if it is at all possible. That would include a listing of the number of persons that were hired initially as part time, and then the number that were hired as full time and converted to part time.

Mr. KISTLER. OK. I do not have any such information with me but we will certainly talk to our statistics people and try to develop it if we possibly can.

Mrs. SCHROEDER. Thank you, I appreciate that. Has the Commission done much research on part-time employees and has your Clearinghouse on Productivity and Organization measured the productivity of the part-time employees that you have in the Federal service?

Mr. HORVITZ. The Bureau of Policies and Standards produced a study in 1975, which reported several controlled experiments, one in HEW, where all the evidence on part-time productivity was very favorable. Whatever other evidence we have seen has also been very complimentary. But I do not believe we are doing any research right now on part-time effectiveness.

Mrs. SCHROEDER. Has there been any research on the demand for part-time work or the labor pool availability or fluctuation in part-time labor after you have hired them, any of those issues as far as you know?

Mr. HORVITZ. No, there hasn't.

Mr. KISTLER. I think the entire question of the labor market availability of persons with various kinds of skills for part-time employment is the emptiest part of the data base and in our information system. One hears of unsuccessful recruiting attempts but I am reluctant to accept that as real data.

You raise questions about the productivity of part-time employees. We certainly have no information whatsoever to suggest there is any productivity loss on the part of part-time employees.

Mr. SCHROEDER. What about cost analysis? What benefits are permanent part-time employees eligible for?

Mr. KISTLER. Several packages of benefits, for example, the the availability of leave, sick leave, annual leave, and the like, really is a function not of whether one is a part-time employee or a full-time employee, neither is it a function of whether one is permanent or temporary. Rather it is a function of whether one is on a regular duty schedule or not.

So most part-time employees who are working a regular schedule of hours, whether career or temporary, would receive benefits under the

systems in effect for all Federal employees. Eligibility in the retirement system is conditioned upon the type of one's appointment. That is, career or career conditional, versus temporary. It is a system that is made available as a part of the building of career service and, therefore, it is made available to employees in the career system and that includes part-time employees who are part of the career system. Life insurance would follow basically the same approach. There is, I believe, one limitation and that is the limitation that there needs to be an expectation of 6 months of employment in any one calendar year or any one 12-month period in order for one to qualify for the retirement and life insurance plans.

Mr. McHUGH. Part-time permanent employees also receive the same health insurance benefits as full time career. The only loss at all for part-time employees is the leave system where they receive credit only for the number of hours they work. Otherwise they receive basically the same benefits as full-time permanent employees.

Mrs. SCHROEDER. And they have the same rates for reinstatement?

Mr. McHUGH. Yes, reinstatement, promotion, pretty much across the board.

Mrs. SCHROEDER. Thank you. I know there is a growing concern about rigid retirement. We are hearing more and more people saying there should be a more humanizing way of phasing people into retirement. Has the Civil Service ever looked at part-time employment as an alternative to retirement? Do you give counseling to Federal employees as they are getting ready to retire, and is your counseling extensive enough, if you do give it, to determine whether this would be a viable alternative for people?

Mr. KISTLER. If I may, I would like to prepare some material for the committee on the entire question of retirement counseling and the extent to which part-time employment as an alternative to full-scale retirement has been encouraged. I don't have direct knowledge as to the extent and content of the retirement counseling program. And I could generalize about it, I think, but I would prefer to give you much more specific information in the form of a separate communication, if that would be OK.

Mrs. SCHROEDER. Could we also get a table on the attrition rate, separation and retirement rates, for the record?

Mr. KISTLER. Yes.

Mrs. SCHROEDER. That would be very helpful. Have you ever looked at part-time employment as a means of making more jobs available for people?

Or have you ever looked at them as away of filling some of the occupations in which you have shortages?

Mr. KISTLER. I think the notion of going to part-time employment where one needs skills and those skills are not available among the full-time workers is one of the principal motivators for agency managers in terms of utilizing part-time people.

And certainly, this is part of what our evaluators are out on the scene looking at and talking about to the agencies. These are precisely the kinds of considerations we have looked at in encouraging agencies to utilize part-time employees.

Mrs. SCHROEDER. Could you tell me on what basis you have determined in the past that part-time people can't be managers or supervisors?

Mr. KISTLER. I really don't think we have made any such determination. We certainly hold to the view that many managerial and supervisory jobs are more likely to be structured as full-time jobs rather than part-time jobs, because of the nature of the demands of the supervisory and managerial function, which is one of accountability for work that is typically performed throughout an entire work day.

At the same time I think this is more a phenomenon than, if you will, a determination.

There is certainly no fixed or mandatory kind of rule, if you will, to that effect.

There are no arbitrary or external limitations on an agency in terms of putting part-time people on that agency's staff. It is really a question of what are the demands of the work, can the work be effectively accomplished by part-time people, and I think that our real problem in this area is the problem of the limits of our own imagination.

I think that, in fact, part-time people can be used in a much wider variety of circumstances and situations than most of us are able to identify in our first look at the question.

And that is why we do the exhortation we do, and the kind of promotional work that we do, and that people like Miss Hermann's office do in order to encourage more imaginative attempts to use part-time people.

Mrs. SCHROEDER. Well, I thank you.

I think you summed up kind of where I am. I think maybe we haven't been very creative and there has been a lot of foot dragging in part-time work just because it is something new and it is something different. It is easier not to deal with it, than it is to deal with it.

And, as I see people who are disabled or elderly or young people in school, all sorts of things, I think these same groups of people are as interested in part-time work as in flexitime. I know some of our local city agencies have been very, very innovative in allowing two people to bid on one job, which is very interesting. They have found the efficiency levels much higher. They have split the benefits and the whole thing has worked out very, very well.

I know that is threatening to other people, but if two people are splitting one job, and they are working on all the details of it, and they do it on kind of a self-initiative basis, in other words they are told the parameters, and they deal with it effectively, then that's it. They have been very successful.

As you can imagine, it took several years to get that kind of authority down to that level. So I really hope that the Commission will look at this again and give us some more input as to what we might do to move in this area.

I think that there is definite pressure to move in this area, and we would like all the expert advice that you have.

Obviously, it is difficult to say absolutely we must have so many slots that are part time. But what can we use for language that will open it up, rather than continuing permissive and suggestive. I think that you have got enough problems to focus on without having to take on more.

We really would appreciate some insight from you. So feel free to come forward with any ideas you might have, because I think we will be moving in this area.

Let's try to move in a way that is workable for everyone. In the long range, we will end up going where we want to go.

I think counsel had a question she wanted to ask.

Mrs. ITTNER. Yes, I wanted to ask in terms of future policy expanding part-time employment in the Federal Government, who should have the primary responsibility? Should it be with the agency personnel departments? Should it be with a bureau of the Civil Service Commission? Should it be entrusted to a part-time coordinator, which could be, the Federal women's program coordinator to act as liaison between management and supervisors, personnel and budget analysts, to help identify jobs adaptable to part-time and to spur people who don't have time to think about part-time jobs to find creative ways of using part-timers. Which of these three possibilities do you favor?

Mr. KISTLER. It seems to me that successful promotion of part-time employment, like so many things that we try to do, involves the energies of an awful lot of different people and a lot of different parts of an organization.

First and foremost, I think, the question is one of structuring work. And the question of supervisors being sensitized to the notion that there are alternative ways of doing so, other than the traditional way of 40 hours a week, 8 hours a day. It is somewhat the same problem I think we will encounter, and successfully deal with, in bringing supervisors along on the entire notion of flexible hours. So first and foremost I think the question is a work site question, a work structuring question. Clearly, it contains equal employment considerations, and clearly I think there leadership, both by the Civil Service Commission and in agencies within the Federal Women's Program and their coordinative network.

So what does this mean in terms of responsibility?

It is first and foremost, I think, with individual agencies in terms of how they organize their work and how they staff for it.

Second, I think as the central personnel agency of Government, the Civil Service Commission has and does and ought to perform an overall leadership kind of a role and responsibility here.

And I think our toughest area is the entire area of tapping the labor market, of knowing where it is, understanding where it is, and being able to reach out and take hold of it.

And this describes, in a sense, the purposes of the staffing programs and staffing machinery of the Civil Service Commission.

I guess different people would assess differently the government's success in doing this in connection with other portions of the labor market to which we must reach out, whether we are talking about minorities or women or whomever.

But it seems to me we are talking much the same kind of situation here with one additional component, and that is that it also goes to work structuring within an agency, since that is the starting point for the utilization of part-time workers.

So, while I'm not sure this is the best answer, it boils down to a joint and a shared responsibility, I believe.

Mrs. ITTNER. Thank you.

Mrs. SCHROEDER. I thank you very much.

The meeting is adjourned.

[Whereupon, at 10:37 a.m., the meeting was adjourned.]

PART-TIME EMPLOYMENT AND FLEXIBLE WORK HOURS

THURSDAY, MAY 26, 1977

**U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
SUBCOMMITTEE ON EMPLOYEE ETHICS AND UTILIZATION,
Washington, D.C.**

The subcommittee met at 9:15 a.m. in room 304, Cannon House Office Building, Hon. Patricia Schroeder (chairwoman of the subcommittee) presiding.

Mrs. SCHROEDER. The subcommittee is called to order.

The subcommittee this morning continues deliberation on H.R. 2390 and H.R. 2732, bills to establish Federal experiments with flexible and compressed work schedules, as well as H.R. 1627, a bill to expand permanent part-time career opportunities in the Federal Government.

The subcommittee has received comments on the bills from the Civil Service Commission and the General Accounting Office, which will be included at an appropriate place in the hearing.

Our witnesses this morning include Urie Bronfenbrenner, professor of human development and family studies of the New York State College of Human Ecology at Cornell University, Ithaca, N.Y.

Ms. Leslie Gladstone will present joint testimony on behalf of the Women's Equity Action League, the National Organization for Women, the National Women's Political Caucus, and Women's Lobby.

Ms. Carol Lobes, chief of the Federal Manpower Programs Section of the State of Wisconsin Department of Administration, is accompanied by Mary Cirilli and Diane Jones, cocoonordinators of Project JOIN. We also welcome Mr. John F. McClellan, president of the National Association of Retired Federal Employees.

Professor Bronfenbrenner, you may begin.

**STATEMENT OF PROF. URIE BRONFENBRENNER, PROFESSOR OF
HUMAN DEVELOPMENT AND FAMILY STUDIES, NEW YORK
STATE COLLEGE OF HUMAN ECOLOGY, CORNELL UNIVERSITY,
ITHACA, N.Y.**

Professor BRONFENBRENNER. Madam Chairwoman, my name is Urie Bronfenbrenner. I am a professor of human development and family studies, New York State College of Human Ecology, Cornell University.

I speak to you today in behalf of America's families and their children. As I am sure you are aware, the American family is currently being subjected to powerfully destructive forces that are undermining

its capacity to perform its most vital human functions; that is, insuring the quality of the next generation.

The profound changes that have occurred in the structure and position of the American family have recently been documented in a report published by the National Academy of Sciences-National Research Council, entitled "Toward a National Policy for Children and Families." It was prepared by a committee on which I was privileged to serve, consisting of specialists from a wide range of disciplines, including pediatrics, psychology, economics, sociology, and social work.

What the report reveals is the progressive fragmentation and isolation of the family in its child rearing role.

To begin with a familiar fact, every year more and more mothers are going to work, now over half of those with schoolage children, over one-third with children under 6, and one-third with infants under 3; two-thirds of all those mothers are working full time.

A second change accompanies the first. As many more mothers go to work, the number of adults left in the home who might care for the child has been decreasing in two ways. First, what sociologists call extended families, those that contain other adult relatives besides the parents, have been gradually shrinking and disappearing.

But shrinkage and disappearance have been even more pronounced in the so-called nuclear family consisting of mother, father, and children.

Today, more than one in every six children under 18 is living in a single-parent family, with the one parent generally also being the head of the family and holding down a job, usually fulltime. This is often not a temporary state, since, on a national scale, the remarriage rate, especially for women, is substantially lower than the rate of divorce in families involving children, and this differential has been increasing over time.

A significant component in the growth of single-parent families has been a sharp rise in the number of unwed mothers; more young women are postponing the age of marriage, but some of them are having children nevertheless.

All of these changes are occurring more rapidly among younger families with small children, and increase with the degree of economic deprivation and urbanization, reaching their maximum among low income families living in the central core of our largest cities. According to the latest census figures, in the low income neighborhoods of our central cities, the proportion of single parents among all families with children is over 80 percent! The reason for the concentration of single-parent mothers in low income neighborhoods will become apparent from additional facts to be cited below.

Although levels of labor force participation, single parenthood, and other related variables are substantially higher for blacks than for whites, those families residing in similar economic and social settings show similar rates of change.

The critical factor, therefore, is not race, but the conditions under which the family lives. The general trend, however, is not limited to the urban poor. It applies to all strata of the society; middle-class families in cities, suburbia, and rural areas are changing in similar ways.

Specifically, in terms of such characteristics as the proportion of working mothers, number of adults in the home, single-parent families or children born out of wedlock, the middle-class family of today increasingly resembles the low income family of the early 1960's.

What are the implications of these trends? There are those who link the changes in structure and status of the family with parallel trends in indices reflecting the well-being and development of children, as indicated by declining levels of academic performance and rising rates of child homicide, suicide, drug use, and juvenile delinquency.

But I would call you attention to a more immediate and direct effect that is much less debatable. What does it mean for children of the poor, and the not so poor, that more and more mothers, especially mothers of preschoolers and infants, are going to work, the majority of them full time?

Paradoxically, the most telling answer to the foregoing question is yet another question: Who cares for America's children? Who cares?

Who cares not only for the millions of preschool children for whom there are no adequate day care facilities but also for the additional number of school age youngsters, so-called latch-key children, who come home to empty houses, and who contribute far out of proportion to the ranks of pupils with academic and behavior problems?

There is one fact, Madam Chairwoman, on which specialists in the field of child development all agree. Every child requires for his or her normal development the care and active involvement of one or more adults who are committed to that child's well-being. And that commitment must take the form not just of words but of action—actually being with the child and caring for it.

There is one group that recognizes this necessity even more keenly than the experts, and that group is the nation's parents. Together with colleagues in four modern industrial nations, we at Cornell have just initiated a major study of the sources of stress and supports experienced by parents of young children and the effect of such stresses and supports on the development of the child.

I should like to not, parenthetically, that the age group at greatest risk today are not young children, but junior high school youngsters. More on that later.

Our data, however, are on families with young children.

The research is supported by grants from the Lilly Endowment, the National Institute of Education, and the Kettering Foundation.

The project was initiated only a year ago, and we are still at the stage of conducting exploratory pilot studies. In fact, the results I shall be reporting come from a study currently under way. Because of the relevance of our work to the concerns of your committee, we made a computer run last weekend of data from our first 84 families. These are therefore preliminary findings and should be viewed with caution.

The data were based on interviews from 1 to 2 hours long, in which parents were asked to describe the conditions they saw as helping or interfering with their capacity to function effectively as parents.

Specifically, parents of 84 3 to 5-year-olds were asked primarily openended questions about 12 potential areas of stress versus support, including external influences in the neighborhood and the community, material conditions in the home, and more personal factors such as the characteristics of the child and of the parents themselves.

Of all 12 areas, the one that was seen as the principal source of stress, exceeding all others, was the conditions of the parent's work, both for the father and, in many instances, the mother as well. I shall report some breakdowns on that in a moment.

Next in order of severity were financial problems, followed, interestingly enough, by television. At the opposite end of the continuum the factor identified by the family as the greatest source of support was availability of satisfactory child care arrangements.

Upon examining more closely the parents' statements about specific conditions at work we find that, next to financial worries, the most frequent complaint was about the inflexibility of working hours.

These complaints came from both ends of the socioeconomic ladder.

For example, a single-parent mother who works 40 hours a week as a hospital attendant commented: "Having no father and only a part-time mother is hard on J."

A father working as a professional saw a possible solution: "Ideally, men and women parents should be able to get jobs with flexible hours like in Europe. It would be a great success, because I could see my kids get on the bus and work around their schedules."

In contrast, parents who reported the highest satisfaction in the child rearing role were either not working or had jobs which permitted a flexible schedule.

In our sample, the latter were limited to persons in the professions. For example, a mother who worked as a consultant for theater groups commented: "Flexibility means that Johnny has two parents, not one."

Similarly, an engineer and father of two stated: "I can take time off to be with the kids. I haven't missed a birthday party yet."

These are not isolated comments, since they reflect the results of the overall statistical analysis. Thus, among two-parent families, we compared levels of stress reported by mothers who were not working, were working part time, or working full time.

Highest stress scores were obtained by mothers working full time.

Mothers not working at all were next in line, whereas the lowest strain of all was experienced by mothers engaged in part-time employment. Moreover, these mothers reported higher satisfaction than the other two groups, not only in relation to the job, but also in the areas of child care, housework, and, perhaps most importantly, their own adequacy as a parent and their positive attitude towards the child and his future.

A somewhat different pattern, however, appeared for single-parent mothers. The tendency of mothers working part-time to experience the least stress was limited to the highest occupational group. At lower occupational levels, the mother who worked part-time tended to experience the greatest stress of all. The reason for this shift in pattern becomes apparent, when we consider the average income level of single-parent mothers in the United States. According to the latest available figures from the U.S. Census, the median income for all mothers in the Nation with one or more children under six, was \$3,900 compared to \$12,886 for intact families with children of the same age. Mothers working part time are therefore not likely to earn enough to make ends meet.

Under these circumstances, part-time work only adds to the frustrations of being a parent.

As this shocking statistic makes clear, the introduction of flexible schedules will not by itself reverse the trend reported earlier in this document. But for many of the great majority of families who do have sufficient income, the introduction of flexible work schedules and part-time positions can remove an unnecessary and harmful conflict plaguing the lives of millions of American families. We now have a new American dilemma: the agonizing choice between doing right by one's job versus doing right by one's child.

We have now established in the United States a set of conditions where these two essential human activities are in a head-on collision. The outcome is destructive to the quality of work (by men as well as women) and the quality of our children—the next generation of Americans.

Since my original statement was prepared, we have had an opportunity to carry out some additional analyses that I believe will be of interest to this committee. In general, we are finding that there are certain circumstances in American society in which intact families are under greater stress than one-parent families.

One of these situations occurs when you have a low income, and also a large family. Under these conditions, if you split, you have one less adult to feed. Also, you no longer have to argue whose fault it is that there isn't enough money coming in. Separating reduces the hassle.

The second place where a similar situation occurs is at the top of the occupational ladder, with professional families having their first child. Here the demands of a full-time career are the problem. Not just for the husband, but often for the wife as well.

What we did was to break down our data to find out how working part time, full time or not at all related to the relative stress being experienced by two-parent families versus single-parent families. But first, a word of caution. This was not a longitudinal study. These data are cross-sectional. We haven't yet been able to follow these families over time. It does turn out, however, that there are certain working conditions in which two-parent families are under greater stress and one-parent families are better off. This is especially true at low socioeconomic levels when the mother is not working at all. In contrast, the intact family is under least pressure when the mother is working part time, especially if neither husband or wife is working as a professional.

So if we are interested in preserving and assisting those families who wish to stay together, we may do well to introduce opportunities for part-time work. Our data at least suggest that, under these circumstances, intact families are under less strain. In conclusion, I want to emphasize again that these are tentative findings based on a small, cross-sectional sample. We need to conduct more extensive studies in which the same families are followed over time in order to understand the cumulative effect of different working conditions.

I would be happy to answer any questions which you may have.

Mrs. SCHROEDER. I really appreciate your testimony. I think it is very helpful to deal with this because as you know there is always a desire to change. Somebody thought that the 8-hour day and the 40-hour week was hammered in a stone tablet somewhere, and it is very difficult to get that changed. I know you have been talking about these changes for some time. What kind of a public and private response do you get in your work?

Prof. BRONFENBRENNER. The key to your statement is your remark "for some time." It has been a long time. I first submitted testimony along these lines some 15 years ago. The only change I can mention, and it is a marked change, is the following. Even as little as 5 years ago I would get in response comments like: "I don't know what you are talking about." "I don't see any problems." "The families I know aren't having any trouble." One no longer hears that kind of response nowadays. The typical reaction to these facts and figures today is: "I know just what you mean. What can we do about it?"

Lest you make too optimistic an inference, I hasten to add that, so far as I can see, people are not yet prepared to make any changes that call into question the sacred cows of our society like the 8-hour working day. There is still the notion, if somebody wants to work fewer than 8 hours a day, that they are somehow lazy or not reliable.

At the same time, I do have some optimism. We are a pragmatic society. We always have been. And if something is not working, eventually we do something about it. And so I often say in this connection, "things have to get worse before they can get better." If that is so, boys are making progress.

Mrs. SCHROEDER. I think from the trends and from the statistics we have, that to think that women are going to all of a sudden start leaving the work force in the way that they have been entering, that this is just a cycle, I think that is probably not dealing with reality. I think many of them are there because of the times we live in, and the economic stresses. And I think our challenge is to try to show people that you can be a decent mother and not spend all day at it.

Prof. BRONFENBRENNER. I think such trends would occur if we made the role of parent a more acceptable role in our society than we now do. But I think we should do that for a man as well as for a woman. And I am very glad that this legislation does not specify sex as one of its criteria. I am surprised that several of the bills don't point to what I regard as the primary justification and necessity of this legislation: Namely, its contribution to the quality of the next generation of Americans. I think it is clear that families are not now functioning effectively in our society. And in the long run that malfunction will be reflected in the society itself—in the quality of production, in being able to depend on someone to finish a job that they have started, in increasing labor turnovers, and absenteeism. We have to be realistic, and the realistic path is the one that is represented by the kind of legislation which you are now considering.

Mrs. SCHROEDER. This is all conjecture, so I probably shouldn't ask the question. But do you think that part of the reason part-time mothers that are in two-parent families seem to be the ones under the least stress is that they are able to deal with all the pressures that we have for everybody doing their own thing and relieving some of the pressures we are imposing on everyone and yet not get caught in it?

Prof. BRONFENBRENNER. We don't really know the answer to that question but there is some relevant information that comes out of our research. First, this was a study on 84 families in a small city in upstate New York. Severely limited. What is needed are nationally-based studies conducted by the Civil Service Commission, or other agencies

that fund research, so we have the facts about what is happening in our country. We don't have those facts now. That is the first priority. That will supply some answers.

But we do have some preliminary data for the part of the world that I happen to live in. And they suggest some answers to your question. What happens with part-time work? The first place that looks better, is problems with child care. When you work part time, your concerns about caring for your child are alleviated to some degree. And financial worries are decreased because you are working somewhat. Also, housework is an area that becomes less frustrating.

But I repeat, the most important effects are on the attitude of the mother toward the child and toward herself as a parent. Our results suggest that if you work part time you are more likely to see yourself as an adequate parent, and you see the future for your child in more positive terms. Finally, you tend to see your child as a more attractive, nicer, more able kid. This is pretty fundamental, for, as a colleague of mine once said, if you think of your child as attractive and able, you will treat them accordingly and they will become attractive and able.

But we need to remember that all this was true for married women in our sample who were working part time, provided they had middle level jobs. I emphasize that because if you are married to a professional or if you yourself are a professional the pressures of that job can become very heavy. You are legally part time, but functionally you are full time.

Mrs. SCHROEDER. Parenthood is one of those few professions that no one really studies for.

Professor BRONFENBRENNER. It is the one role in life for which we don't prepare. I think it is disgraceful that nowadays a young man or a young woman can graduate from high school, from college, or even with a Ph. D. degree, lo and behold, in child development, without ever having had a baby in their arms, without ever having to care for a person who is ill or lonely, or old. This is a terrible deprivation that we impose on the next generation. No society can exist if its members are not able to care for each other. And sooner or later—usually sooner—we all need that kind of care. So I think it is a very serious problem and it also relates to our present woodenheadedness about work schedules. They leave no time for caring.

It all comes right back to this: There is no understanding that the most precious possessions we have as a nation are human beings. We are worried about bureaucracy and civil service regulations that regard a person who is willing to work full time at regular hours as more worthy, more important to the society, than a parent who seeks a flexible or part-time schedule in order to be able to care for his or her child. To make exceptions for this group, we are told, is special pleading. I suggest to you that concern for the quality of the next generation of Americans is not special pleading. That is what we are all about.

Mrs. SCHROEDER. Thank you, very much.

Professor BRONFENBRENNER. Thank you.

Mrs. SCHROEDER. Our next witness is Ms. Leslie Gladstone on behalf of the Women's Equity Action League, National Organization for Women, National Women's Political Caucus, and Women's Lobby.

STATEMENT OF LESLIE GLADSTONE, JOINT TESTIMONY ON BEHALF OF WOMEN'S EQUITY ACTION LEAGUE, NATIONAL ORGANIZATION FOR WOMEN, NATIONAL WOMEN'S POLITICAL CAUCUS, AND WOMEN'S LOBBY

Ms. GLADSTONE. Thank you very much.

Madam Chairwoman and members of the subcommittee, I am here on behalf of a coalition of women's groups—the Women's Equity Action League, the National Organization for Women, the National Women's Political Caucus and the Women's Lobby—representing collectively over 100,000 politically active women.

We want to express our strong support for legislation to encourage alternative work schedules, such as flexitime, and the expansion of part-time opportunities in the Federal agencies.

Since we are here on behalf of women's interests in this legislation, I will confine my remarks to that area.

Part-time and flexible career opportunities are particularly important for women. Even with their ever-increasing participation in the paid workforce, they continue to carry the primary responsibility for childrearing and homemaking. For this reason, it is no surprise to find that part-time jobs, however low skilled and ill paid, are the preferred work option of a majority of American women.

For many other women who must work full time, the demands of a two-job life could be accommodated with much less family stress under flexitime. Moreover, if flexitime opportunities were made available, we believe women would have new access to a far wider range of jobs. We believe that the present lack of part-time and flexitime options in both the public and private sectors serves as a form of de facto discrimination against women by denying them access to better paying nontraditional and career opportunities. The rigidity of the traditional 9 to 5 workday adds an unnecessary burden to the already delicate fabric of American family life.

Women work for exactly the same reasons men do; most importantly, to provide for the welfare of themselves, their families, or others. In 1975, 46 percent of all women over the age of 16 were in the labor force. For women in the childbearing years—aged 20 to 44 years—the percentages were even higher, 55 percent—up from the 46 percent for all women.

We have 14.1 million working mothers, including 5.4 million with children under the age of 6. In fact, the labor force participation of mothers is higher than for all women. In 1975, 47.4 percent of all working women had children under 18—54.8 percent for women with children 6 to 17, and 38.9 percent for women with children under 6. Underlying these percentages is the fact that the growth of female-headed households has increased 10 times in recent years.

The number of working mothers is expected to increase even more in the next decade. The Bureau of Labor Statistics has estimated that by 1985, the number of women in the labor force between the ages of 20 and 34 alone—the prime childbearing years—will increase by 42 percent.

The Department of Labor has also issued some revealing statistics on what women earn. In a report on "The Earnings Gap Between Women and Men" published last October, they reported that women

in 1974 who worked full time made 57 cents for every dollar earned by men and that the earnings differential was still widening. Women were almost four times as likely as men to be earning between \$3,000 and \$5,000 per year, and three times as likely as men to be in the \$5,000 to \$7,000 category. 53 percent of women, in contrast to 18 percent of men, earned less than \$7,000; 82 percent of working women earned less than \$10,000. Currently, the average woman with a college degree earns approximately the same wage as a male with an eighth grade education.

The earnings pattern for women who work part time is even more depressing since a higher percentage of women in these jobs are concentrated in the clerical and service categories which tend to pay something close to the minimum wage and, as is customary in part-time work, offer few, if any, benefits.

Legislation such as title VII of the Civil Rights Act of 1964, title IX of the educational amendments and the recent vocational education amendments constitute the major steps forward in creating greater opportunities for women. These and Executive Orders 11246 and 11375 illustrate the Federal Government's continued commitment to providing equal opportunities for all persons. However, mere proscription of discrimination on the basis of sex will not remove the barriers facing women in the area of employment. Broadening work schedule options—at all levels, including technical and professional grades—is necessary as well.

More part-time jobs at advanced levels would give women a chance to make fuller use of the education and skills that are now being wasted on jobs that do not begin to tap their talents. More part-time career jobs would allow women to keep their skills current while their families are young and serve as a transition into full-time careers when their child-raising duties diminish.

The average woman in the work force has completed 12.4 years of schooling. More than 1 out of 5 has completed 1 year of college, and 1 out of 18 is a college graduate. Thus, a huge public and personal investment in education is being dissipated by the underutilization of such women.

Increased opportunities in flexitime employment would help make full-time working women with family responsibilities more "marketable" in career-ladder jobs. Since fathers would have flexitime options as well, the care of children could be shared to the greater benefit of the whole family. Greater opportunities in both flexitime and part-time should also help break down occupational segregation by giving women access to a much wider range of jobs. Occupational segregation and discontinuous work patterns related to child-raising are frequently cited as prime causes of the widening pay differential between men and women.

Many professional jobs could be adapted to a part-time schedule, but it is here that employer resistance is highest. Positive leadership in the form suggested by the pending legislation, of a fixed percentage of part-time jobs at all levels of all Federal agencies, would act as a feasibility model for the private sector and should lead to an increase in opportunities on a much wider basis.

While we applaud and support the overall aims of the legislation presently being considered, we believe that the exemption of grades 16, 17, and 18 is a serious flaw. The 10-percent quota may be imprac-

tical at this level, but part-time positions at the supergrade level should be allowed and encouraged to the extent possible. This is especially true in light of the scarcity of women in supergrade positions.

We would also stress that the ceilings on part-time workers should be kept flexible enough to allow the number of such workers to rise above the 5-year goal of 10 percent wherever possible and that strong enforcement language should be added.

According to Labor Department figures, as of October 31, 1975, women made up 35.4 percent of the Federal work force. However, they were heavily concentrated at the lower levels. In fact, their concentration there is increasing. Women comprised 71.6 percent of the GS-1 to GS-6 positions (up from 47.9 percent in 1972), 26.8 percent of the GS-7 to GS-12, and 5.1 percent of GS-13 to GS-15. The supergrade level, grades 16-18, had only 2.7 percent women. A sampling of executive departments and agencies showed the Justice Department with only 4 women at supergrade, Interior also had only four, and Agriculture, Civil Service, and the Equal Employment Opportunities Commission had none above GS-16.

Although the number of women in high level positions has increased somewhat recently, women continue to be vastly underrepresented. Broader recruitment efforts and affirmative actions plans are a step in the right direction, but it is also vital to widen the career opportunities of highly qualified women by creating options such as part-time job slots and flexitime work schedules.

The economic status of women of all levels will not change unless we provide them with more opportunities. Passage of strong part-time and flexitime legislation is a long overdue step in the right direction. Thank you.

Mrs. SCHROEDER. Thank you very much. One of the big questions we keep getting as we deal with the area of part-time is whether there is a significant number of people who want to work part-time. In a lot of testimony we have heard that there is no part-time labor pool. Do you have any statistics on that?

Ms. GLADSTONE. On the part-time labor core?

Mrs. SCHROEDER. They are saying they have trouble finding people who want to work part time, especially at the Federal Government level.

Ms. GLADSTONE. I don't have any numbers here, but I will get some to you. I would guess that most part-time jobs are at such low clerical levels that they don't attract large numbers of people.

Ms. LEEPER. I think they have had more applications recently.

Mrs. SCHROEDER. Part of it might be that those people don't think about going to the Civil Service Commission unless they want a full-time job. We have another problem with the two bills. As you know, one flexitime bill mandates that every agency attempt some flexihour experimentation. And the other one specifies only agencies that want to. Which way would you go? Clearly the Civil Service Commission wants agencies to choose to do it. And the question is, are we ready for it. We think this is a good idea. And they object to the part-time bill in that it mandates that a certain number of Federal employees be part time. It gives you a number. They say they would prefer not to do that. There again is the gradualism. Have you any comments on those sections?

Ms. GLADSTONE. I think that in order to do a study that is meaningful they need to have as broad a coverage as possible. So I would be in favor of the mandatory experiment with flexitime, the 3-year period. It is not forever. They would have a chance to make their case.

I am sorry, the second question was what?

Mrs. SCHROEDER. I am just trying to figure out how we deal with this problem of quotas. And it is very easy to attack any part of the bill saying that a certain percentage will be part time. And then there is the fear that they will downgrade some of the full-time people. And all of these things start happening whenever you try to change things. We stir up false hopes. And there are certain agencies that don't want to bother with it. And my feeling is that they should all have to attempt to experiment with it if we are going to do this. But we are going to meet strong resistance. We may end up with a bill that says, it would be a nice idea to have this program in effect.

Ms. LEEPER. I think these forms have a block asking you whether you would be willing to work part time or full time. Has the Civil Service Commission ever gone through and cataloged out those people who are in fact willing to work, say at the midlevel jobs. Have they done their own research in that area. I know when I put mine in, I asked to work part time. What I am saying is, have they really done their homework in this area?

Mrs. SCHROEDER. That is interesting. When they were here this week they said they had done nothing. This is another problem. It is hard to prod someone who doesn't wish to be prodded. And that does become a real problem. One of the other problems we have in this whole area is that OMB, the Office of Management and Budget, runs around setting personnel ceilings for hiring. And I think one of the focuses that the women's groups could help us with is, if we really want to move into these programs, we are going to have to get OMB instead to allow agencies to count the hours of work rather than the number of people because we begin playing this shell game.

As I say, it is one of those things where I think everybody agrees in principle. But we need to get somebody to move on it. The roadblocks are all coming out. So anything you can do to help, we would really appreciate it. Thank you.

Our next witness is Ms. Carol Lobes, chief of the Federal manpower programs section, Wisconsin State Bureau of Human Resources Services. And she is accompanied by Ms. Mary Cirilli and Ms. Diane Jones, co-coordinators of Project JOIN.

Welcome.

STATEMENT OF CAROL LOBES, CHIEF, FEDERAL MANPOWER PROGRAMS SECTION, WISCONSIN STATE BUREAU OF HUMAN RESOURCES SERVICES, ACCOMPANIED BY MARY CIRILLI AND DIANE JONES, CO-COORDINATORS OF PROJECT JOIN (JOB OPTIONS AND INNOVATIONS)

Ms. LOBES. Thank you. I am Carol Lobes, Chief of the Federal manpower programs section, Bureau of Human Resource Service in the State of Wisconsin Department of Administration. With me

are Mary Cirilli and Diane Jones, who are cosupervisors of Project JOIN (job options and innovations), a 2-year research and demonstration project funded by the U.S. Department of Labor, Employment and Training Administration, Office of Research and Development, to test the viability of the job sharing structure in a State civil service setting.

Since our ensuing remarks will be based primarily on our year of experience in implementing the first year of the project, I would like to first familiarize you with its purpose as well as results to date.

Under the conditions of the grant, we have the objective of transforming a minimum of 25 permanent full-time civil service positions in professional and paraprofessional classifications into 50 permanent jobs, with each pair as a shared position.

The intent of the project is to: (1) measure the productivity of employees in shared job situations against the productivity of those in more conventional settings; (2) to measure the effect of the creation of a shared position on the other employees in the work unit where the is located; (3) to determine whether there are any specific patterns of characteristics unique to persons desiring shared jobs as opposed to full-time work; and (4) to develop materials that will enable the the project to be replicated in other settings if the outcomes of this effort are positive; and (5) to research retirement laws to determine if there are impediments to retirees desiring to work part time.

We have formulated some hypotheses in relation to these goals which we are now testing. They are, first, that the productivity of job-sharers or part-time workers will be greater than that of those working full time; second, that persons previously excluded from the traditional work force would be the main users of this new option, primarily women, older workers and persons with handicaps; third, that persons nearing retirement age would choose to reduce their hours and that some retired workers would choose to return to work on a reduced schedule; fourth, that the opportunity to share a job, work part time or fit work to a life schedule, will increase the job satisfaction of workers who utilize such options; and fifth, the lifestyles and characteristics of persons choosing to work less than full time differ from those working full time.

For persons interested in further detail, we have indepth reports available. I would, however, like to share with you some specific facts on what has transpired in the first year.

As a result of the project, 34 full positions have been committed and there are now 34 persons working in professional and paraprofessional shared positions. The average monthly salary per shared job is \$497. The kinds of classifications which have been transformed into shared jobs include: research analyst, music therapist, microbiologist, account specialist, attorney, training officer, parole officer, and utility rate analyst. This is certainly not an exhaustive list, but it conveys some idea of the diversity of kinds of positions involved.

Now that you have gotten a quick overview of the project, we would like to share with you relevant insights gained through that experience as well as to comment on the proposed legislation which you are now considering. I, therefore, would like to now ask Diane Jones to comment on the concept of flexible work hours as well as on the two proposed bills on flexible and compressed work schedules which are now before you.

Ms. JONES. Flexible work hours offer working persons an opportunity to combine their career with their choice of life styles outside the world of work. To date, the work ethic and work structure has forced people to organize their life around their job when in fact, most people work to enjoy other things in life. The "other" things or best things in life may be free, but the necessary things in life are not. Work is then a necessary life element.

Flexible work hours could help attack some of the problems associated with a rigid, dehumanized work environment such as mental illness relating to pressures, disuse of individual capabilities, and lack of meaningful use of leisure time.

We offer this testimony in support of flexible work hours through provision of information on the Wisconsin experience with flexible hours and analysis of this experience in relationship to the differences in the two bills.

Wisconsin State government began experimentation with non-standard hours of employment in 1972. These experiments include flexitime, the compressed 4-day, 40-hour workweek, and staggered hours. The opportunity to experiment with non-standard hours of employment was made available to State agencies as a result of the enactment of chapter 270 laws of 1971. Section 16.30(5)(f) as renumbered amended S. 16.275(7), which required five 8-hour days to be worked, to allow for deviations from this schedule where the public interest is served. Mandates were not a part of the statute. Such deviations are subject to the approval of the director, State bureau of personnel.

In order to implement this statutory provision, the director developed and published guidelines for State agencies to follow. Very general evaluation techniques were also established. To date, nine State agencies have initiated flexible hours or the 4-day, 40-hour workweek. There are 24 work units involved including approximately 230 employees in the classified civil service.

Flexitime is used least but appears to work well in a variety of work situations while compressed hours work best in a unit where travel time and costs can be reduced by eliminating 1 day of the work week.

All nonstandard hours of employment must be approved by the director of the State bureau of personnel and evaluated after 6 months. The experiments are then terminated or extended for a specific or indefinite time period. The review period also includes employee evaluation; 4-day, 40-hour-week experiments were least successful and in two work units employees voted to return to the standard day.

Reasons cited for the failure were: no increase in productivity; persons with necessary information were not available Mondays or Fridays, and personal conflicts including fatigue, and day care problems. Success occurred in the 4-day, 40-hour scheduling in the department of transportation traffic crews, and department of natural resources work crews.

Benefits cited are: reduced travel, lodging, and meal expenses; higher morale and higher productivity. An additional crew need to work on Fridays, the day of the week where traffic is highest and consequently road work is most difficult and least productive. These examples stress the job's specific success or failure of 4-day, 40-hour compressed week. A 9-to-5 office setting is often a more difficult setting within which to establish a compressed week.

Flexitime as defined in H.R. 2732 section 102(a)(1)(2) has been more successful in a wide range of positions and State departments. Positions included in flexitime are computer operators, clerical positions, attorneys, physicians, claims adjudicators—in other words, a wide range of positions. Positive results documented include: improved morale of employees, more efficient use of time and equipment, better public service through an extension of hours, and reduced traffic congestion and employee personal commuting time. Drawbacks include conflicts with Fair Labor Standards Act (FLSA) requirements and State-negotiated contracts—holiday and annual leave scheduling and some conflict in agency work flow and internal processing.

Wisconsin State legislation does not include a mandatory experimental clause as does H.R. 2732 and as a result, experimentation allowable since 1971 is still at a limited level. Technical assistance is available on request, but is not aggressively made known. H.R. specifies the provision of technical assistance—a very necessary specification given such a new field. H.R. 2930 outlines evaluation criteria, Wisconsin government would have found it extremely useful to have more specific evaluation criteria than was provided.

Finally, Wisconsin has had a favorable, even though limited experience with flexible hours. Given the mandate along with technical assistance to identify appropriate jobs for 4-day, 40-hour work week, or flexitime and criteria upon which programs will be judged, we believe the Federal Government will improve the services to the public and quality and length of its employee's life.

Mary Cirilli will now cover the field in which we have most experience, that of permanent part-time employment.

Ms. CIRILLI. My testimony will relate our 1-year experience with implementing job sharing in Wisconsin. This experience has helped us to identify factors which should be considered in developing a job sharing/part-time employment program.

During the 1-year period the project has been in operation, a considerable amount of time has been spent apprising State agency personnel of the possibilities and benefits of part-time/job sharing employment. Negative stereotypes of part-time employment have been a barrier to developing positions within the various State agencies. Statements such as: "Part-time employment is women's work;" "Someone working part time is not committed;" "Part-time employment is only for the lower skills, or temporary work;" and "Part-time employment creates more work for supervisory personnel" reveal some basic attitudes and keep employers from visualizing the possibilities available of job sharing/part-time employment. These ideas are difficult to change, since there are few case studies to refer to for enlightenment.

Recently a survey of State employees conducted by Project JOIN showed that approximately 6 percent desired a reduction in work hours. Project JOIN experienced success in developing positions when staff followed up on those people who responded positively to the survey. Supervisory personnel were then more willing to cooperate because they did not want to lose an experienced employee. This approach opened a door that otherwise might have remained closed.

Following is a brief summary of the project procedures: Once a position was identified, and supervisory approval obtained, a task

analysis was completed. This enabled the duties of the position to be divided for the shared job.

Recruitment procedures followed along normal civil service recruitment lines; special recruitment was done for women and older citizens.

The types of project positions are varied and fall into three patterns: Job sharing, job pairing, and split level job sharing.

There are also a variety of schedules that have been worked out for project participants: Half-days, 2½ days, 2 full days, 1 week and 3 full days the following week, and 6 months on and 6 months off. The schedule must fit within a 2-week period for State payroll purposes. The most popular schedule has been 2½ days each week. One position with the project, a parole officer, is divided on a 6-months-on and 6-months-off basis. We are monitoring this position closely to determine the effect this schedule will have on the client population being served.

By statute, permanent Wisconsin State employees must work at least 50 percent of the work year. A bill has been introduced in the Wisconsin Legislature by Representative Midge Miller that would allow an employee to work less than 50 percent and still be classified permanent. She has also introduced a bill which would mandate that 6 percent of State jobs be made available for part-time positions and that each agency develop a plan for experimentation with flexible work hours.

All permanent, part-time employee benefits are prorated with the exception of health insurance. Wisconsin law requires the State to pick up 90 percent of the health care costs of permanent, part-time employees. The project is now conducting a cost benefit study to determine if additional costs such as health insurance are offset by an increase in productivity.

In addition, the rights of a permanent, part-time Wisconsin employee are the same as those of a permanent full-time employee. A part-time employee accrues seniority on a year-for-year basis. Part-time employees are eligible for overtime depending on the classification and bargaining unit the position is in.

Our preliminary findings indicate several factors that need to be considered when instituting part-time employment/job sharing.

First: A task analysis should be completed on each part-time/job sharing position so that the division of duties are clearly defined. It is important that the duties not be reduced to the point that the incumbent experiences a reduction of his or her classification.

Second: The supervisor should understand and be supportive of the part-time job sharing arrangement. He or she plays a key role in determining the outcome of the job sharing effort.

Third: In most part-time/job sharing positions, some type of communication process, such as overlapping of hours, log book, is necessary.

Fourth: Travel is another factor to consider when reducing work hours. Our experience has been that those positions requiring a considerable amount of travel are not always the most conducive to job sharing.

Fifth: Union involvement should be an ongoing process from the beginning. Two unions are represented on the project advisory board. Since the project's inception, union support has been positive, especially

in those positions where a full-time union member wish to reduce his or her work hours.

We support H.R. 2732. It is a comprehensive, positive approach to part-time employment. When you consider that 6 percent of 28,000 Wisconsin employees indicated that they would like to reduce their work hours, the proposed 10 percent figure over a 5-year period is certainly not excessive.

Ms. LOBES. As a wrap-up, it would seem fitting now to follow the preceding remarks on policy and implementation issues with some closing comments which focus on the actual people for whom these new options are proving to be a positive benefit.

As you heard in the hypotheses, we originally thought that job sharing or permanent part-time employment would primarily benefit women and older workers. We were soon to be disabused of that notion, finding instead to our delight that these options are of value to a far wider spectrum of the population.

Of those 30 persons who have been placed in shared jobs—at all levels of State government, including clerical and blue collar—there are 10 men, 20 women and of those, 12 are older workers.

In our résumé file which encompasses persons seeking shared or part-time work, there are 219 applications, of which 177 are women, 42 are men and 50 are older workers.

An even broader sampling of civil service employees which provides an indication of perceived value of alternative options is the recent survey of 28,000 State employees. In tabulating the responses, we found that 236 men and 573 women had a definite interest in working in a part-time or shared job as opposed to their current full-time positions. Such response also has clear implications for full-employment policy since it seems to indicate that a significant number of persons are occupying full-time jobs who both desire and can afford to work part-time instead. If such individuals could be afforded the desired option, it would clearly open up additional job slots for unemployed persons. We have already worked with situations in which two existing workers have reduced their hours, in the same classification, combined to share a job and thus opened up a full-time job to be filled.

We also speculated that the shared job/part-time job option would be particularly valuable to persons who are handicapped, since, in particular situations, endurance level and energy resources might mean that a person could perform more effectively on a shortened work schedule.

Although we have placed no handicapped persons through the project to date, it is an area on which we intend to concentrate more attention in the near future. There has been a great amount of interest expressed in the project from this population. Clearly, the recent signing of the regulations for section 504 of the Vocational Rehabilitation Act will focus new and renewed attention on assuring adequate job opportunities for persons who are handicapped.

There is no doubt that job sharing and permanent part-time employment will be utilized as important tools in achieving that thrust. We must assure, as new options are developed and implemented, that persons who are handicapped have access to these opportunities.

For the finale, I would like to read some excerpts from letters we

have received from persons seeking employment through Project JOIN, or reacting to what we have been doing.

First: From a young man:

As a male who wants children and wants to enjoy the family experience, I have a stake in the job sharing concept. As a single parent, I need a more flexible schedule and will sacrifice income to achieve it.

Second: A response from an older worker:

The job sharing project is an exciting concept, and especially to me since I am 60 years old and approaching retirement.

As a former superintendent of schools seeking employment, I have had a really rough time.

How much more humane, how much more conservative of human resources, to "ease out" the elderly gradually. This would have been very agreeable with me.

Third: And finally, from a young woman who recently was able to reduce her work hours.

Just wanted to tell you that I was working at the job that I now hold full-time. I then had a baby and started working mornings only. Someone else has the other part of my job in the afternoon. She is a student in art and has a family. This works out perfectly for her. Both of us are more enthusiastic about our jobs and are seldom bored—something that full-time employees can seldom say.

When I was looking for a decent part-time job I kept running into dead ends. Most interesting work was volunteer work and most part-time work was dull, low-paying and had unacceptable hours. I want to tell you that I hope you have a terrific response to this program as it certainly is badly needed.

Mrs. SCHROEDER. I really appreciate your testimony.

Could you just explain for the record the difference between job-sharing, job-pairing, and split-level job-sharing. You mentioned those three categories. Exactly how do they differ?

Ms. CIRILLI. Job-sharing is where the duties are divided and both people are responsible for his or her half of the job.

Job-pairing is where the duties are divided in half and both people are responsible for the full position. But they only work halftime.

And, split-level is where a position is divided and they are at different pay ranges and at different levels. For example, we had a medical technologist who decided to reduce her work hours. She was head of a lead poisoning project. We looked at the position with an analyst. And the duties were divided. And the other half of that position was a research analyst position at a low level. And so that is what is meant by split-level job-sharing. They are still sharing the same position, but they are at two different levels.

Mrs. SCHROEDER. I take it from your testimony then you have not had a great deal of difficulty finding people who want to participate in this. That has not been a problem.

Ms. LOBES. The problem has been developing the positions.

Mrs. SCHROEDER. And that problem comes from the supervisors and the people in place?

Ms. LOBES. Right.

Mrs. SCHROEDER. Not wanting to try it.

Ms. LOBES. Right.

Mrs. SCHROEDER. After they have been developed what has been the attitude of the people around, in the same department?

Ms. JONES. They have been very supportive. And usually these people have been aware that they have had a conflict with their scheduling. So, we have had real support, kind of a unity.

Mrs. SCHROEDER. That is very good.

Also I think I heard you say that outside of the health insurance benefits, which are unique under Wisconsin law, there is no additional cost to the State.

Ms. LOBES. Not that is standard. In some cases if you have a fulltime position that is broken down into two part-time positions, you may have double training costs, if there is a lot of front-end training or if you have police guards you might have to buy two uniforms instead of one.

So, any other additional costs would be specific to the position that you are dealing with, as opposed to across the board.

Ms. CIRILLI. That is one of the things that is brought up a lot, the negative response administratively because it will take more time and it will cost more in terms of payroll.

But we have not found this to be the case yet. We are watching-it very carefully in terms of, well, are there actual costs in administering it, or in supervising it?

Ms. JONES. A lot of supervisors have commented that it has made them more organized. The work flow has been an actual effort on their part, which results in a more organized, efficient office.

Ms. LOBES. I would like to comment on the issue of ceilings, too, in terms of, we have the same kind of dynamics in terms of the consideration of numbers in the Wisconsin State government. And it seems to be resolving itself at this point, talking about full-time equivalents. And hopefully that can give a clearer picture of what actually is happening.

Mrs. SCHROEDER. Do you think the idea of setting aside a certain number of slots is a good idea?

Ms. LOBES. Yes.

Mrs. SCHROEDER. Have you found that full-time employees have been intimidated, or felt that they would be downgraded to part time?

Ms. LOBES. I don't think so, no. I think it is pretty tightly written. That has not been the situation, voluntary reduction.

Mrs. SCHROEDER. Was the survey of the 27,000 employees difficult to do, was it a long, involved one, did you write it up?

Ms. LOBES. Yes. And it went out with the paychecks.

So, it was an easy distribution kind of thing. It was sorting through the responses.

Ms. CIRILLI. Some felt we were stirring up the troops. But the responses we got were very good.

Mrs. SCHROEDER. Basically, your recruitment came out of that really, I mean you have not gone public with a big splash saying, guess what, we now have part-time jobs.

Ms. CIRILLI. Initially we went directly to the department heads and we went to the personnel office. And it was very slow in moving. And there was negative responses to it. So, then we decided to try, to go to the workers themselves and find out if there is an interest out there for part-time work. And, that is how we got our start. There was an interest.

Ms. LOBES. There was some initial publicity about our project. But we didn't do any aggressive sort of recruitment beyond making that information known.

Mrs. SCHROEDER. In your recruitment efforts, you said you were directing them to work with all of these people. How were you doing this, publicly or internally?

Ms. LOBES. When we initially got the grant there was quite a bit of publicity, primarily through the newspapers, from there at the point that we had a position develop, we would look at the women's groups, older workers groups, handicapped groups, say, if it was located in LaCrosse, Wis., we would be sure to contact those groups and let them know that we had a position in terms on recruitment.

I think the only position that we had committed that we could not fill was a veterinarian.

And that was the only place where we had to back off of a position that was committed.

Mrs. SCHROEDER. Of your 34 positions, how many of these people have been in Wisconsin public service before?

Ms. JONES. Twenty six.

Mrs. SCHROEDER. Twenty six?

Ms. JONES. I guess it would be closer to, between 20 and 22 because there are somewhere 2 people are filling 1 job. And they are counted in that figure, 26.

Mrs. SCHROEDER. So, you really didn't do a lot of active, outside civil service, recruitment. It was mostly for people already in there.

Ms. JONES. In the outside recruitment we did. For our first position we had close to 200 applicants from outside.

Mrs. SCHROEDER. And you were just so swamped that you decided not to open the door again. I can imagine. But the labor pool was not a problem.

Ms. LOBES. Right.

Mrs. SCHROEDER. So, you think that, if people on the outside wanted this, they would come forward.

Mr. Gilman, do you have some questions?

Mr. GILMAN. Thank you, Madam Chairwoman. Ms. Jones, I listened with great interest to your testimony.

I noted that you have been experimenting in Wisconsin since 1971. Why is it that there are so few personnel in the flexitime category, I think some 200, isn't it?

How many Wisconsin State employees are there?

Ms. JONES. There are 28,000 civil service. I think the reason is that there was no mandate and there is not an aggressive force going out to agencies saying, "look, this is what we want to be done and this is how to do it."

Mr. GILMAN. Do you think a mandatory approach should be considered by this subcommittee?

Ms. JONES. Yes.

Ms. CIRILLI. And since our project has been in operation, we have become a resource. And just within the last 2 months the questions about flexible work hours and how to do it.

Nobody really understands it completely, how do you do it, how do you work it out?

And I think now that that's available, and I think there is going to be more interest in it.

Ms. LOBES. In Wisconsin, it was said, "Well, if this can be of value to you, you have an option to do it."

But nobody said, "We believe in it, we think it is a positive kind of thing."

Mr. GILMAN. How are you providing this resource information to the various agencies?

Ms. LOBES. Through the State Bureau of Personnel. They have some people there who specifically provide assistance.

Mr. GILMAN. Did you find that flexitime was more adaptable to a particular function in government or a particular department than others?

Ms. JONES. Not the flexitime. The compressed hours.

Wisconsin government had more problems with that. And they found it was more specific where there was travel or costs could be saved like on the road, for example.

In the traditional setting, it did not work out that well because people got really tired. And they would want to go back to the traditional kind of thing.

Mr. GILMAN. You have seem to have had pretty poor success with compressed time scheduling.

Have you discarded that experiment?

Ms. LOBES. No. It is still available for work units that think that it would be beneficial to them. And there are some areas where it is working well.

Mr. GILMAN. You don't have any particular recommendations regarding which departments or agencies could best use flexitime?

Ms. JONES. No. Just that the body that oversees it has, you know, can offer assistance to agencies in terms of what the past experience has been and where it has worked and has not worked. And allow the agencies to look at it and make their decision.

Ms. LOBES. We think it is important for them to have to confront it and think through it even if they say, for these and these reasons it would be counterproductive to do this.

But, at least, to confront it and work through what it would mean in terms of effects. I think that is very important.

Mr. GILMAN. And you attribute the low number of State employees utilizing flexitime to a lack of information and a lack of a mandate? Is that right?

Ms. LOBES. Yes.

Mr. GILMAN. If it is such a successful program even without a mandate, why aren't your State agencies experimenting with this program more?

Ms. LOBES. I think there is a resistance to doing things differently. And I think the traditional structure is perceived as being more entrenched. And to do something different which is in some sense unknown, government is not necessarily willing to try new things without someone guaranteeing that it is going to be workable.

Mr. GILMAN. Have there been some successful experiments in private industry along these lines?

Ms. LOBES. Yes, definitely, and there is someone from Northwestern Mutual on our advisory board. They have been doing it with their insurance company in Milwaukee, since 1972. They are positively enthusiastic about it.

Mr. GILMAN. Thank you, Madam Chairwoman.

Mrs. SCHROEDER. We really appreciate your testimony this morning.

Ms. LOBES. Thank you.

Mrs. SCHROEDER. We would like to welcome Mr. McClelland as our next witness.

Mr. SKARDON. Mr. McClelland was unable to be here this morning. He sent me in his stead. My name is Steve Skardon. I am a legislative assistant for the National Association of Retired Federal Employees.

I have already submitted the statement that Mr. McClelland had planned to give.

With your permission I will just briefly summarize the main points in it, and maybe save us all a little bit of time.

Mrs. SCHROEDER. Very good.

STATEMENT OF STEPHEN SKARDON, LEGISLATIVE ASSISTANT TO THE NATIONAL ASSOCIATION OF RETIRED FEDERAL EMPLOYEES

Mr. SKARDON. I am pleased to have this opportunity on behalf of the 1½ million Federal retirees we represent to endorse all three of these bills. For a long time our organization has advocated adoption of these concepts.

We are particularly interested in them from the standpoint of retirement of Federal employees. We see these three bills in connection with a fourth bill, H.R. 1115, introduced by Congressman Pepper of Florida to eliminate mandatory retirement in the Federal service. Next week, hearings will be held on this bill in the Employment Opportunities Subcommittee of Education and Labor, after which I believe the bill will have a good chance of passing this year. We see these three bills as alternatives to mandatory retirement. I think they lay the basis for a very progressive and a creative approach to retiring people from Federal service.

About 2 months ago we testified on Congressman Pepper's bill. We did a great deal of research on the impact of mandatory retirement on the retiring worker. Among the conclusions we came to was that mandatory retirement has a profound effect on the emotional and psychological well-being of the worker who is forced to retire. Many workers just cannot handle the idea that one day they are capable of holding down a full-time job and the next day they are not capable of working at all. We also found a high incidence or a greater frequency of illness and visits to the doctor, among this group.

We had expert witnesses come in and verify this from the National Institute of Health. I commend that testimony to you if you are interested in pursuing this.

On the other hand, we found that employees who were allowed to gradually retire, that is take on flexible work schedules or part-time work schedules, found a fuller and a more meaningful life in retirement since they were slowly able to adapt to a new lifestyle.

We feel that this is progressive, very positive, and something that is badly needed in Federal service.

We also did some research on the economic impact of mandatory retirement on the Nation's economy. We found that 8 million people are currently retired in this country who are able and willing to work. The problem is that they can't find a job. They were forced to retire from their jobs generally because of compulsory retirement rules and consequently went on social security and began drawing their pensions when they really wanted to be working.

It seems if we are interested in reforming social security and doing something about the economy, that we should not be wasting all this productivity. It is costing a fortune, and gaining us very little.

I would add only one more point, and it is more or less a personal point. Our organization, located downtown, employs 60 people, all of whom work either flexible or part-time schedules. We have found that

this is the best employment system available as far as our needs are concerned. Most of our employees are retired Federal workers, and they retired simply because they couldn't handle the demands of a 40-hour-a-week job working from 9 to 5. A lot of them just did not want to be downtown at 5 or 6 o'clock at night for fear of their personal safety, while others had problems dealing with rush hour traffic, little things like that.

They wanted to work. And they are some of the most experienced workers in the work force. So they came to work for our organization purely on the basis of the fact that we offered them a flexible schedule. A lot of them have husbands or wives who have already retired and they want to spend more time with them. So, again, they found our setup very appealing.

As for the results of this, I can't say enough about them. Everyone feels an individual sense of pride in the organization and in terms of productivity, I don't think we could accomplish more even if everyone worked a "normal" schedule.

There is not a clock consciousness about the place. When you have a job to do, you do the job. If it means staying beyond normal hours, we just stay beyond and are glad to do it. Sometimes I feel guilty when I go out to lunch and stay more than an hour, because so many people bring their lunches, eat, and then go back to work. There is a great sense of personal pride and ambition to get the work done.

I would be glad to answer any questions you have.

I might comment, we don't have an official position on the quota system that is contained, I think, in H.R. 1627.

However, from my personal standpoint, I would suggest that 10 percent is certainly a reasonable figure from a management standpoint—with 100 percent of our jobs in this category—I can't see how the Government can't manage 10 percent of its jobs.

However, from a practical standpoint, I think it would be difficult to get those requirements through Congress.

I would suggest that it might be more realistic to reduce that quota somewhat, and not have it be as severe. I think that is part of the problem. Other than that, I think it is great.

Mrs. SCHROEDER. Do you think these bills give enough of a role to employer organizations?

Mr. SKARDON. Oh, certainly.

Mrs. SCHROEDER. So, you think it has adequate provision to make sure that they also can protect the employees?

Mr. SKARDON. Sure.

Mrs. SCHROEDER. What incentives or disincentives are there for workers that are approaching retirement to engage in part-time work, do you think a lot of people who get to 65 would like to do part-time work or do they really want to stay on full time? Have you done any surveys on that?

Mr. SKARDON. The only survey that we have done, in fact, it was not our survey, was a Harris poll that was done about 3 years ago, indicating that of people who reached age 65 and were forced to retire, a majority of them were willing and able to continue working. I have no breakdown on the part-time versus full-time situation. But I think generally when people get to be that age and, especially around 60 or 70 in the Federal service, it is an all-or-nothing proposition. You either work full time or not work at all. That is how most

of them see it. And, therefore, they opt for not working at all because they can't handle the full-time work.

The part-time option would be ideal for most of these people.

Mrs. SCHROEDER. That is your supposition. You don't really have any data.

Mr. SKARDON. Right.

Mrs. SCHROEDER. On the flexitime, there is a provision that employees can be allowed compensatory time off, rather than overtime pay. Do you feel that is adequate or have you looked at that?

Mr. SKARDON. I can't speak for most employees on any statistical basis. I know from our own experiences, we find people who are generally getting into the retirement age bracket would prefer that kind of situation to what we have now.

Mrs. SCHROEDER. Do you favor part-time employment at all grade levels.

Mr. SKARDON. I think it could be worked out. I would think the main problem would be in the upper grades. A lot of companies, you know, have consultant situations where, in the higher level jobs. And I think the Government could certainly benefit from having its most experienced top-level management stay on in a part-time "consultant" capacity. It could be worked out.

Mrs. SCHROEDER. I thank you very, very much.

I am sorry Mr. McClelland was not here, but you have done a very commendable job.

Ms. ITTNER. Is there not a disincentive for older workers to work part time because of the "high 3" years on which their part-time annuities are based? Have you talked to these people, to find a way of recalculating retirement annuities?

Mr. SKARDON. We have not explored that situation. But I would say that generally many would be more interested in gradually retiring than building up their "high 3." It is my understanding that Civil Service currently provides a mechanism by which workers can be reemployed and receive a supplemental annuity, provided they work at least 1 year full time under reemployment. There is a different means—other than the "high 3" used in computing the supplementary annuity.

Mrs. SCHROEDER. Thank you very much.

Mr. SKARDON. Thank you.

Mrs. SCHROEDER. We appreciate everyone being here this morning. The meeting is adjourned.

[Whereupon, at 10:50, the meeting was adjourned.]

[The prepared statement follows:]

STATEMENT OF JOHN F. MCCLELLAND, PRESIDENT, NATIONAL ASSOCIATION OF RETIRED FEDERAL EMPLOYEES

Madam Chairman, I am John F. McClelland, President of the National Association of Retired Federal Employees (NARFE). Our organization is 55-years-old, and composed entirely of retired federal workers, their spouses and survivors. We have a dues-paying membership of nearly 300,000, representing the interests of 1.5 million annuitants and survivors. We appreciate the opportunity to appear before this subcommittee because of our ongoing commitment to seek a more meaningful life for our nation's older citizens.

I am pleased today to have the opportunity to enthusiastically endorse the concepts of flexible and compressed work schedules, and the expansion of part-time employment for federal workers, as embodied in H.R. 2732, H.R. 2930, and H.R. 1627. We view the enactment of this legislation as a positive, progressive step in the more effective utilization of the federal workforce.

Since you have already explored the general ramifications of these bills, I would like to focus my remarks on the impact of this legislation relative to retirement and the older worker.

Taken in that context, our organization views these bills as the nucleus of a major alternative to the outdated retirement policies currently in force in the federal service. The opportunity to modernize this aspect of federal employment through the passage of this legislation, could be one of the most important steps the government, as an employer, will take in this session of Congress.

Under present regulations, federal workers are required to retire completely when they attain a predetermined age, regardless of the individual's ability to continue working or his value to the job. Presumably, an individual is perfectly capable of executing fulltime responsibilities one day, but instantly becomes "too old" to work at all the next day when he attains the mandatory retirement age. There are few alternatives available in this all-or-nothing approach to retirement. It creates a no-win type of situation for both the concerned employer, who does not want to lose his most experienced employees, and the industrious employee, who is willing and able to continue working.

Last March, before the House Select Committee on Aging, NARFE presented extensive technical testimony, demonstrating the profound emotional effects arbitrary and absolute retirement has on the individual worker. We found that mandatory retirement inflicts a devastating assault on the emotional and psychological well-being of the retiree. The sudden and complete loss of job-security, personal satisfaction, and social status often produces depression, anger, and frustration in the individual who has always found meaning and purpose in his job. We also found in preparing for the testimony, that millions of older people had been forced onto retirement roles by these regulations when they could have continued working and contributing to the economy.

The three bills under consideration by this subcommittee would be a meaningful and substantial alternative to mandatory retirement, if enacted into law. The timing of these hearings could not be better. Next week, the Employment Opportunities Subcommittee of the House Education and Labor Committee will open hearings on H.R. 1115, which would totally eliminate mandatory retirement from the federal service.

Our organization looks on all of these bills as a package, which would lay the groundwork for replacing mandatory retirement with the concept of gradual or "phased-in" retirement. Under such a system, employees could begin to reduce their working hours, or at least, rearrange them, to begin to prepare for retirement without having to leave the workforce completely. The government would be able to take full advantage of the skills and expertise of its older workers, while the employees would be able to continue working as long as they are able. Because more older people will be able to stay in the active workforce—even a on part-time or modified basis—there will be less demands on public retirement systems and income security programs. Also, this common-sense approach to retirement, if enacted, will significantly alleviate the social and economic pressures on the individual, giving him an opportunity to gradually adapt to a new lifestyle in retirement.

In essence, we are saying that persons of advancing age will often encounter minor difficulties in holding down a nine-to-five 40-hours-a-week job, but that certainly does not mean that they can not continue to work effectively in a slightly modified framework.

In NARFE's national offices here in Washington, we employ nearly 60 persons, most of whom are retired from federal service, and all of whom work modified or flexible schedules. While all of our employees do the same quality of work they have always done, they have developed special needs which our schedules take into account. Most of these needs are very basic. Some became disenchanted with their government jobs because the long rush-hour commute became too difficult, others were concerned about their personal safety in the city in the late afternoon, while many simply wanted to spend more time with spouses who themselves were already retiring.

We have found this system to be superior to any we have tried. Our employees are able to work and be productive, while at the same time enjoying some of the benefits of retirement. Our employees work as hard as any. Since we have less time to do fulltime work we concentrate more on getting the job done quickly and efficiently. There is no employee concern over taking a full hour for lunch, or racing home at five o'clock. No one minds putting in extra time on special projects, because they themselves have chosen to work at the time. We have also found that this setup encourages individual morale and a strong sense of pride in our organization.

Thank you for your time and interest in this legislation.

PART-TIME EMPLOYMENT AND FLEXIBLE WORK HOURS

WEDNESDAY, JUNE 29, 1977

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
SUBCOMMITTEE ON EMPLOYEE ETHICS AND UTILIZATION,
Washington, D.C.

The subcommittee met at 9 a.m. in room 304 of the Cannon House Office Building; Hon. Patricia Schroeder (chairwoman of the subcommittee) presiding.

Mrs. SCHROEDER. The subcommittee meeting will come to order.

Today we continue our hearings on two flexible work hours bills—H.R. 2930 and H.R. 2732—and H.R. 1627, the Part-Time Career Opportunity Act.

Our witnesses this morning are Representative Yvonne Brathwaite Burke, sponsor of H.R. 1627; Commissioner of Aging Arthur Flemming; James Peirce, president, National Federation of Federal Employees; Joyce Skinner of the HUD part-time professional program; Mae Walterhouse, president, Federally Employed Women, Inc.; and Heinz Hengstler, president, Hecon Corp.

I am very pleased that the first witness this morning is someone who has been working on this for a long time, Congresswoman Yvonne Brathwaite Burke. If you want to put your statement in the record and just talk, that's fine.

STATEMENT OF HON. YVONNE BRATHWAITE BURKE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA, ACCOMPANIED BY SHARON HOWE, LEGISLATIVE ASSISTANT

Mrs. BURKE. Sharon Howe from my staff will be appearing with me. I would like to thank you for this opportunity to present testimony on part-time career opportunities. This bill has been introduced a number of times and now has 46 cosponsors. I believe that it would have a significant effect on the operation of the Federal Government.

There is one portion that I will read and then I will put the rest of my prepared statement into the record.

I think you are very familiar with all of the concepts, but there needs to be a distinction made between part-time and flexitime legislation. At some times in the past, it has not been clearly distinguished.

Flexitime or flexible hours is an opportunity to work different hours during the day than the usual 40-hour workweek, with that 40-hour work week being altered to fit the needs of the agency as well as the needs of the worker.

Part-time is less than the 40-hour week, but it is employment on a regular and voluntary basis. We define part-time as: minimum of 16 hours, but not more than 30 hours, per week. Thus, you bring into the part-time employee classification people whose needs are not met for one reason or another by flexitime. Now, this bill would establish a phasing-in so that ultimately 10 percent of all civil service employees would be employed on a part-time basis of between 16 and 30 hours per week. This would be accomplished by attrition. Every year we would increase the number of employees by 2 percent until 10 percent of our civil service work force was on a less than full-time basis.

Of course, our great hope would be that once this pattern was established within the Federal Civil Service, it would be more widely adopted by private industry and other institutions. Today part-time employees make up 17 percent of the civilian nonagricultural work force. By contrast the civil service has less than 2 percent of its employees on permanent part-time. I realize that the Federal Government uses consultants but this still does not address the problem that I am attempting to solve. First of all, a consultant is most often a professional, a person who does not work on a regular basis.

There are many categories of workers who would be best utilized on a part-time basis. The most obvious, of course, are students. Often women, some of whom have professional training, would prefer to work less than full-time. Flexitime does not necessarily meet their needs. There is also a whole category of older workers who cannot work a 40-hour week because of their blood pressure, their heart condition or for some other reason. Now, this older worker is often someone who has experience and a great deal to offer to Government, and may be a disabled worker, or an older worker who, if given less than a full-time job, would be able, in some instances to perform almost as much as a new worker could perform on a full-time basis.

In 1965, the Bureau of Labor Statistics estimated that by 1980 one out of every seven workers would be part-time workers, but the number of part-time workers increased so quickly that it was reached in 1972. Today, 69 percent of part-time workers are women. Clearly we would want to assist women, particularly those who have skills that can be used on a task, rather than adhering to the traditional idea of working a certain number of hours.

If we start approaching responsibility for work, particularly in the Federal Government, on the basis of a task to be completed, it is very possible that many jobs could be defined as part time rather than keeping to the old policy that everyone must work a 40-hour week. As of 1976, only 714 of the 5,546 women who were employed on a permanent basis were in grades 5 to 15. Although 70 percent of all Federal part-time workers are women, 87 percent of these women are concentrated in the GS-2 and GS-3 ranks. Thus, a meaningful part-time employment program would provide benefits to these women and give them greater access to the upper grades.

One of the other things that is very important to this concept is the idea of proportionate fringe benefits. In many instances, the part-time worker is just eliminated from any of the benefits of retirement or health insurance that are given to other employees.

We are having a very interesting experience working out the problems of the House Beauty Shop because there the percentage of women who work part time is the same as in the general work force.

Some of the women have worked there for almost 20 years. We have attempted to work out a method of providing them with the same benefits as the barbers, at least we are trying to get them proportionate benefits to at least put them somewhere in the ball game in competing with the barbers who have been Government employees for many years on the Hill and who certainly make good wages. It is a challenge because the women who works 3 days a week has just as much need for hospitalization and for retirement benefits as a full-time worker, because those 3 days a week are an important part of her employment.

There are certainly some amendments that we will be making. The main thing that we want to do is eliminate the ambiguity and the lack of incentive in our regulatory policies and count part-time employees on a pro rata basis according to the percentage of hours each one of those employees works. We realize that there are personnel ceilings. That is one of the problems. But even with personnel ceilings, if we treat the part-time worker on a pro rata basis, it seems to me we will not be increasing the total Federal work force. The 2-percent provision based on attrition should meet the argument that his proposal would eliminate full-time jobs.

I would also like to point out that this bill passed last year on the consent calendar in the Senate. It was Senator Tunney's bill and it moved through very fast. Over here, unfortunately, we didn't have that same momentum, but I do hope that this concept of part-time employment will be very seriously considered. It is going to happen eventually. We are going to see more and more people working on a part-time basis, and I believe there is a great deal that industry can learn from the civil service instituting this in an organized manner.

Mrs. SCHROEDER. I am certainly in 100 percent agreement and I hope we can get the bill out and moving over here.

Mrs. BURKE. Thank you.

[The complete statement of Hon. Yvonne Brathwaite Burke follows:]

PREPARED STATEMENT OF HON. YVONNE BRATHWAITE BURKE

Madame Chairwoman and subcommittee members, I would like to thank you for providing me with this opportunity to testify in support of HR 1627, the Part-Time Career Opportunity Act, which I have introduced along with 46 cosponsors.

I believe that this legislation will have a significant and positive impact on the efficient operation of the federal government and would be substantially beneficial to the thousands of men and women who are unable to work a standard work week.

Since these hearings are focusing on both part-time and flexitime legislation, I think we need to make clear the distinction between the two concepts, concepts which I believe to be complementary. Flexible hours generally means break in the basic working hour pattern while still working the traditional 40-hour work week.

Under the classic definition, part-time employment is taken to mean "work on a regular and voluntary basis, for a daily or weekly period of substantially shorter duration than current normal hours of work." HR 1627 specifically defines part-time as at least 16 hours but not more than 30 hours a week. This could mean five hours per day, hours that vary with each workday, job-sharing, or similar arrangements.

The Part-time Career Opportunity Act would make available part-time positions at all but the supergrade levels (GS 16-18) throughout the federal government. Part-time jobs would not be concentrated in just the lower grades as is now the case. Instead, expansion of part-time employment opportunities would be extended at a 2-percent per annum rate throughout the federal government at each

grade level until at least 10 percent of all positions were available on a part-time basis.

Part-time employees, under the terms of this legislation, would receive the same fringe benefits as full-time workers, pro-rated to their hours of work. No full-time positions can be abolished to create part-time jobs, nor can the employment rights or benefits of any full-time employee be impaired.

Section 2 of the bill provides for a gradual phase-in of part-time jobs at the rate of 2 percent per annum. The part-time employment now existing in the Civil Service would count toward the percentage targets and annual attrition would provide the adaptation of full-time positions to part-time with no loss of employment by full-time employees.

Finally, Section 2 provides for a mechanism by which an agency can request and obtain a waiver from the percentage target when, for reasons of a major reduction in work force, a hiring freeze or other major personnel action, it is not possible to attain the target percentage without adversely affecting full-time employees.

The Part-Time Career Opportunity Act would significantly increase the opportunity for the federal government to employ the skills, resources and talents of many segments of the population which are now either not represented or who are chronically underrepresented in the federal workforce. Many of these men and women have been systematically excluded because of our current employment practices.

At present, the federal government lags significantly behind the private sector in providing part-time employment, particularly in medium and high level positions. While part-time workers comprise 17 percent of the civilian, non-agricultural, workforce, the Civil Service Commission estimates that currently fewer than 2 percent of its employees are permanent part-time workers, as defined by H.R. 1627.

Yet the demand for part-time work has been dramatic and consistent. According to the Bureau of Labor Statistics, there was an 18 percent increase in the number of workers holding down full-time jobs between 1965 and 1976. During that same time frame, the numbers of part-time workers jumped by 43 percent. In 1967, the Bureau of Labor Statistics estimated that by 1980 one worker out of every seven would be part-time. But the rate of increase in part-time workers has been so great that the ratio of 1 to 7 was reached by the end of 1972, eight years ahead of the estimate. By the end of last year, nearly eleven million workers were on voluntary part-time schedules. Women made up 69 percent of those workers.

It is clear that the federal government has not been as responsive to the demand for part-time work as it might have been. This is particularly evident in its utilization of the talents and skills of professionally trained women on a permanent part-time basis. As of Calendar Year 1976, only 714 of the 5,546 women employed on a permanent part-time basis were in grades GS5 to GS15. Although 70 percent of all federal part-time workers are women, 87 percent of these women are concentrated in the GS2 and GS3 ranks.

A meaningful system of part-time employment would provide benefits for women, particularly those with small children, students, the handicapped and the elderly, all of whom could avail themselves of a chance to work for the federal government. At the same time, the government would benefit from utilizing these part-time employees. Evaluations of part-time workers have consistently demonstrated that they are "management bargains." Employers benefit from the ability to choose from a larger pool of talent and from gaining access to a source from which they can fill shortages in fields requiring specialized skills. Other advantages include lower turnover rates, high productivity, greater maturity and stronger motivation.

Skilled professional part-time workers are usually women. Those men who presently hold part-time jobs are generally either students or older men. Many more women want to work part-time but cannot find jobs. And this is particularly true of women with small children who have an unemployment rate of 12.4 percent. For those women seeking employment who have children under the age of three, the unemployment rate is nearly 16 percent. Part-time employment is a solution for the woman who wishes to work, or who must out of economic necessity, combine raising a family with pursuing a career.

Over the past 25 years, there have been a number of significant changes in the composition of the workforce. There has been, for example, a dramatic increase in the proportion of mothers working outside the home. Today, over one-third of women with pre-school children and one-half of all women with school-age children are working. Those figures are double the proportions of 25 years ago and reflect among other things, the state of the economy and the stresses placed on our families. I would note that two of every five marriages ends in divorce.

Given this background, I think there is a compelling need to provide the option for part-time employment for women with young children.

While women would gain substantially from enactment of this legislation, there are at least four other segments of the working population that could benefit as well. Among these are men who wish to assume a greater role in child-rearing and family life. Students could more easily work for the federal government and federal employees who wished to avail themselves of advanced schooling and training could do so. Experienced, expensively-trained employees might choose to remain on the job part-time rather than retire early. There has been much discussion of late about the benefit of gradual retirements. Again, part-time employment would provide the vehicle for federal employees choosing this alternative to sudden retirement at age 65.

I would particularly note the beneficial impact of this legislation on handicapped workers. HR 1627 would open doors for those who, because of the severity of their disabilities, are unable to work the standard 40-hour work week. Handicapped workers who are unable to negotiate the crush of rush hour or who must undergo extensive medical treatment would be able to tailor their schedules accordingly. Handicapped workers comprise less than 2 percent of the part-time federal workforce and .08 percent of the full-time federal workforce. By increasing the availability of part-time employment to these workers, the federal government can tap another supply of skilled and talented workers.

There have been a number of lengthy studies conducted to determine the feasibility of providing additional part-time employment opportunities in the Federal government. Among the agencies which have undertaken such experimental programs are: the Atomic Energy Commission, now part of ERDA; the Department of Labor, HUD, the Peace Corps, the National Science Foundation and the Veterans Administration.

A study by Margaret A. Howell and Marjorie G. Ginsberg entitled, "Evaluation of the Professional and Executive Corps of the Department of Health, Education, and Welfare," published in the February 1973 issue of Public Personnel Management evaluated the HEW program on the basis of the opinions of supervisors.

Some of the key findings were: (a) 77 percent of supervisors found no difficulty or slight difficulty in terms of availability for conferences or consultation; (b) 86 percent of supervisors thought many jobs could be part-time; and (c) 100 percent felt women could handle high level policymaking jobs and should be given the opportunity for such jobs.

However, despite these successful experiments, federal regulations relating to part-time employment are still vague and subject to various interpretations, thus making implementation of wide-spread part-time employment impossible.

One major problem seems to be the use of personnel ceilings which have created an artificial dichotomy between full-time and part-time employment. The personnel ceilings have emphasized full-time employment and given little attention to part-time opportunities. The result has been continued focus of management on full-time employment with no incentive to establish and maintain an optimum employment mix.

HR 1627 would eliminate the ambiguity and lack of incentive in regulatory policy by counting part-time employees on a pro-rata basis according to the percentage of hours each employee worked in a 40-hour work week, rather than as the equivalent of a full-time permanent employee. In other words, an agency would count manhours rather than bodies or slots.

I would also bring to the attention of the subcommittee a recent General Accounting Office report, "Personnel Ceiling—A Barrier to Effective Manpower Management". While it does not specifically endorse the inclusion of additional part-time positions, it does conclude that federal manpower management can be improved by employing the most appropriate types of personnel resources rather than relying strictly on the numbers of persons employed on any given day by the federal government. This June 2, 1977 report is a follow-up to an earlier report on the utilization of part-time employment in the federal agencies which concluded that the Office of Management and Budget should relax or eliminate personnel ceilings for part-time employees to allow agencies greater flexibility in using whatever types of employees could most efficiently carry out the functions of the agency.

At this point, I would like to mention one change which I would like to make in this legislation. Under Section 3204, dealing with implementation of this Act, there is a requirement that each agency report quarterly to the Civil Service Commission on its progress in implementing the provisions of HR 1627. I believe, on reflection, that this would pose an unfair burden on the agencies and would recommend that the reporting requirement be every six months.

Madame Chairwoman, with the adoption of this legislation we can increase productivity and efficiency in government, serve as a model for private industry and other public employers and lead the way in opening up the workforce at all levels to the skilled and talented men and women who have been excluded for so long.

Mrs. SCHROEDER. The one thing I wanted to ask you, I can understand how you could work out the vacation and the retirement benefits for part-time employees because you can cut that down proportionately to salary or hours worked. What would you do with medical? What have you done in the beauty shops?

Mrs. BURKE. There is no difference on the medical coverage. Generally, those are negotiated as a package deal; and unfortunately, the person who is a part-time employee just pays a larger percentage. We are going to have the same contribution for part-time and full-time employees.

If there is an argument made that the Federal Government is making a contribution disproportionate to the employment of the individual and that the employee should have to pay a different proportion, then the Federal share could conceivably be based upon the percentage of hours worked. If a person wished to have full coverage, then she would have to make up the difference.

Mrs. SCHROEDER. Do you offer life insurance, too, in the beauty shop?

Mrs. BURKE. We are offering life insurance. Our reason for that is that the part-time employee in the beauty shop has for the most part been such a long-term employee. If you take the people who have worked 10 years—10 years is the time that the beauty shop has been under Federal control—Many of the ladies who have been there have worked 10, 15, or 20 years. It really seems unfair for us not to make a contribution, because we are going to convert it so that everyone works at least 30 hours and then reduce it down to a proportion of 30 hours. Conceivably, they would not be considered part-time employees under this definition, but they will be working less than a full day.

Mrs. SCHROEDER. I ran an experiment this week that I thought I would like to tell you about. I sent my son to the barber shop and my daughter to the beauty shop to get a haircut. My son's bill was \$3 and my daughter's bill was \$8.50, and it took longer to do my son's hair than my daughter's. So for the gentlemen who think we women are getting a great deal, we will have to keep reminding them.

Mrs. BURKE. It is a profitmaking enterprise.

Mrs. SCHROEDER. I thank you very much for your testimony, and we will do everything we can to expedite this.

Mrs. BURKE. One of the things I think I should clarify, in case someone else asks about it, is that the reporting requirement has been criticized. We would probably amend it to provide that reporting would be every 6 months rather than every 3 months.

Mrs. SCHROEDER. Thank you very much.

Mrs. BURKE. Thank you for the opportunity to discuss the need for this legislation.

Mrs. SCHROEDER. Commissioner Flemming, we would be delighted to have you join us as our next witness.

**STATEMENT OF COMMISSIONER ARTHUR FLEMMING,
ADMINISTRATION ON AGING**

Mr. FLEMMING. Madam Chairwoman, I am very happy to have the opportunity of appearing before the members of this subcommittee to discuss the needs of older workers for increased part-time employment opportunities in the departments and agencies of the executive branch of the Federal Government.

When I had the privilege of serving from 1939 to 1948 as a member of the U.S. Civil Service Commission, it was my contention that the U.S. Government, as an employer should seek to become one of the most progressive employers in the Nation.

I believed then and still believe that the Federal Government should strive to set the right kind of an example for all other employers, both public and private.

One of the most serious issues confronting us today in the field of aging is the issue of opening up opportunities for older persons to continue to be involved in life.

We know that noninvolvement leads to rapid mental and physical deterioration. We know that any society that puts older persons on the shelf is depriving that society of the unique contributions that older persons are capable of making.

Millions of today's older persons are the victims of such policies. Many of these persons need to have the opportunity for continued full-time or part-time employment in order to enjoy a reasonably satisfactory standard of living to obtain the psychic compensation that comes to those who continue to be involved in a meaningful manner in the life of our day.

While I defer to the Civil Service Commission on the appropriate means to effect such a policy, if the Federal Government, functioning in its capacity as an employer, should take the lead in implementing a personnel policy that would give a high priority to opening up opportunities for part-time employment, it would be setting the right kind of an example for all employers.

It would be helping to replace despair with hope in the lives of many persons, and especially older persons, for whom part-time employment is a pressing need.

The adopting of such a personnel policy would be consistent with title IX of the Older Americans Act, administered by the Department of Labor. Effective July of this year, the sums appropriated by the Congress for the implementation of this title will make it possible for 37,400 older Americans to participate in part-time employment. The President has asked for a 1978 appropriation to reach a level of 40,000 jobs.

The Administration on Aging has financed two model projects under the model projects section of the Older Americans Act, that are designed to stimulate interest in opening up opportunities for part-time employment.

Under one of these projects the American Society for Public Administration is seeking to place retired public administrators in full- and part-time positions in Federal, State, and local governments, with private consulting firms, and with nonprofit service organizations,

Under another demonstration project the National Council on Aging is seeking to provide, for a period of 12 months, part-time work opportunities for approximately 450 economically disadvantaged, unemployed enrollees age 55 and over.

One of the messages that has come through to me, loud and clear, from older persons over a period of the last 6 years is this: "We don't want to be put on the shelf; we want to continue to be involved in life."

A decision on the part of the U.S. Government, as an employer, to exercise leadership opening up opportunities for part-time employment, coupled with the decision to abolish mandatory age 70 retirement in the civil service retirement system, would mean that many older persons could look forward to their last days being their best days.

Mrs. Schroeder, in addition to being here as Commissioner on Aging, I am also in a position to represent the U.S. Commission on Civil Rights, serving as chairman of that particular body. As you undoubtedly know the Commission submitted a letter to this committee in which we support the bill that is now before you.

We indicated in that letter that we feel that such a bill requiring all Government agencies, over a 5-year period, to make available 10 percent of all sub-GS career positions on a part-time basis represents a much needed step toward ending the discrimination, particularly against women, inherent in our society's work patterns.

In addition to the 40 individuals with an opportunity to balance family responsibility and educational activities with gainful and significant employment, a part-time career program should be advantageous to Federal agencies in the judgment of my colleagues on the Commission.

The program will not only facilitate the entry or reentry of individuals into the labor market, but will serve to create a force that can readily meet the needs of numerous jobs which do not require full-time attention.

In addition, the program will permit many Government employees to continue their education and will thereby improve the overall caliber of the Federal servant.

In addition to the limitations set out in the proposed section 3205, the Civil Rights Commission would favor inclusion of a clause which would insure that certain groups of employees and applicants for Federal Government, especially women, are not channeled arbitrarily into part-time positions.

Such channeling, of course, could obviate the Act's potential for expanded employment opportunities and reducing sex discrimination in the Federal service.

We feel a clause similar to the one set out in the Flexible Hours Employment Act Bill, introduced by Senator Tunney in the 93d Congress, might be appropriate.

Senator Tunney's bill provided, as you undoubtedly recall, "that no person who was otherwise qualified for full-time Federal employment should be required to accept flexible hours employment, defined in the bill as part-time employment, as a condition of new or continued employment."

The Commission on Civil Rights believes that an enactment of this bill and establishment of complementary programs of child care for

working parents would significantly improve the quality of both working and family life for many citizens.

So, approaching it from the standpoint of the field of aging, and then approaching it from the civil rights point of view, I am very happy to support the very important concept that underlies this bill.

Mrs. SCHROEDER. Thank you, Commissioner. It was a delight to have you here wearing both hats, and you just took my question away. I was going to ask you about that. I think that is a very good addition to the bill. I think it is no one's intention to create a bill where they go around and say to people who want to work full time, you have to work part time. That is not what is intended.

Mr. FLEMMING. That is clear.

Mrs. SCHROEDER. That would really change the whole intent of the bill. So we will certainly look at that language.

One of the other areas of the bill that would appear to have the most opposition, the target goals, of 2 percent a year phase, going up to 10 percent. It seems to me that there is an awful lot of discrimination against part-time workers, like you see also against older workers, claiming that they are unskilled, they can't do their jobs, and so forth and so on.

My instinct has been, maybe you need those goals to push everyone to deal with that stereotype and find out that reality doesn't match it. But I am not sure.

Have you any strong feelings one way or the other on that area?

Mr. FLEMMING. At this point, let me draw on my experience as a Chairman of the U.S. Commission on Civil Rights.

As you know, employment is one of the major areas to which we give consideration.

As you also probably know, the Civil Rights Commission endorses, backs, supports the whole concept of affirmative action.

One of the important aspects of affirmative action is to set goals, and then to provide some timetables for attainment of those goals, then to call for good-faith efforts on the part of employers, both public and private, to achieve the goals within the timetables.

As I see it, this part of the bill is, in effect, taking a leaf out of the experience that we have all had with affirmative action.

I have taken the area dealing with employment practices that discriminate against minorities, that discriminate against women.

I know of no way, other way, for this country to move forward in opening up equal employment opportunities, other than to accept and implement a concept of affirmative action with goals and with timetables.

I know this is a matter that has been under discussion in the Congress just within the past few days, both in the House and the Senate and I may say that we frankly are very worried about any appropriation language that would have the effect of curbing efforts to introduce and to implement affirmative action proposals, and I was delighted to note that the Senate yesterday in considering the HEW-Labor appropriations bill rejected that kind of an amendment, because, as I see it, the affirmative action approach is essential if the rights that are guaranteed to persons under the Constitution in the fields of employment are really going to be implemented. So, I think your question deals with a very basic fundamental issue in the whole area of employment.

As you can see, I like the affirmative action approach.

Mrs. SCHROEDER. Thank you, Commissioner.

Do you have any questions, Mr. Gilman?

Mr. GILMAN. Thank you, Mrs. Chairwoman.

Commissioner Flemming, it is good having you here with us today.

Mr. FLEMMING. Thank you.

Mr. GILMAN. I have never seen any figures of the number who retire each year. Do you happen to be aware of approximately how many retire from the Federal Government each year?

Mr. Flemming. I do not have that figure.

I assume that a Civil Service Commission representative maybe has testified already, but I assume they do have those figures.

I have noted since coming back into service that there has been some acceleration in terms of persons taking advantage of early retirement provisions in the law. Some of that acceleration has been linked up with the fact that if they retired on a given date, why, then their retirement benefits would be a little bit more than if they waited for a period of time. Personally, I have reacted negatively to any provisions of law that kind of have the effect of twisting the person's arms in the direction of early retirement, because my own feelings, my own observations that after they take advantage of it, in about 60 or 90 days, some of them are climbing the wall and looking around for opportunities to again be involved in life in some significant manner.

On the other hand, I have always favored liberal policies in terms of giving people the opportunity to retire on a voluntary basis, because some persons in this day like to move from one career to a second career, and I think that is something that we should encourage, as a society.

I think probably the figures show that there has been some acceleration of the trend in the direction of early retirement on the part of Federal employees, but I don't happen to have those figures.

Mr. GILMAN. Are you opposed to a voluntary early retirement?

Mr. FLEMMING. Not a bit. That is freedom of choice. I am opposed to a personnel policy in either the private or public sector that says to a person on a given day, because you have reached a particular age, you are out, irrespective of the merits of the individual case.

I have always felt when I was a member of the Civil Service Commission and had responsibility with my colleagues for administering the Federal retirement system, I developed a very negative feeling at that time relative to compulsory retirement requirements.

I feel they're just a lazy-person device for dealing with a difficult personnel situation in an individual case, and I feel these policies are in direct conflict with the work of each human being.

Consequently, I am delighted to note the movement on the Hill in the direction of eliminating the compulsory retirement, as far as Federal employment is concerned.

You may have noted the fact that in the early part of April the voters of the city of Los Angeles voted on this issue. They had a proposition on the ballot which called for the repeal of an ordinance that requires the city employees in Los Angeles to retire at a given age without regard to the merits of the case, and 58 percent of the persons who went to the polls—this was an election for mayor—voted to repeal that ordinance, so it is out, and as far as I know, this is the

first time that this idea has been subjected to a vote on the part of the people.

But it ties in with what is a growing feeling on my part, that there is a real grassroots sentiment against personnel policies requiring retirement at a given age.

The delegates to the second White House Conference on Aging went on record as being unalterably opposed to such policy.

Mr. GILMAN. You seem to indicate that a substantial number of retirees would be interested in part-time employment. You haven't sampled them, have you?

Mr. FLEMMING. I am applying what I think we have learned in the field of aging, generally, namely, that older persons by and large do not want to be put on the shelf, they want to continue to be involved in life, and it seems to me that the Federal Government with all of the programs that it is involved in would provide a very fine opportunity for some older persons to reenter in effect, the labor market and to become part-time employees of the Federal Government.

Not only do I think it would be fine for them, but I think it would be fine for the Government, because our society can ill afford to deprive itself of the unique contributions that older persons can continue to make.

Mr. GILMAN. What would be your thoughts about legislation that would mandate giving the employee an opportunity at retirement to choose to stay in part-time employment or receive his full retirement?

Mr. FLEMMING. Let me put it this way: If the kind of a bill that is now before you became law, it would encourage administrators to provide that type of an opportunity. I want to think through a little bit whether or not we should mandate it in law, although the way you put it, I don't see any problem there. You can simply mandate that they be given an opportunity to consider the possibility of part-time employment.

Now, of course, that would have to be contingent on there actually being positions available at that particular time that could be filled on a part-time basis.

Here, as an administrator in the Government, I am always conscious of the ceilings and slots, and so on.

There are often things that we would like to do as administrators that we find it difficult to do, because we are up against a ceiling. So, I think the mandate, the language should be worked out very carefully, in order to take cognizance of some of the practical problems that confront an administrator at any given time.

But I like the idea of the administrator being told, look, you should sit down with a person who is approaching mandatory retirement and give that person an opportunity to consider part-time employment. Of course, the thing I would like better than that is to eliminate mandatory retirement on the basis of age. I think that is really the way to get at it. As I understand it, there are some encouraging developments on the Hill along that line.

Mr. GILMAN. Thank you, Mr. Commissioner.

Mrs. SCHROEDER. Thank you, again. We really appreciate your being with us.

Mr. FLEMMING. I am just delighted to have the opportunity and I appreciate the fact that you are looking into this very important issue.

Mrs. SCHROEDER. The next witness we have with us this morning is Mr. James Peirce, the president of the National Federation of Federal Employees. Mr. Peirce, we are glad to have you with us.

STATEMENT OF JAMES M. PEIRCE, PRESIDENT OF THE NATIONAL FEDERATION OF FEDERAL EMPLOYEES, ACCOMPANIED BY MAUREEN CLANCY, LEGISLATIVE LIAISON

Mr. PEIRCE. Thank you.

Madam Chairwoman and members of the subcommittee, I am James Peirce, president of the National Federation of Federal Employees, the oldest and largest independent union of Government career workers. Accompanying me today is Maureen Clancy, our legislative liaison.

We appreciate the opportunity to present the views of NFFE on legislation creating experiments with flexitime, the compressed workweek, and mandating more part-time work opportunities in the Federal service.

We commend the chairwoman for soliciting testimony from a wide variety of organizations. We are certain that the subcommittee will have a complete record from which to draw in its deliberation on these important topics.

In addition to representing many employees affected by these three bills, NFFE is also interested in these subjects because we believe the Government should serve as the model employer. We believe that there must be variations in the traditional work schedules to accommodate a changing labor force and altered lifestyles. Unfortunately, the Federal Government has lagged behind States, municipalities and private businesses in this area.

Two of the measures pending before the subcommittee, H.R. 2732 and 2930, authorize flexible and compressed work schedule experiments. The other, 1627, creates more part-time jobs in the Federal Government,

NFFE members, meeting in convention in 1976, mandated their leadership to seek flexitime work schedules. Thus, we strongly favor giving employees the right to negotiate flexitime in collective bargaining contracts.

Similarly, NFFE members are seeking the right to negotiate a 4-day workweek.

As for part-time jobs, NFFE supports conversion of noncareer part-time positions to career part-time for agencies which have recurring needs for such personnel—for example, Forest Service, National Park Service, IRS, Bureau of Census. However, NFFE opposes creation of career part-time positions for agencies whose missions do not require part-time personnel on a recurring basis. Any establishment of part-time positions should also be a negotiable item.

Flexitime as applied only to variable starting-ending times each workday has been the subject of a number of experiments in the Federal sector since 1972. It also has been adopted through union-agency negotiations and incorporated into agreements. This type of flexitime has proved popular with both managers and employees, as there is

improved worker morale and efficiency. This is the only type of flexitime currently allowed under present laws.

The House Post Office and Civil Service Committee, in a 1976 report on similar legislation, defined different types of flexitime under a heading of "The Flexible Work Schedule:"

1. *Scheduled floating day.*—Employees choose arrival time/departure time, but then must stick to this schedule until another selection time comes around. This is least flexible flexitime.

2. *Flexible floating day.*—Employee selects starting and departure times within acceptable "bands," but can vary schedule day-to-day.

3. *Flexible or variable day.*—As long as employee works during a daily "core time" and works 40 hours a week, any number of hours per day is acceptable. An employee could work 9 hours one day and 7 the next.

4. *Flexible or variable biweekly pay period.*—This allows the most flexibility. Employee may vary within prescribed limits the length of the workday and the workweek through the use of "credit hours." For instance, an employee may choose to work 90 hours one pay period in order to work only 70 hours the following pay period. Limitations which can be imposed by the agency could include core days hours, amount of "credit hours" which can be carried over, etc.

NFFE favors extensive agency experiments with all four types of flexitime. We believe that employee morale and, hence productivity, improve substantially if workers are given the most freedom possible consistent with agency mission.

There is no question that flexible working time provides a number of advantages for workers. Among these are:

(1) Ease of traveling to and from work, because traffic congestion will be reduced.

(2) Elimination of tardiness, since the workers set their own hours.

(3) Opportunity for workers to attend to their personal business without requesting leave time.

(4) Chance to spend more time with families. This is especially beneficial to workers with school-age children. They will be able to schedule their time so they are home when the children return from school.

(5) Morale will be higher, since workers will be at work when they want to be. They can arrange their working days around their own personal bodily rhythms.

(6) Opportunity to exercise more control over their lives. Workers will more easily be able to do the things they want to do when they want to do them.

Inasmuch as flexitime in a limited application in the Government has been tried and proven successful, there appear to be sound reasons for extending this experimentation. Flexitime is a popular contract item. Greater leeway in negotiation and more bargaining points are possible with expanded concepts schedules by management if the basis of flexible schedule limitations are established in negotiated agreements. In addition, a variety of work schedules could prove to be a viable alternative to more part-time jobs in the Federal sector.

The concept of a 4-day, 40-hour week gained popularity during the energy crunch of late 1973-early 1974 as a means of saving energy, both in utilities and in employee gasoline consumption. NFFE came out at this time with its now-famous proposal to the President to implement 4/40 in the Federal sector in order to save energy. The idea was never widely adopted. Whether there was any significant use of the concept in the private sector in order to save energy is unknown, but the quick turn from concern to cynicism over the genesis of that

particular "crisis" makes it doubtful that any 4/40 program continued to exist because of energy alone.

Title 5 of the United States Code which limits Federal employees to regular 8-hour days, and provisions of the Fair Labor Standards Act which limit employees to regular 40-hour weeks, have made experimentation with compressed work weeks in the Federal sector illegal. To our knowledge, only one "experiment" involving Federal employees has "slipped through unwittingly," and this one involved only 18 employees and a 3-month time span. Military personnel at that facility, the Coast Guard Electronics Engineering Center in Wildwood, N.J., were placed on 4/40 in January of 1973, a year before the program was extended to include voluntary civilian participation. Only two civilians chose not to participate. The 18 who did participate for the 3 months before CSC pointed out that the program was illegal under current laws, were very enthusiastic. The energy savings under that 4/40 program were reported to have been 14.6 percent (January through March 1974). Employees participating agreed to forgo overtime for the extra 2 hours per day and take them as compensatory time on Fridays.

Although not a true experiment in 4/40, since employees were paid overtime for the extra 2 hours each day, a compressed workweek plan was also implemented at another agency composed of military and civilian personnel, with similar positive results. When the experiment ended, all participants agreed that the extra day off per week was well worth the additional hours required per day.

One of the chief benefits of a compressed work schedule, such as the 4-day week, would be to allow the Government to serve the public during evening hours, when most taxpayers are off work. In addition, offices open only 4 days could realize energy savings, as it usually costs less to maintain heat or air conditioning in a building a few extra hours a day than to rev up the whole system for that fifth day. There would also be 1 less day of maintenance (clean-up) necessary, and the office would have this extra day per workweek to devote to regular equipment maintenance, negating the necessity of workday equipment shutdowns for service. We would also expect to observe improved employee efficiency and morale, as workers find more time for family and recreation, in addition to cash savings on transportation, child care, restaurant lunches, et cetera. In addition, with the extra day to attend to personal business, employees should find it unnecessary to use annual leave for these essential chores.

In order to give the employees the maximum leeway in compressed schedules, we would recommend that flexitime be incorporated into this system.

Critics of the compressed workweek claim it would boost unemployment figures, since employees would have an extra day to moonlight. However, most workers on 4/40 treasure the extra day of leisure instead of seeking an extra job. Other objectors have said there would be no substantial energy savings as employees would use these resources in the home or resort to highway travel. We don't believe that a 4-day week will encourage long automobile trips. Instead, employees will probably engage in their usual weekend activities—only at a more leisurely pace. As for energy use in the home, homes are usually not "shut down" in the manner of public buildings when occupants aren't there. Increased home energy use would probably be minimal.

Currently in the Federal service are many part-time personnel who have no career status, no rights to tenure, and no opportunities for benefits, even though a number of them may have worked as non-career part-timers for years.

Part-time work has been a controversial aspect of employment practices in the Federal sector for some time, particularly because non-career part-time positions have been utilized by agencies to skirt manpower ceilings, keep position funding low (since noncareer part-time slots carry no benefits and usually can be filled at lower salary levels), avoid redtape in getting jobs done (many do not require going through CSC channels), and perhaps, bypass the merit system to hire friends of bigwigs without benefit of competition.

Agencies with recurring needs for part-time slots often have the funds to hire such help, but manpower ceilings prevent hiring part-timers as career employees. Converting existing noncareer part-timers at these agencies to career status would alleviate problems incurred by both agencies and employees. Workers experienced in their non-career roles would benefit from the career status they deserve based on their competence and dedication. The conversion of these jobs would make them more attractive to many individuals.

Some agencies with a need for full-time employees to meet mission requirements must now turn to noncareer part-time help in order to stay below manpower ceilings. Allowing such agencies to work within their budgets, without manpower restrictions, would be a more rational solution to this problem.

Creating part-time career slots in agencies which have no real need for them might interfere with mission accomplishment. We also feel that it would involve more expense for the agency. For example, the creation of two part-time career slots in lieu of one full-time position would involve higher costs due to dual paperwork, dual recruiting, dual training, and dual benefits. Conceivably, mission accomplishment might even be slowed if excess personnel were detailed to do the work. Current full-time career employees' promotion potential and job security itself may be jeopardized. Unemployment rolls might grow if full-time slots were sacrificed to increase part-time slots, since most breadwinners require full-time work to support themselves and family.

We have reviewed both H.R. 2930, and H.R. 2732. Both these bills authorize flexitime and compressed week schedules. However, we prefer H.R. 2732, because it requires each agency to conduct at least one experiment, unless this would interfere with its mission. We believe that this so-called mandatory provision is necessary, because Government officials in the past have displayed irrational resistance to change. This management pigheadedness has resulted in the Government lagging sadly behind the private sector in the area of labor relations, rather than asserting its role as leader in the field. Based on our own bitter experiences, we recommend that the subcommittee adopt the mandatory provisions of H.R. 2732.

We strongly support the provisions of both H.R. 2930 and 2732 which forbid an agency from including employees represented by a union in the flexitime and compress work week experiments unless provided for in their contracts. In addition, we suggest that the subcommittee adopt language allowing unions to negotiate additional experiments. Implementation of any experiments should be negotiable.

We have some reservations about H.R. 1627. We are especially leery of its "quota" provisions, which require the Government to establish at least 2 percent of all positions in each grade as part-time slots, and to gradual, increase this figure until at the end of 5 years, 10 percent of all such jobs are part-time.

We recognize the nobility of this bill's intent. It was meant to give greater work opportunities to persons who need or desire part-time employment. This would include students, employees with young children, the disabled, and semiretired workers. However, the fact remains that we do have a significant unemployment problem in this country, and many of those persons need full-time jobs. If this bill becomes law, we may be converting our unemployment problem to an underemployment problem. According to the Department of Labor, in May 1977, approximately 3.3 million persons were underemployed, that is, they may have needed fulltime jobs but market conditions forced them to accept half-time work.

With the quota system, we fear agency management may use it as another ploy to get around manpower ceilings. In other words, demanding supervisors may assign full-time jobs to part-time employees, requiring superhuman feats of energy by the hapless workers.

Our position is that a fixed percentage of part-time jobs should be established only in those agencies where there is a recurring need for part-time work. In these departments, this percentage should be a negotiable item. At installations where employees would accept part-time positions, if they were available, there would be high quotas. At activities where part-time work threatens employees, quotas would be nonexistent or low. This would be a more equitable arrangement than what is presently provided in H.R. 1627.

In summary, NFFE supports the wide experimentation authorized by H.R. 2930 and H.R. 2732. We support the mandatory provision of H.R. 2732. We suggest that this bill be amended to clearly state that unions can negotiate flexitime and compressed work week experiments in addition to the agency-established projects. We believe that fixed percentages for part-time jobs should be limited to those agencies which have a recurring need for such help and that these figures be negotiable.

This concludes my statement. I will be happy to respond to any questions.

Mrs. SCHROEDER. Thank you very much, and we appreciate your testimony.

Let me ask you a couple of questions. I am a little distressed with your feeling about part time, especially your comments on underemployment. Underemployment is also someone with a master's degree pumping gasoline or tending bar.

If we had the kind of language requested by the Civil Rights Commission that you cannot tell someone who wants full-time employment that they must take part-time employment, would that assure your fear?

Don't you possibly think that many of your own members might have a period in their life where they might want to convert their career to a part-time job and then come back to full time? Wouldn't they like that option? Wouldn't that give you one more thing to negotiate for?

Mr. PEIRCE. In answer to that question, first, many of the agencies already have a number of part-time positions. Our experience with the part-time positions is that the individuals filling these positions are not aged, in other words, the retirees, et cetera. They are not mothers that are seeking part-time employment, but they are in fact employees who are seeking full-time employment. We have grievance after grievance throughout the agencies that have these part-time positions wherein the employee comes into the part-time position in hopes of achieving a full-time position.

Currently, we are going through a changeover as far as many of the agencies are concerned. For example, areas throughout the Army, Navy, Air Force, National Park Service, and so forth, are converting full-time positions back to part-time, and this means then that where an individual needs a full-time position to support a family, he or she does not now have it. They are moving them back to 30 hours, 20 hours and so forth.

In every case we have found that the individual is in need of a full-time job.

Thus they are forced to moonlight. This doesn't resolve the problem.

Mrs. SCHROEDER. If you will excuse me, we are going to have to have a temporary recess to answer the quorum call.

[Recess.]

Mrs. SCHROEDER. I call the subcommittee back to order.

I think when I left we were talking about some of your concerns about part-time employment. I know I saw the same study that you quoted as saying that 3½ million workers were working part time because they couldn't find full-time work. But one of the things you didn't point out is that the same statistics show that 12½ million workers are working part time because they want to work part time.

It seems to me many people would prefer part-time work. The Federal services never really offered that as an option and most people are not aware it is an option.

Mr. PEIRCE. I think we can speak from our experience primarily and there are a lot of agencies that are using part-time positions. Now to complete what I started to say a while ago, concerning underemployment: If you move to the point where you take one position and make two part-time positions as a result you probably are going to have moonlighting which means then that the person that has the part-time position and moonlights has taken up another full-time position or a part-time position.

Mrs. SCHROEDER. Not if you have a clause in there you can't put someone in a part-time position that really wants full-time employment. Those are just open for people who really are in a phase of their life where they only want part-time employment.

Mr. PEIRCE. I think we are approaching with the bill a situation where it is inoperative. Because 1627, section 3205, doesn't affect the ceilings in a sense and you can't, in other words, convert a full-time position to two part-time positions, and then later say that a part-time position will count as a half a position toward a ceiling count.

But the problem with the agencies today is that they are understaffed with the ceilings they have, and they are using part-time positions to circumvent this.

Now, it becomes inoperative then. If we set a goal on an agency—and this is pretty well true of all agencies—the fact that they have got to achieve 2 percent part time, they can't convert, in other words, a full-time position to two part time, what are they going to do it with?

Mrs. SCHROEDER. Except if they are using part-time positions to circumvent the ceilings then the part-time positions are outside the ceiling.

Mr. PEIRCE. We are saying with this that the part-time position is going to count a half, so we are back in the ceiling. So, we have got an inoperative situation.

Mrs. SCHROEDER. Maybe we do something about the ceilings by only counting hours worked by part timers. You are going to get more employment with two part timers working 20 hours than if you have 40 hours being worked by one.

Mr. PEIRCE. It comes back to the point, and I think you asked earlier, if our members would like to have the option or not. However, every place where they are shifting back from 40 to 30 hours or 20 hours we are getting complaints because these are people that need full-time jobs. They don't need 30 hours of work to support their families, they need 40 hours' work.

It is creating a problem. Where they create the full-time position we wind up with the employee in that part-time position eventually coming back to us with a complaint because they can't transfer into a full-time position. They took it with the idea that they could eventually get into a full-time position.

As I say, in the majority of cases it comes back to the point that those that are taking the full-time positions are not the people that we basically are talking about or trying to benefit with this bill. If it were, then I could support these provisions. But we have got unemployment today and people are looking for full-time positions, and another thing, most of these positions are lower grade positions, and they don't pay enough really for an individual that has a family to carry that family, and it is creating hardships.

Mrs. SCHROEDER. I think we should compare the situation today and the situation we hope to create if the bill is enacted. Now they use subcontracting out to avoid the ceilings. I think the ceilings are crazy, there is no question about that. But I think subcontracting is probably a much greater way of getting around the ceilings than the part time ever has been. I, too, am horrified when they take a 40-hour job and try to scale it down to a 30-hour job, because you are right, those people do want full-time employment. But having worked in the Federal service myself I know there are many people that would like to have a part-time option because of heart trouble at the age of 45, children responsibilities, studies or any number of things. I think it is conceivable we could work out a more flexible career pattern with this kind of legislation.

I hope your group will take another look, a little more optimistic look. I think it could work. With the employee associations negotiating, I think they will see some things that will really improve the quality of life for people that want to work part time.

Mr. PEIRCE. I think with the provision there to negotiate it would offer the option that we are talking about. This is basically what we have said.

I am sorry, but our experience still reflects, and I have been in the field in case after case on this, and I haven't found one person yet, not one that is in a part-time position and in these areas where they are converting back that wants the part time, they want the full time. I come back to them, even as a resolution, the problem with the agencies, go out and ask to see who would like the part-time position rather than force this full-time person back to a part-time position. They don't get any takers.

Mr. SCHROEDER. The 12½ million people that the Bureau of Labor Statistics found.

Mr. PEIRCE. They are coming back to the point that we are talking about, full-time jobs. There is so much work. We are saying take 2 percent of that, and later on we are going to wind up with 10 percent that is going to be part time.

The problems that have been created around the part time, No. 1, if they are not career part time there are no benefits involved.

Mrs. SCHROEDER. We plan to make them career.

Mr. PEIRCE. If they are career there are benefits involved, true. But it still follows that the experience that we have had we are not finding those people that you are talking about that want part-time positions.

Now, whether it is the fact that it is not the career area that is needed or what have you, I don't really have a feel for this. But the only thing that I know is that the part-time that we have now is where we have the problems. I have yet to find anybody that really wants a part-time job of those working in part-time positions. They are all looking for full-time. They are looking for transition to full-time. We get complaint after complaint, day after day.

Mrs. SCHROEDER. I think a lot of it is because you are dealing in the Federal service. They joined up wanting a full-time so they can have the career benefits. We have a survey from the State of Wisconsin, 6 percent of the State employees would immediately much prefer some kind of a part-time career. Granted, they wanted to maintain some of the benefits.

My assumption is that is probably fairly typical, but we haven't been canvassing people because those options haven't been available. Why dangle a carrot if the carrot isn't there to bite? I think we still may want to be a little bit careful with some of the analyses we have had. Because the areas where we have seen part-time working well have been areas where people have been aware of it being available with career type opportunity.

Mr. PEIRCE. I would offer one suggestion, and this might alleviate part of the problem in establishing part-time positions, and that is if we could just do away with the ceilings.

This is what is causing the problem now. I think with the approach that we are taking here as long as we have the ceilings we are going to have the problem that we currently have.

If there is some way or another that we can get Congress to react to take the ceilings, in other words, a man should be given a pocket of money, here is your mission, accomplish the mission, establish jobs.

Management should establish the jobs they need relative to the position, and they should not be made to establish jobs that they don't need. This is happening. They have the money oftentimes, but they don't have the position so they contract out. They have the money

ofttimes, they need a full-time position, but they put in a part time. This is what is creating the majority of the problems.

Mrs. SCHROEDER. We are going to have hearings in July on ceilings. That is one of our concerns, too.

If we could do away with the ceiling problem then you wouldn't have nearly the objection to part time; is that what you are saying?

Mr. PEIRCE. Yes.

Mrs. SCHROEDER. That is a substantial portion.

Mr. PEIRCE. That is what compounds the problem.

Mrs. SCHROEDER. Thank you, Mr. Peirce. We appreciate your testimony.

Mr. PEIRCE. Thank you.

Mrs. SCHROEDER. Our next witness is Joyce Skinner, who is head of the HUD part-time professional program. We are delighted to have you with us this morning.

STATEMENT OF ALLENE JOYCE SKINNER, DIRECTOR, WOMEN'S PROGRAM DIVISION, U.S. DEPARTMENT OF HUD

Ms. SKINNER. I am Allene Joyce Skinner, Director of the Women's Program Division, Office of the Assistant Secretary for Neighborhoods, Voluntary Associations, and Consumer Protection.

I am also chairperson of the Federal Women's Interagency Board, which is an organization of national Federal women's program coordinators in the metropolitan area.

Prior to May of 1977 I was the Department's Federal women's program coordinator, and in that capacity was sponsor for a variety of activities designed to affirmatively increase equal employment opportunities for women.

Based on that latter function and in my capacity as chairperson of the Interagency Board, I am pleased to testify on HUD's extensive experience with the part-time professional employment program.

I am not personally in charge of that program, but obviously I have a great deal of interest and concern as to how it is operated.

The program was established in 1968 as a formal program for professional employees. Those employees receive all benefits that any other Federal career employee would on a prorated basis.

The first program guideline outlines several purposes. They were: to reintroduce women with professional training and experience to the labor market, to bring their skills and knowledge up to date, and to aid in making the transition to a work situation outside the home.

Others were: to build a pool of talent where candidates can later compete for selection in regular full-time positions, and to help women continue in the labor market in those situations where the need for them in their homes is so demanding that they cannot be employed full-time in their profession.

The whole point, therefore, was to tap a reservoir of professional skills which would otherwise be lost to the Department. And at the same time to help fill the agency's mission, and also to help fill the needs of the people who would be unemployed were this not the case.

In the 9 years of the HUD part-time professional program we underwent a metamorphosis from part-time professional women's program to part-time professional employees program.

This is a program which now serves men as well as women, although the greatest majority of the employees are women. They serve in grades GS-7 to GS-14. They have served in practically every occupational series which HUD employs.

The reasons for working part time have varied. In many cases it was a person making the transition from full-time homemaker to returning back to the job market.

In other cases it was an opportunity to try out a shift from one career to another and in still other cases it was a matter of health or education reasons which made it a requirement and desirable feature for the employee to work less than full time.

We have approximately 110 positions throughout the Department which are in the program, and those positions are in central office, regional offices, area offices, et cetera.

There is a waiting list of offices who want allocation of part-time slots to meet their purposes. There is also a waiting list of applicants who are interested in part-time employment.

I would like to focus on the way in which the program operates in HUD because I think this may answer some of the questions and objections that have been raised by previous persons testifying.

The process begins with the assignment of the Department's total ceiling. There is a total ceiling and then the permanent full-time ceiling.

The difference between the two is the "derived" or the "other" ceiling, and the "other" ceiling is used for temporary positions, for various special employment programs, such as Vietnam vets, the handicapped program, college co-ops, interns, et cetera, and of course the part-time professional program.

We used the positions flexibly so that although there was a certain number of slots, our office of administration controls the allocation of those slots to a specific office. They negotiate based on the needs of the office what grade level and what series that position will be.

My own opinion is that it is probably better to allow that flexibility than to insist that the total percentage as envisioned in the bill be across the board specifically tied in with grade levels.

I think that in this way one better serves the needs both of the agency and the potential employees.

The other factor affecting the ultimate number of positions then is budget. Determining the figures for part-time program, personnel works with an average grade of GS-11 and an average number of hours be worked by the part-time employees, which they assume to be 30.

That is multiplied by the number of ceiling slots to determine the budget. All part-time positions are filled under competitive procedures. And positions in headquarters are restricted to GS-9 and above, and may not exceed 32 hours per week.

In my written testimony, and I will not go into that now, I have a statement of a person who is one of the employees in my office concerning how both she and the Department have benefited from the capacity to reduce her hours because of health reasons, and yet I could attest to the high quality as well as the high level of productivity in such employees.

My office aside from myself and my secretary is totally staffed with part-time employees and other persons such as interns and co-ops. If

it were not for that I would have no staff. We have also used the part-time program to increase the number of hours available for administration of the Federal women's program in our field offices. When I came on board approximately 3 years ago, all of our positions outside of Washington were filled by people on collateral assignments.

In other words, they had a full-time job, and in addition did the Federal women's program as they could make and find time.

An early priority therefore was to convince the regional administrators that at least in the 10 regional offices they should use that derived ceiling in order to create part-time positions of 20 to 30 hours each which would be devoted fully to the Federal women's program. And here is an instance then where we have been able to use the flexibility to increase the commitment to a program rather than decrease it.

Before concluding, I would like to comment on the statement made by the Civil Service Commission before this committee on May 24 in opposition to H.R. 1627.

The Commission threw up its hands in horror at the idea of reserving Federal jobs for, as it calls it, the exclusive use of one group because it could seriously undermine the merit system.

I would like to point out the Federal merit system has a long history of providing ways to ease employment opportunities for many groups including minorities, veterans, women, the handicapped, persons from certain States, et cetera, in order to assure that the merit system works.

Whether one agrees or disagrees about the appropriateness of the programs for a particular group, it is, as I believe, necessary that the needs of those groups be considered.

Parenthetically let me say that I believe these needs change over time and must be continuously reevaluated, but that does not obviate the validity of this approach.

Therefore, what is proposed in H.R. 1627 only continues along the proud tradition of Federal employment which works for equality of job opportunities.

I enthusiastically support the package of H.R. 1627 based on my experience in HUD with the part-time professional employee program.

I believe that expansion of such a program throughout the federal establishment can only benefit the public, the Government and the employees themselves.

I would be glad to answer any questions that you might have.

Mrs. SCHROEDER. Thank you.

It is delightful to find out that this can work and to hear from your different experiences.

You answered most of my questions in your written and spoken testimony about this 9-year experiment that has been going on and how successful it has been.

Ms. SKINNER. We don't consider it an experiment.

Mrs. SCHROEDER. I think it is now permanent after nine years, more permanent than you can imagine.

But one of the things we are hearing they don't really think there is a job pool out there, pool of qualified people out to fill the positions at the 7 to 14 level. Have you found that to be a problem? Have you had trouble recruiting people?

Ms. SKINNER. Never. In my experience, my most recent effort to fill a job in my own office where I expected perhaps 20 or 30 people to

meet a very specialized requirement for a program analyst in the Federal women's program, There were over 120 applicants for that position. All of them were well-qualified. Most of them had very obvious reasons why they preferred part-time and were not accepting that merely as a stopgap until they could get into Federal employment.

Another experience I have had is that the flexibility of the program in HUD has been provided because the positions are assumed to belong with the person rather than with the office, so that there has been an opportunity for the employees in those positions to move from one job to another within the organization and to therefore be able to benefit the agency by their increased knowledge of a variety of programs and their interrelationships.

Mrs. SCHROEDER. I appreciate your coming and telling us how you have dealt with the ceilings and how this has increased the employment opportunities who otherwise wouldn't have it.

We really appreciate your testimony and thank you for coming.

Mrs. ITTNER. Have you felt part-time jobs have been limited to certain kinds of jobs?

Ms. SKINNER. Some of the jobs that have been held on a part-time basis have included program analysts, housing industry economists, tour, statisticians, relocations specialists, management analysts, librarians, personnel management specialists, writer/editors, multi-family housing representatives, equal opportunity specialists, public information officers, accountants, budget officers.

I could go on and on. But you see there is a very broad spectrum of jobs that can be filled on a part-time basis.

Mrs. SCHROEDER. Thank you.

[The prepared statement submitted by Ms. Skinner follows:]

PREPARED STATEMENT OF ALLENE JOYCE SKINNER, DIRECTOR, WOMEN'S PROGRAM DIVISION, U.S. DEPARTMENT OF HUD

Representative Schroeder, members of the subcommittee, distinguished guests, I am Allene Joyce Skinner, Director of the Women's Program, Office of the Assistant Secretary for Neighborhoods, Voluntary Associations, and Consumer Protection, U.S. Department of HUD, and chairperson of the Federal Women's Interagency Board, an organization of Department-level FWP coordinators. The HUD Women's Program is concerned with the needs of women as consumers and beneficiaries of HUD programs; however, prior to May, 1977 the Program was known as the Federal Women's Program and also had responsibility for in-house employment. Based on my experience with this latter function and in my capacity as President of FWIB, I am pleased to testify on HUD's extensive experience with Part-time Professional Employment and on H.R. 1627, "The Part-Time Career Opportunity Act."

In 1968 HUD established a P-T Professional Program. The first program guideline, a Circular entitled "Part-Time Employment of Professionally Trained Women by HUD," identified several purposes to be served by the Program, including to:

- (1) reintroduce women with professional training and experience to the labor market,
- (2) bring their skills and knowledge up to date,
- (3) aid in making the transition to a work situation outside the home,
- (4) develop a pool of professional talent from which candidates can successfully compete for selection to fill regular full-time positions,
- (5) help women continue in the labor market in those situations where the need for them in their homes is so demanding that they cannot be employed full-time in their profession.

The Circular also states that HUD expected to rofit by tapping a "reservoir of professional skills which would otherwise be lost to the Department, and which will measurably assist in filling long-term needs."

In the nine years of the HUD Part-Time Professional Program's existence, women, and men, have served in positions from grades GS-7-14, including such diverse jobs as: housing industry economist, attorney, statistician, relocation specialist, management analyst, librarian, personnel management specialist, writer-editor, multifamily housing representative, equal opportunity specialist, public information officer, accountant, and budget analyst.

In other words, P-T Professional employees have occupied almost every job series existing in HUD. And their reasons for working less than full-time have varied from completion of advanced study to child-rearing needs of single fathers and mothers, to transitory or long-term illness.

In most offices of HUD—whether Central Office, Regional Office, Area Office or Insuring Office—there is a waiting list of offices wishing to have a P-T slot assigned to them, and a waiting list of applicants interested in part-time employment. There is no question—at HUD—as to the popularity of part-time positions with both management and current and potential employees.

In order to clearly understand the HUD P-T Program it is necessary, I think, to understand how the number of positions set aside for the Program is determined. The process begins with the assignment of two types of ceilings by OMB: the "Total" ceiling and the "Permanent Full Time" ceiling. The difference between the two, which is the "Other" or "Temporary" ceiling, actually covers a number of different programs or classifications including: temporary full or part-time employees, special hiring programs such as Urban Interns, College Co-Ops, Viet Nam Veterans, Handicapped, etc.—and of course, the Part-Time Professional Program. In Fiscal Year 1975, for example, HUD had approximately 1350 "Other" ceiling slots nationally, and from these the nationwide P-T Professional Program slots were derived. The fact that HUD deals with all of these "Other" positions as a group allows flexibility in terms of actual positions in each category within a given year. The decision as to the given number of the "Other" positions to be assigned to the Part-Time Program occurs in the Office of Personnel. The usual budgetary considerations—prior ceilings, competing program demands, management interests, etc.—determine what levels will be recommended. The Central Office/Field Office split in the number of positions is also made at this time; it is based upon the ratio of employment in the various offices to total HUD employment, as well as office needs and projections.

The other factor affecting the ultimate number of Part-Time positions is budget. In determining the figures for the Part-Time Program, Personnel works with an average grade (GS-11) and an average number of hours to be worked by the Part-Time employees (30). This is multiplied by the number of ceiling slots to determine the budget. However, in reality the budget is a total one for all of the special programs, thus allowing flexibility in budget as well as position numbers.

HUD has slotted 100 positions nationally for Part-Time employees, with an approximately 65/35 field-headquarters split. The slots for the Part-Time Program are held by the office of the Assistant Secretary for Administration. In the early days of the program, assignment of such slots was made informally on a first requested-first served basis, and not necessarily through competitive staffing. Today however, allocation of Part-Time positions is based on specific office requests and (1) availability of slots under the allocation process; (2) need of the requesting office for additional staff resources; (3) proportionate participation by major departmental offices; and (4) quality of the professional assignments associated with the position.

All vacant Part-Time positions are now advertised and filled under normal competitive procedures. Positions in Headquarters are still restricted to the GS-9 and above level and may not exceed 32 hours per week. When a position is vacated it reverts back to the Part-Time Professional Program allocation unless continuation of the position by a particular office is requested, with justification, within two weeks. Headquarters positions may also be transferred from one organization to another with the approval of Personnel. This then is management's side of the Part-Time Program at HUD.

In discussing the Part-Time Professional Employment Program from the employee's perspective, I would like to introduce into the record, in somewhat abbreviated and edited form, comments prepared last year by a HUD Part-Time Employee, who is incidentally, one of two such persons on my staff. This statement was delivered at a conference on alternate work patterns sponsored by the National Center for Productivity and the Quality of Life and the Committee for Alternate Work Patterns. This statement deals with: Who benefits from Part-Time employment-employees, management or both?"

She states:

"In late 1966, I joined HUD as a GS-11 program analyst-full time. In early 1971 I developed some medical problems, and coincidentally, a severe case of boredom with my job. I had heard about something called the HUD Part-Time Professional Women's Program so I inquired about it, sought my supervisor's approval, and began negotiating to switch from my full time position to a part-time one. Luckily there was a woman in my office in the Part-Time Program, and at the same grade level as I was, who was leaving the Department. A request was made that I be given her vacant Part-Time position. I was, and continued performing the same job I had been doing on a full time basis, only now it was for 20 hours a week.

"The process was quite simple, in fact, almost informal. My vacant full-time position was then merit-staffed and my office director now had 1½ staff-years where before he had had only one. At that time in HUD there were only a couple of dozen Part-Time employees, virtually no one knew about the Program, and managers failed to appreciate that they could acquire a highly qualified part-time employee who would not be charged to their office's ceiling.

"I can only speculate as to why there was so little interest in what are clearly 'free' bodies (from the point of view of position ceilings). First, perhaps, it was thought that a part-time worker couldn't possibly be professional or, in fact, even interested very much in really working, and second, that it was bad enough hiring professional women who would leave to get married or follow their husbands' jobs, but part-time women-what kind of commitment could they possibly have toward their work. This, of course, is hypothesis on my part.

"A year later the program on which I was working shifted into a holding pattern while new legislation was being prepared. In the meantime I had developed an interest in women's concerns at HUD. I asked for, and received, a 90-day detail to HUD's Federal Women's Program which was located in a different organizational unit from my own and under a different assistant secretary. At the end of the 90 days, having become engrossed in the Women's Program, I asked that my position be permanently transferred. With the permission of both assistant secretaries and the Office of Personnel this was done. Three months later my supervisor became very ill and was going to have to be away from her job for several months. To cover the office, I requested of our Office of Personnel that my hours be increased from 20 to 32 hours per week. This was done, and I became acting Federal Women's Program Coordinator.

"I have now been in HUD's Part-Time Program for 5 years. I have been promoted twice (to GS-14) and have increased my hours from 20 to 32. I have worked a number of different schedules—Monday, Tuesday, Wednesday; Tuesday, Wednesday and Thursday; Wednesday, Thursday, Friday; and I have changed job assignments. There is probably one word which most clearly summarizes my experience, and that is flexibility—and I think this is equally evident when the Part-Time Program is examined from management's perspective.

"I've already mentioned the Part-Time Program's purposes, but in answer to the question I posed earlier, that is, 'Who Benefits,' I would like to make these points: (1) First, I clearly have benefited personally. I have been able to tailor my part-time jobs to my health needs, my career interests, my scheduling needs. I have been able to leave one job and go to another without having to find a vacant position. The position, in effect, resides with the employee, not with a specific job or office.

"On the other side, has HUD benefited? (1) Well, speaking for myself, I am a satisfied employee, for obvious reasons, and satisfied employees are supposedly productive; (2) I worked for HUD for six years in a full time job and HUD (and other federal agencies) invested a great amount of time and money in developing my skills. These would have been lost, or at least lessened, if I had left the Department; and (3) if certain skills are needed by the Department, but not on a full time basis, there is, through the Part-Time Program, a mechanism for utilizing those skills. Moreover, HUD commitment to, and satisfaction with its use of Part-Time employees is officially on the record in a Comptroller General's Report, Appendix VIII, entitled, "Part-Time Employment in Federal Agencies," dated January 2, 1976. The benefit is clearly to both employees and management. And that is a very satisfying situation. I expect the HUD Part-Time employment program to continue, and to continue to receive substantial management support."

Before concluding I would like to comment on the statement of the Civil Service Commission before this committee on May 24, 1977, in opposition to H.R. 1627.

The Civil Service Commission throws up its hand in horror at the idea of reserving Federal jobs for, as it calls it, "the exclusive use of one group" because it "could seriously undermine the merit system." However, the federal merit system has long made provision for easing employment opportunities for many groups including: minorities, veterans, women, the handicapped, persons from certain states, etc., in order to assure that the merit system works. Whether one agrees or disagrees about the appropriateness of programs for a particular group, it is, I believe, necessary that their special needs be considered. (Parenthetically, let me say that I believe these needs change over time and must be continuously reevaluated, but that does not obviate the validity of this approach.)

The reason for identifying specific groups to assist is simple: The government has many objectives, including a need to secure the best talent available to do the job at hand. But often the "best talent" differs from the profile of the traditional employee. That traditional profile is of a person who is white, and male, and young, without any handicaps and who works 40 hours a week.

What is proposed in H.R. 1627 only continues a long and proud tradition of federal employment which work for equality of job opportunity.

It is true that agency managers have a "complex array of statutory and administrative requirements" to observe, as the CSC Statement notes, but I believe this is a necessity if we are to accomplish the complex array of goals and objectives the government takes upon itself in order to best serve its citizens.

I enthusiastically support the passage of H.R. 1627. Based on my experience with the observations of one Part-Time Professional Employment Program, I believe expansion of such a program throughout the federal establishment can only benefit the public, the government and employees themselves.

Mrs. SCHROEDER. Out next witness is Mae Walterhouse, president of the Federally Employed Women, accompanied by Daisy Fields.

STATEMENT OF MAE WALTERHOUSE, PRESIDENT, FEDERALLY EMPLOYED WOMEN, INC., ACCOMPANIED BY DAISY FIELDS

Ms. WALTERHOUSE. Madam Chairwoman, members of the subcommittee, my name is Mae Walterhouse. I am president of Federally Employed Women, better known by its acronym—FEW. I appreciate the opportunity to appear before you and testify on H.R. 1627 because FEW, as I hope all of you know, is committed to action which will improve opportunities for women in the Federal Government.

We believe that H.R. 1627 can provide one avenue for just this—and we hope that our detailed text on this bill, copies of which have been submitted to the committee staff for the record, will be totally accepted and endorsed by you, and that subsequently Congress will pass this much-needed legislation, and that the Office of Management and Budget and the Civil Service Commission will seize upon it for implementation with the full knowledge that this can benefit both management and the unemployed.

We, of course, know that it will benefit women because women already outnumber men two to one as part-time workers. Our economy requires, in most instances, more than one income to survive. Yet too many people today still maintain the one-breadwinner-per-family concept and resist measures that would help those persons who want and/or need opportunities.

We, as you know, support flexitime. This bill H.R. 1627 will require, not recommend, that agencies employ the percentages specified in this proposed legislation. This is good because our experience has been that suggestions or recommendations that can be interpreted as permissive are rarely complied with; mandates are necessary if real results are anticipated. And, even with mandates for

levels and effectiveness of part-time employment, we believe it is essential that agencies and departments designate a coordinator for this effort to promote and monitor this program's activities.

We believe that part-time employees, as members of the Federal merit system, should also have all the benefits that are available to non-part-time employees—that is, in hiring, in fringe benefits, in training, in promotions, and in layoffs. Anything short of this would amount to different treatment or discrimination for these part-time employees.

FEW believes this bill will:

(1) Enable potential employees—women—to combine family responsibilities with productive and meaningful work.

(2) Reduce some of the unemployment, and, in some cases, the underemployment.

(3) Improve the data system by reflecting accurate employment statistics—that is, occupying a fraction of a personnel slot rather than an entire full-time or derived ceiling slot.

(4) Support the underpinning structure for family income during economic recessions or depressions.

(5) Provide opportunities for qualified persons to fill key vacant positions.

(6) Stand to benefit women, minorities, handicapped, and older workers.

(7) Provide management with greater operational flexibility.

(8) Improve productivity within the Federal sector as well as the quality of working life.

FEW hopes that this long overdue legislation will be enacted in the early part of the 95th Congress. We support achieving 2-percent annual increase in part-time employment until the desired 10 percent is reached; however, to insure passage during the 95th Congress, FEW would compromise—that is, rather than reaching the maximum 10 percent in 5 years, target to reach 10 percent in 6 years—1-percent increase for the first 2 years of the program, and then 2 percent in the years thereafter.

I will be glad to answer any questions you may have.

Thank you for the opportunity to present the views of Federally Employed Women.

Mrs. SCHROEDER. I thank you very much. I am delighted to see the Federally Employed Women moving out front and attempting to deal with all these issues.

One of the things that has amazed me in some of the opposition I have heard is the belief that full-time workers need jobs more than part-time workers. And I know there have been some surveys showing only 40 percent of the full-time jobs in the United States are sufficient to take care of a family of four. So I am not sure that I believe that full-time workers need a job more than part-time workers, that work is just a substitution for boredom. Have you dealt with this at all?

Ms. WALTERHOUSE. Yes. Daisy Fields has more information on that than I do. When we were hearing some of the opposition to this before, I know that Daisy was saying to me, "I can show them the list of people."

So, Daisy, I would like to defer this question to you.

Ms. FIELDS. Our feeling is there is no comparison between the two. Those who want part-time jobs are not seeking full-time employment. The need is there for part-time employment. There is evidence already that the percentage of women now working part time or people working part time are doing so through choice, and very effectively, and at all grade levels. We cannot buy the argument that one has a bearing on the other.

If an agency has 1,000 positions and only 1 percent of those positions at all grade levels were allocated for part-time employment, it would not impact adversely on those working full time.

Of course, what we really want to see is that the whole idea of part-time jobs be converted to work hours, not bodies. We have said that repeatedly since 1973 every time we have presented testimony on this topic. That really would be the solution. Leave it to the discretion of management which jobs could be performed on a less than 40-hour week basis.

Mrs. SCHROEDER. That was one of my questions, whether you approve the idea of the hour equivalency being substituted for the body slot.

Do you have any suggestions? If this part-time legislation were passed, which has been passed in several States, how could we get the Civil Service Commission to most effectively implement it?

Ms. WALTERHOUSE. I think they would have to do away with the ceilings. Perhaps OMB could do that. It could be done very quickly and very effectively. I think they simply have to have the mandate to do it.

Mrs. SCHROEDER. Would a coordinator in the Civil Service Commission be sufficient to coordinate part time with all the agencies?

Ms. WALTERHOUSE. I think that probably the Commission should have a full-time coordinator to work with the coordinators of the agencies and the departments, but we support agencies and departments having a designated coordinator to monitor the effectiveness of this program, and we support it.

Mrs. SCHROEDER. I thank you very much.

Ms. WALTERHOUSE. Thank you for the opportunity.

Mrs. SCHROEDER. I thank the Federally Employed Women for being so concerned.

[The prepared statement submitted by Ms. Walterhouse follows:]

PREPARED STATEMENT OF MAE WALTERHOUSE, PRESIDENT, FEDERALLY EMPLOYED WOMEN, INC.

Madam Chairwoman, members of the Subcommittee, my name is Mae Walterhouse. I am President of Federally Employed Women, better known by its acronym—FEW. I appreciate the opportunity to appear before you and testify on H.R. 1627 because FEW is committed to action which will improve opportunities for women in government.

With increasing numbers of women entering the workforce, primarily because of economic needs, it is imperative that opportunities be made available for less than full-time work to enable the vast majority of such potential employees to combine the responsibilities of home and family with productive and meaningful work. FEW has continuously supported the concept of part-time career opportunities as well as flexitime.

At the outset, I want to stress that FEW is strongly opposed to discrimination against part-time employees in every respect—hiring, fringe benefits, training, promotions and layoffs. We cannot condone any practice within a merit system that denies equal rights and benefits to any group of employees within that system solely because their hours of duty in a scheduled workweek are less than 40.

Alternative work schedules break away from the traditional nine A.M. to five P.M., five-day workweek and provide both management and employees with added flexibility in getting work done. Flexitime, part-time employment, and the compressed workweek each serve to facilitate managerial objectives while providing ways of improving the quality of worklife for employees. Though this testimony concentrates on H.R. 1627, "The Part-time Career Opportunity Act," FEW would like to point out that flexitime work arrangements which benefit full-time workers also facilitate the employment of part-timers. For example, under some flexitime arrangements, "core time" periods are established during which time the full complement of the work force is expected to be present in order to transact business. After "core time" is over many part-time supervisors may be able to leave their offices for the day just like the full-time workers, thus blurring the distinction between full- and part-time workers.

Section 3 of H.R. 1627 amends Title 5 of the U.S. Code to include part-time employment. The bill also states that "nothing in this chapter shall impair the employment or employment rights or benefits of any employee." These provisions will serve to protect the rights of civil service workers employed part-time, preventing them from being treated as second-class citizens.

When staffing jobs, the availability of part-time workers needs to be considered along with the availability of full-time workers. A recent Bureau of Labor Statistics study (Flint, 1977) indicates that one fifth of unemployed workers desire only part-time employment. And yet permanent part-time jobs at the Federal Government level are held by but 1 percent of the total nonpostal work force (Eyde, 1975). Though only a small portion of these unemployed workers might meet the critical worker requirements, i.e., the required knowledges, skills and abilities, for Federal Government jobs and be willing to work where the vacancies are located, a substantial untapped labor market appears to exist. H.R. 1627's goals for making up to 10 percent of the Federal job vacancies available to part-timers should aid in increasing the supply of part-time jobs. However, a more positive approach to facilitating part-time employment would involve the creation of new personnel slots by the Office of Management and Budget on the stipulation that these be made available to qualified persons seeking permanent part-time jobs.

The most important provision of H.R. 1627 entails a change in the personnel ceiling system so that part-time workers would occupy a fraction of a personnel slot, rather than occupying an entire full-time or derived ceiling slot. Silverberg (1974) noted that such a person-hour accounting system would give "the executive branch greater flexibility and use of personnel resources than the present slot system. It also gives the taxpayer a more accurate account of total federal employment". Such an adaptation in the personnel ceiling system does not require a statutory change and could be made by administrative regulation by the Office of Management and Budget.

Part time employment spreads out jobs during economic recessions. Bednarzik (Flint, 1977, p. 56) notes that "part-time work doesn't seem to move in relation to the business cycles . . . The part-timer can hold his (or more likely her) job during a recession—which means that there may be a solid underpinning for family income even in bad times". Working wives have become stable members of the work force, with women outnumbering men two to one as part-time workers. Thus employment policies can no longer be based on the concept of a single family breadwinner. Blumrosen and Blumrosen, in their article on work sharing (1975), are concerned that "minorities and women might now once again be used as a reserve labor pool, called upon only to fill the slack during emergency or prosperity" (p. 35). They point out that rather than laying off newly hired women and minorities, "reductions in hours worked by all employees are preferable to any layoffs. The 'four day week', job sharing, or 'volunteer layoffs' are preferable first options for such employers" (p. 35). Such use of a shortened workweek is an example of emergency use of part-time employment on a temporary basis.

Not only may the part-time employment concept benefit individual workers in periods of high unemployment, but management may also use part-timers to fill shortage jobs that continue to exist. Dillin (1977) notes that "it is ironic in a period of high unemployment that there are many key (Federal) positions left vacant for lack of qualified personnel." He lists Mid-level and Senior-level classes for which a serious staff problem existed in February 1977 (p. 10).

Mid-level positions (GS-9 through 12): Economists, Program Analysts, Contract Specialists (Procurement), Vocational Instruction, Technical Writing-Editing (Special areas), Printing Management, and Position Classification Specialists.

Senior-level positions (GS-13 through 15): Financial Management (Corporate finance), Economists (especially in econometrics, macro/micro, and health-related), Program Analysts (especially with MBO background), Nursing Administration, and Transportation Management Specialists.

Another matter that needs to be considered is the voluntary nature of part-time employment. Should minorities and women and older workers who prefer full-time employment be forced to work part time, their marginal standing in the labor force would be further increased. As a result of such considerations, a special provision has been included in the 1977 bill to amend the New York State Civil Service law (Senate LBD7-39-155) in relation to flexitime, part-time and other alternative work schedules. This provision aims to provide "protection for older workers so that no attempt can be made to compel older workers to begin part-time or phased retirement schedules except as said workers' option."

For brevity's sake, I will only bring to the Subcommittee's attention our major concerns regarding H.R. 1627 and will ask that the Subcommittee refer to our earlier recommendation to Chairwoman Schroeder for our comments on the more detailed aspects of the bill.

Page 2, line 10 should read thirty-two instead of thirty hours. This change would allow part-timers to work four full days.

Page 2, line 17 of the bill needs clarification and should be revised to read "... is employed on a temporary or intermittent basis either full-time or part-time; and ..."

Further clarification is necessary on page 5, line 9, and should read "... continuously conduct activities such as demonstration projects and undertake ..."

The bill calls for each agency to report to the Civil Service Commission no later than January 20, April 20, July 20 and October 20 of each year on the three calendar months preceding the month in which that particular report is due, regarding the procedures, activities, projects and other efforts undertaken to carry out Sections 3203 and 3203(a) of H.R. 1627. Such frequent reporting requirements serve as a disincentive to part-timers, but such frequent reporting would also promote a negative attitude on the part of management and personnel. Thus, FEW believes that reporting every six months to the Commission is adequate.

Page 6, lines 12 and 17 should be revised to read: "The Commission shall conduct research and evaluate demonstration projects and any other activities designed to ...". This wording not only clarifies the purposes of the Commission but also establishes that the Commission will conduct evaluations of projects and related activities.

Page 6, line 19 should be revised as follows: "... in a grade subject to this chapter, and occupied by an employee ..."

Additionally, on page 6, the language incorporated in line 21 seems to confuse this bill with the "flexitime bill. Thus, on page 6, line 21 should be revised to read: "... able to individuals on a part-time employment basis. ..."

FEW does not see the purpose of incorporating the language of Section 3205(c) in the bill. The language sounds as though it precludes establishing a contract to do research and evaluation of the demonstration projects described in Section 3204(d). This paragraph imposes an unnecessary and major limitation.

Section 3205(d) appears to preclude counting a person who is employed, on a part-time basis, by a private employer. This paragraph would exclude the employment of university personnel.

Section 3205(e) is exceedingly confusing and needs substantial revision. Does this section mean "up to 10 percent conversion" in addition to the present (at the time of enactment of the law) permanent part-time percentage? For example, if an agency which employs 9 percent of its permanent workers as part-timers, can they only convert up to one percent in order to reach the maximum of 10 percent? Does this bill then prohibit agencies from hiring more than 10 percent of its permanent workers as part-timers? If so, this legislation could prove to be a major disincentive to promoting part-time workers for those agencies which may find that a higher percentage of part-time workers would be beneficial to meeting that agency's needs. In other words, full-time ceilings should be defined (permanent full-time workers at a given period of time) and it is also important to define whether the 10 percent refers to conversions in addition to the percent of permanent part-time at a given period of time (i.e., the time of enactment of the law).

Section 3206 should include a provision to promote flexibility within the job so that a part-timer could work more hours per week than initially designated if his/her skills are needed.

FEW is most concerned about Section 3207 which we feel would put part-time employment policy potentially in the hands of the union. If unions are alerted to this, they could virtually exclude the promotion of part-time employment. The key issue in recent Teamsters' strike against the United Parcel Service, for example, involved part-time employment where the Union took a position against part-time employment. If this section remains in the bill in its present form, this legislation may be more harmful to part-time employees than no legislation at all.

Additionally, FEW advocates that this legislation include a provision to direct each agency to name a Coordinator for part-time employment whose sole function is to promote and monitor part-time employment. Perhaps the coordinator could be a part-time permanent staff member.

Finally the lack of flexibility in present part-time employment arrangements seems evident in H.R. 1627. It is important that all alternative work schedules include flexitime, maximize flexibility in order to improve the quality of work life and to seek to improve productivity.

The employment policies and programs prescribed in H.R. 1627 are long overdue.

We would like to see this legislation enacted in the early part of the 95th Congress. Thank you for the opportunity to be here.

REFERENCES

Blumrose, A.W. & Blumrosen, R. G. Layoff or work sharing: The Civil Rights Act of 1964 in the recession of 1975. *Civil Rights Digest*, Spring 1975, 7(3), 35-40.

Dillin, L. D., Jr.: "One solution to serious staffing problems: A new look at part-time employment." Paper prepared for Public Administration class at University of Southern California, February 11, 1977.

Eyde, L. D. "Flexibility through part-time employment of career workers in the public service". Personnel Research and Development Center, Professional Series 75-3, Washington, D.C.; U.S. Government Printing Office Stock No. 006-000-00930-1, June 1975, Second Printing, January 1976.

Growing part-time work force has major impact on economy. *New York Times*. April 12, 1977. p. 1 ff.

New York State Temporary Commission on Management and Productivity in the Public Sector. "An introduction to alternative work schedules and their application in the State of New York." Albany, N.Y., February 1977.

Silverberg, M.M. "The case for part-time employment". 1974. National Women's Political Caucus, Washington, D.C.

Mrs. SCHROEDER. Our last witness this morning is Mr. Heinz R. Hengstler, president of the Hecon Corp.

We are delighted to have you with us this morning.

STATEMENT OF HEINZ R. HENGSTLER, PRESIDENT, HECON CORP.

Mr. HENGSTLER. Your comparison with regard to prices, I don't think it is fair that I should pay \$6 either.

Mrs. SCHROEDER. There are inequities everywhere.

Mr. HENGSTLER. Madam Chairwoman and members of the subcommittee, my name is Heinz Hengstler. I am president of Hecon Corp., Tinton Falls, N.J. Hecon is the North American subsidiary of J. Hengstler K.G., a 130-year-old West German company that makes digital controls and various data collection equipment. Since 1971, our Flexitime division—formerly operating subsidiaries called Flexitime Corp. in the United States and Flexitime, Inc., in Canada—have assisted organizations in both countries in implementing successful flexible working hour systems.

Our parent firm was one of the early pioneers in the development of the flexible working hours concept in Western Europe, beginning in 1968. Hecon was the first private firm in the United States to promote this approach to the rearranged workweek in this country,

utilizing the term "Flexitime" which is our registered trademark. A list of some of the organizations we have served in the United States is included with this statement for the information of the committee.

The committee has received extensive testimony on the administrative and social advantages that flexible working hours provide both to management and labor. Among the benefits ascribed by our customers are increased output—volume—increased productivity, decreased costs decreased need for overtime, reduced absenteeism, and reduced employee turnover. And certainly we must recognize the less tangible but highly significant benefits of improved employee and employer morale resulting from increased job satisfaction and better understanding.

Our experience has been primarily in the private sector with service industries such as banking. At least until it gets a stronger foothold, flexible working hour systems seem to have their best application in service industries where natural peaks and valleys occur in the workload. For this reason, government would seem to be a logical and propitious area in which to experiment with the various applications of the rearranged workweek. I include in these applications the compressed workweek—which is a rather rigid form of the revised standard workweek—and part-time and job-sharing systems, which may develop following the prior institution of flexible working hours.

We strongly support testimony previously given by Representative Spellman, Representative Solarz, the Civil Service Commission and others as to major benefits that could be expected to flow from the 3-year program of flexitime experiments that would be authorized by H.R. 2930 and H.R. 2732. While no system is perfect, positive benefits can rightly be expected in productivity and efficiency of governmental operations; scheduling of mass transit facilities and improved traffic flow; reduced levels of energy consumption; and availability of services to the public. The fundamental basis for this legislation, public purpose, is very much present in addition to benefits that the work force itself can anticipate at both managerial and worker levels.

ASPECTS OF FLEXITIME

In my view, it is of the greatest importance that the Federal experiment with flexitime get off to the right start and that it is handled in such a way in all Government agencies that it is not unfairly blamed for problems that may arise through poor implementation and execution. For this reason, I believe our experience will have some value in planning for this broadly based test of flexible working hours.

Let us look first at the other side of the coin. One may wonder why the introduction of flexible working hours continues at a relatively slow pace in the private sector despite endorsements by employees and employers. We find that many flexible working hour (FWH) systems are poorly designed, unnecessarily restrictive, and installed with a seemingly worthwhile "low cost" budget. Since any move away from the rigid 9-to-5 routine produces some advantages, the originators of this implied flexibility can usually claim short-term positive results. The novelty wears off, however, and in many cases the organizational climate and productivity drift back to where they were before, without anybody having the courage to admit failure.

Where this happens, the organization has missed a unique opportunity to completely rethink its purpose, improve communications, and enlist the active support of employees and supervisors. To stop short of this ambitious goal amounts to nothing more than lip service to new terms, legalized tardiness, and continued lack of professional growth on every level.

For our part, we are anxious that the proposed 3-year experiment with flexitime in the Federal Government succeed at all levels and that it become the landmark study that it deserves to be. Certainly we will cooperate in any way that we can. Initially, I would like to assist by outlining in broad terms the understanding and experience we have gained in marketing flexitime concepts and equipment.

IMPLEMENTATION OF FLEXITIME SYSTEMS

To begin, flexitime systems must be based on fairness to all employees, accountability of all employees, optimum flexibility, and improved planning by all concerned of the work to be done. We find ourselves constantly seeking to overcome the tendency of most organizations to settle for very limited flexibility, rather restrictive systems, and inadequate methods of accountability. It is true that even in these situations, some immediate and short-term benefits can be expected. After all, employees and employers are likely to endorse short-term change as something better than they had before, but without thinking through the opportunity flexitime offers to upgrade the quality of their work.

Properly conceived, flexitime should fundamentally change habits of employees and supervisors and managers when at least a minimum of real flexibility is provided. This minimum, in our view, is a variable-length day of at least 2 hours in the morning, during lunch, and in the evening. This will necessitate that one rethink the task to be accomplished, plan ahead at least 5 hours on all levels, communicate the goals of the next day before quitting time, delegate more responsibility to lower levels, evaluate the work flow, and allow the working hours to constructively "glide" along the workload. In effect, the supervisors and employees become job oriented rather than time oriented. The real needs of the organization always come first, but there is no reason why these needs should not be compatible with an increased freedom of choice for the employee and a better balance between personal life and working life. For these reasons, we regard the master plan called for in both H.R. 2930 and H.R. 2732 as an essential step in implementing the 3-year program of experimentation with various flexitime plans.

Without expressing an opinion with regard to either the "voluntary" or "mandatory" nature of the trial programs, we do think that each experiment should have a stated goal which assures that a sufficient sample of programs, methods of accountability, measurements of productivity, and so on, are undertaken to allow a meaningful conclusion at the end of the test period. We find that successful and highly beneficial FWH programs are modern management tools and catalysts for change, not merely changes of schedules. They must be supported and endorsed from top management down through all levels of each organization. They grow in substance and benefits over a period of time as each level learns to cope with new responsibilities, challenges, and opportunities, no matter whether this takes 3 months or 3 years.

If top management takes an active role during the implementation process, it will be clear to everybody that each department voting against FWH will have to come up with a very good and acceptable reason to do so. The benefits for the employees and for the organization will have to be shared reasonably on a 50-50 basis to give both groups an incentive to support the new way of life under flexible working hours.

We believe that employees today are better educated and ready to take over a larger responsibility, functioning with less supervision and without the need to have assignments "spoon-fed" to them, or to have continuous, detailed instructions from supervisors. There may be reasons for limited flexibility and minimum coverage in some organizations, and this should be spelled out where it is applicable. Employees will respond to real needs. But employees have a hard time understanding arbitrary starting and quitting times which are not goal-oriented but rather tend to accommodate weak supervision.

The Carter administration has required all Federal agencies to prepare for "zero base" budgeting, a process which hopefully will provide full disclosure of the work to be done with daily, weekly, monthly, and quarterly variations in the workload. Thus, timing of the experiment with flexibility is propitious because it will result in a better test of how to accommodate employee needs and desires for freedom of choice with the organization's need to function efficiently.

IMPORTANCE OF ACCOUNTABILITY

Both H.R. 2732 and H.R. 2930 provide for the use of time recording devices, thus recognizing the need for reasonable accountability. Most people have a psychological need for accountability, and the need increases with increasing degrees of flexibility. This accountability requires a reliable and unbiased record of hours worked by employees. Several approaches are used in the private sector:

(a) The honor system, in which no record is kept. The employees "remember" time worked and the company goes on the assumption that contracted hours are worked.

(b) The manual system, in which a time sheet is posted and employees sign in and sign out by hand. This system is subject to error, rounding off, and requires a considerable amount of computation time.

(c) Conventional time clocks, which record time worked by providing a printed record of exact times that employees arrive and depart. Computation of actual time worked is still needed.

(d) Time accumulation equipment, which provides a visual record of the individual employee's cumulative time worked at any point during the work week, but does not record starting and stopping times which distinguishes it from the time clock.

(e) Electronic computer systems, in which not only time is accumulated, but various other kinds of employee-related recordkeeping are possible.

COSTS VERSUS BENEFITS

There is a cost and a benefit associated with each of the methods described above. This cost may be up-front or it may be continuing and hidden over a long period of time. Manual and honor systems require more supervision, and a supervisor's time should be utilized

for planning. We feel that a proper test in broad scale implementation of flexitime should include all of the above alternatives. The private sector we serve reports amortization of the total systems implementation including flexitime accumulator within 3 to 12 months, depending on circumstances existing before FWH was tried degree of managerial control, workflow, loose work methods. The recording method used ideally should be subtle, accurate and record only the information needed—no more, no less.

All tests and pilot programs should be measured not only with regard to the effectiveness of the concept of FWH as it relates to productivity, service, morale, and so on, but also with regard to the various time recording methods. The cost of hardware and supplies, as well as the hidden cost of excessive supervisory and employee time used in keeping track of hours worked in manual systems, are very significant factors in making ultimate judgments about the Federal test of flexible working hours.

I appreciate the opportunity to appear before you on this very important legislation. I will be pleased to answer any questions you may have.

Mrs. SCHROEDER. I appreciate your being with us and patiently waiting through this incredible morning as we run back and forth. I think we especially appreciate having the experience of private industry in this area.

Let me ask some questions about when flexitime first went into effect. You have had it in Europe for quite some time. Were there problems initially with the supervisors? Was it a difficult adjustment, and did you find some were able to handle it and the others weren't? Did you have to have a new training program for the supervisors? How did you get it all launched? Because your point about making sure it is launched properly is very, very important.

Mr. HENGSTLER. I think this is indeed very important. What I didn't mention in the statement, we tried it in our parent company first and the benefits were so significant that we simply felt the world ought to know.

The second point is that in each organization we run into significant difficulties. This happened 10 years ago and it still happens today. There are people who are used to good systems that couldn't possibly imagine that an organization could function effectively if people were coming at various times. So you consider this the most important factor.

That is why I also put here in my statement, top management should be involved all the way, if only personnel departments handle it, it is half a failure, because it is looked upon as a playing around with schedules. It is looked upon as some new invention which comes and goes and it is not recognized as a program of substance.

That is why we always recommend that management should get involved and, in fact, participate.

So the direct answer to your question, yes; we do run into difficulties, and we have individual sessions for employees on lower levels, for supervisors, for management to convey to them that this is a program which is for all. It is not for one particular group.

Mrs. SCHROEDER. The thing that everybody seems to be fearful of is the loss of control, slippage in communication, the decrease in efficiency. You have heard them over and over and over again.

Mr. HENGSTLER. Sure.

Mrs. SCHROEDER. I think I hear you saying that can happen if you're not doing it properly. But there is a way to do it that conveys to everyone you're very serious about doing it and that none of those dreaded things occur, and in fact, things get better.

Mr. HENGSTLER. I think it usually starts with explaining the goals of any type of office, department, or organization. Managers and supervisors, in my view, have been used too long to the concept of filling up a place with people, and if everybody is here by 9 o'clock, we hope that everything goes right because after all, we are prepared for everything that may happen.

Our typical question would be coming into the organization, how many people are in this department? You may say 25. How many do you need? The answer to that is: What a stupid question; if I didn't need 25, I wouldn't have 25.

Next question, what do you do if only 20 or 15 show up; do you close? Of course not. So the answer is yes; we can function with about half of the staff for a period of time and that is the basic recognition that flexibility is possible.

But it takes a relearning of processes on all levels, and that is why we also find if only a limited flexibility, let's say half hour, were to be given, the organization doesn't change; there is no need for it. You sort of have to take away the safety net that everybody is still here reasonably, and that is why we claim a 2-hour flexibility should be almost a must.

But people are reluctant to move into this. They think everything falls apart.

Mrs. SCHROEDER. I can understand how you may be able to do that with your size company. But, in the Federal civil service, how do we do that? Is it possible? Do we just throw up our hands and say how do we take away everybody's safety net across the board?

Mr. HENGSTLER. I don't claim to be an expert in the Federal Government, but I think there are some assignments, some jobs which are defined. There is a certain knowledge about the workload and the workflow, be it on an hourly basis, a daily basis or weekly basis. The peak workload may be at 10 o'clock. Particularly there are phone calls. This is why you have to have an examination of the workflow and simply build hours around it.

To some people this means a limitation of flexibility. People cannot do what they want? And our answer to that is, yes, they really cannot do what they want. The organization comes first, but we still can accommodate the private needs versus the organizational needs within limits.

Mrs. SCHROEDER. Again, I really thank you for your testimony. We really appreciate it.

Mr. HENGSTLER. Thank you.

Mrs. SCHROEDER. The meeting is adjourned.

[Whereupon, at 11:45 a.m., the meeting was adjourned.]

PART-TIME EMPLOYMENT AND FLEXIBLE WORK HOURS

FRIDAY, JULY 8, 1977

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
SUBCOMMITTEE ON EMPLOYEE ETHICS AND UTILIZATION,
Washington, D.C.

The subcommittee met, pursuant to notice, at 2 p.m., in the second floor conference room, Federal Building, Denver, Colo., Hon. Patricia Schroeder (chairwoman of the subcommittee) presiding.

Ms. SCHROEDER. Let me call the subcommittee to order, and thank you all for coming.

We are going to continue hearings on two bills, H.R. 2930 and H.R. 2732, which would establish a 3-year experiment with flexible and compressed work schedules.

The other bill under discussion is H.R. 1627, which is a bill to expand part-time employment opportunity in the Federal Government.

The GAO has recently indicated that there are 300,000 to 1 million employees in the private sector on flexible schedules with an additional 1.2 million using compressed schedules.

In the public sector there have been similar interests in alternative work schedules. However, because of the restraints of the Fair Labor Standards Act requiring overtime pay after 8 hours work in a day, or 40 hours work in a week, these experiments have been limited to the simplistic 8-hour working day schedule.

The bills before us would amend appropriate pay and hours of work laws to permit greater experimentation. It would allow employees to participate in 4-day work week experiments, and to bank credit hours, working shorter hours 1 day or a week, which would be made up during another day or week.

Last session the House passed H.R. 9043, which was a similar flexihours bill. However, the Senate did not act on the flexitime bill.

In contrast, the Senate passed the Part-Time Career Act, which the House failed to act on.

Part-time employment in the private sector has risen to 17 percent, only 1.9 percent of the Federal work force is permanent part time. However, limiting the jobs to a traditional 9 to 5 work schedule neglects the needs of large numbers of people. This includes parents of small children, the handicapped, and elderly who prefer phased-in retirement, as well as students who need to pay for their own college educations.

While there is some question as to whether there is a skilled labor pool that wants to work part time, the Bureau of Labor Statistics has come up with statistics that say that 12.5 million people nationwide

are working part time because of their preference, while 3.5 million people work part time because they are unable to find full time jobs.

Other BLS statistics indicate that one-fifth of the unemployed are looking for part-time work, rather than full time.

However, these figures fail to include the "hidden unemployed" who don't show up in the official unemployment rolls.

In testimony submitted to this subcommittee, Economist John Haldi describes the harried lifestyles that are a driving force toward reduced working hours. In terms of time, the average family today is no better off than the average family in 1900. Today working couples spend an average of 73 hours at work or commuting, while the one-wage-earner family in 1900 spent 75 hours for the same purposes.

In fact, today the one-earner family is in the minority. Fourteen million husbands support their wives, with or without children, while 1½ million wives support their husbands. Finally, there are 5 million other single female heads of household. Today half of the mothers of children under 18 are working because they have to, with increasing numbers of married women working to supplement family incomes because of the rising cost of living, housing, and higher education.

However, present employment practices do not allow employees the flexibility of working part time when their family, health, and personal circumstances require it. Testimony presented by the Wisconsin civil service job sharing project indicated that when polled 6 percent of the state employees showed an immediate interest in reduced work hours.

To make matters worse, we presently discriminate against workers who prefer to work part time by shunting them into dead end jobs—regardless of their skills and needs.

Tables presented by the Civil Service Commission's Bureau of Manpower Information Systems indicate that part-time employment is not solely a women's issue.

While only 1.9 percent of all Federal employees work part time, the Postal Service hires 16 percent permanent part-time employees, 69,000 men and 42,000 women. The Veterans' Administration has 9 percent permanent part-timers, 12,953 men and 7,258 women. In the blue collar pay plans, 13,000 men and 6,000 women are working part time.

However, permanent part-time employment in executive departments and agencies drops way down after the VA. The Civil Service Commission hires 3.5 percent, 55 men and 266 women; the Interior Department, 3.2 percent; the Department of Agriculture, 2.9 percent; the Department of HEW, 2.7; and 2.3 percent in the Department of Commerce.

Moreover, these figures show a decline in permanent part-time employment in 1976. From 1975 to 1976, it went down from 160,108 to 149,900 employees.

Minorities, which account for 16.8 percent of the permanent part-time total, decreased from 30,214 to 25,144 employees.

Youth under age 23 represent 11.9 percent, and went from 20,073 to 17,871 employees.

Older adults over 55 represent 10.1 percent, and fell from 17,094 to 15,072.

Far down the list come the handicapped workers, accounting for only 1.5 percent of the permanent part-timers, who dropped from 2,406 to 2,267 employees.

Commission computer printouts show that 89 percent of the part-time jobs are in the lower grade levels. Part-time employees are found predominately in the service jobs.

The medical services hire 13,617 part-time physicians.

The clerical services include 11,975 part-timers.

The food services count 4,027 part-time employees in their ranks.

The tables show—of the 20,449 part-time employees in GS and equivalent grades—the following breakdown:

	Number	Percent
Grades 1 to 3.....	¹ 7,134	35
Grades 4 to 6.....	9,112	45
Grades 7 to 9.....	2,224	11
Grades 10 to 12.....	1,403	6
Grades 13 to 15.....	573	3
Grades 16 to 18.....	² 3	

¹ Part-timers.

² Employees.

The following figures show the percent of men and women at different grade levels:

Grades	Percent women	Percent men
1 to 3.....	83.9	15.4
4 to 6.....	75.9	23.6
7 to 9.....	60.2	38.9
10 to 12.....	51.1	48.8
13 to 15.....	17.3	52.5
16 to 18.....		100.0

I am happy to welcome as scheduled witnesses today Gary Uhlmann, HEW Regional Personnel Director; Bob Robinson, State director, Green Thumb; Fay Marsh, area director of the Communication Workers of America; Mildred J. Stier, Colorado Department of Personnel; Barry Rosenberg, Mayor's Commission on the Disabled; and Dorothy Renteria, president of the Millicent Ollewelt Chapter of Federally Employed Women.

Some of the testimony that we have taken previously on these bills has indicated there are no people who want to work part time, that putting people to work part time is really unfair because they all want full-time employment, and so on.

We have gone through some statistics we think counter that, but we will get on with the witnesses that are here to have their information on the part-time and flexitime bills that we have in front of us.

The first witness that we have scheduled this morning is Mike Lopez, who is the Equal Employment Specialist Officer for Civil Rights of the HEW Office.

Mr. UHLMANN. There has been a change, Madam Chairman.

Ms. SCHROEDER. We are delighted to have you here.

STATEMENT OF GARY UHLMANN, REGIONAL PERSONNEL OFFICER, REGION VIII, DENVER, COLO.

Mr. UHLMANN. My name is Gary Uhlmann. I am the regional personnel officer at HEW, and Mike couldn't make it.

I think what I would like to just briefly say is that HEW has, since August of 1975, conducted a flexitime experiment, and, in the almost 2 years, we've had it, we find that the advantages certainly outweigh

any of the problems that have come up in terms of both employee morale, which has been the biggest factor, I think, plus any ability to cut down what we consider to be absenteeism in terms of fewer employees are charged now with tardiness, for example.

In fact, we probably have little, if any, tardiness as a result of our flexitime experiment because employees can come in anytime between 7 a.m., and at this point in time, 8:45 a.m. in our current experiment.

We have expanded the current experiment to include what we call flexilunch, so that an employee—the normal lunch hour is one-half hour—has a chance of going to lunch actually a total of 1½ hours, and simply makes up the additional time at the end of the day.

So that our experiment in flexitime, I think, has proven to be a positive step in terms of employee morale, and in getting greater productivity, although I would have to say measuring productivity is a rather difficult type of exercise to go through, but I think the employees themselves, knowing that they can to some extent control their working hours, when they do come in are more productive, and, as I say, the tardiness problem has been eliminated, and much of the sick leave, for example, if you can schedule your appointment early in the morning or late in the afternoon and come early in the morning, then there is no charge to sick leave on the part of the employee.

In terms of the current bill, in terms of changing to a 4-day workweek, I think we support that. We do have some problems with some of the provisions in the bill which would, we feel, limit, or perhaps take away to too great an extent management ability to control the working hour situation.

In particular, the idea of a credit bank so an employee would work, say, 50 hours one week and 30 hours the next week, and this presents some problems in scheduled work, as well as frankly in the control of the work, just the time and attendance recordkeeping.

Two, it would, I think, create some problems in terms of what is overtime and which hours are overtime versus which hours are creditable for this up to 10-hour credit.

And I think under FLSA, certainly right now we are in a position where we have to make sure the employee only works the designated number of hours, or we suffer a permit, and we are charged with additional, or at least the law says we would have to pay overtime in those situations.

So, administratively, we see some serious problems with the 10-hour credit as well as trying to match that versus perhaps the employee's decision that, "this is not credit, this is actually overtime I worked. These are the hours of credit that I want charged to my account."

So, we're not sure how that would work out, but we do foresee some major problems in administration, but basically we feel the 40-hour compressed workweek, and the 4 days instead of 5 would be an advantage in many cases.

Ms. SCHROEDER. Thank you very much. I appreciate your testimony, and I have heard some good things about your experiment here in the local office, and I think it's very good.

But one of the questions I had is what happened between July 6 and July 8? I have a memo from your office with your name on it from both dates, and it appears that your position changed significantly in 2 days.

Mr. UHLMANN. Well, basically I think I didn't pay enough attention in the earlier memo. I support the change in terms to 4 days, but some of the provisions on the administrative side I didn't look at as closely on that until after yesterday we had the Civil Service Commission in.

I was testifying there, at least participating in their activity, so I really didn't get to, until last night, to review this as closely as I should have.

Ms. SCHROEDER. Was this Civil Service about this issue?

Mr. UHLMANN. No, President Carter's changes in the personnel administration program and Federal Government.

Ms. SCHROEDER. So this is your change. It didn't come from anywhere else?

Mr. UHLMANN. Right.

Ms. SCHROEDER. And you think that there's a way feasibly to deal with the 4-day work week without having the work credit?

Mr. UHLMANN. Yes, I think, you know, basically a 10-hour work day is what I think has been tried several places in the Denver area, and in private industry it has worked well.

So I think just a 10-hour work day, four days a week without any credit given, say, that could be carried over, would appear to me very feasible, and has worked with Norgren and Co., and a few others that I am familiar with here in Denver.

Ms. SCHROEDER. Would not it be helpful, though, from personnel management in a way, unless each week is absolutely the same, to be able to use the credit to plug into weeks that are busier than others?

Mr. UHLMANN. Possibly, although in terms of the workload I think we have in general, it is fairly steady.

Speaking, certainly, as to my own office with personnel, I don't find a slack period any time of the year, but dealing with, say, social security as the main or largest component of HEW, the work load, I would say, doesn't slack off at any point in time; the demand for services is fairly steady.

We don't have the peak period, say, winter or summer, or anything like that that I'm aware of.

Ms. SCHROEDER. Congressman Harris, do you have any questions?

Mr. HARRIS. Thank you, Madam Chairman. I am interested in your personal opinion on how well the "experiment" has worked. Do you think you have gotten additional productivity, or the same productivity, or less?

Mr. UHLMANN. As I say, I think it's hard to measure. I think across the board we've gotten more productivity. We've had the office open more, for example. We are now open from 7 a.m. to 5:15 p.m. under our flexitime experiment.

Two, I would say that particularly from 7 to 8, and perhaps from 4:30 to 5:15, it's a lot quieter and you can get a lot more done. There is less interruption and, for example, my office, if somebody is working in a classification of a job trying to evaluate a job, look at the statistics.

If there is no interruption, no employees coming in, or managers calling that early, 7 to 8 period, I think we are a lot more productive than we are between, let's say, 8 to 4:30 hours when the normal traffic flow comes in and most of the employees are on the job.

Mr. HARRIS. Has it broadened your recruiting potential at all?

Mr. UHLMANN. I would say yes in terms of some women, and others, who have said specifically we want to transfer to HEW, because of flexitime, from some of the other Federal agencies that currently do not have flexitime.

Mr. HARRIS. This I would like a frank appraisal on. Has there been any morale problem within an office created by having flexitime people on board? I would like you to be frank on that, if you would.

Mr. UHLMANN. Yes; I would say in the smaller offices where there is maybe one supervisor and a secretary. Some bosses or managers are used to having a secretary when they are there, and if the secretary say, elects to come in a 7, and the boss doesn't come in till 8, then he is without a secretary at the end of the day.

We had a few problems to start with, I think, but in general where you have a more broader scope in terms of number of employees, and this is true of most of our offices, we can accommodate that pretty well, but we have got one or two people in an office, and they both, you know, say, two clerical come in at 7, and the boss doesn't come in till 8 or 8:30, then you could have some problems, but that's been the minority of cases, frankly, very few.

Mr. HARRIS. How about interpersonnel relations as far as those on fixed hours and those that are able to pack up and go home? A lot of time an employee doesn't see the one come in early, but he or she does see the person leave early. I just wondered if that has been a problem?

Mr. UHLMANN. Well, I would say no. We have actually in HEW, here in the regional office, everyone is on flexitime. There is nobody who is not, except, so to speak, across the street where, in the Food and Drug Administration they have elected to go on what they call flexitour.

Anybody can come in between 7 and 8:45, but they have to come in the same period of time every day, but their situation is a little bit different. They run experiments that they have to measure and keep track of, so I would say that we haven't run into that problem officially in that sense.

I think if we had, say, a computer, and we had to have people on shifts, we might have that problem, but everybody is on the same level, so to speak. They are all covered by flexitime from the Regional Director on down.

Mr. HARRIS. Is it more difficult to supervise employees as far as hours, and what have you, if you have this?

Mr. UHLMANN. I would say it's not more difficult. I think it requires a little more planning in the sense that we, for example, as a national agency, let's say the Washington office decides to have a conference call, and all 10 regions are supposed to participate, and we need certain people for that call.

If it comes in at 8 Denver time, then the manager has to say to whoever he wants that conference call to be there at 8, and we reserve that right under flexitime to do that.

As I say, it takes a little advance planning, but the only other thing as a manager, generally if he wants all of his employees at a given time in one location for a meeting of some sort, he or she is going to have to say this meeting will start at 8:45 because that's when everybody has to be there.

The core time starts, say, from 8:45 till 11 or 1:15, but I don't think it's too much more difficult. It requires a little planning.

Mr. HARRIS. Now, why are you opposed to the bills?

Mr. UHLMANN. Just those portions which I think make it difficult to administer the time frame.

In other words, if we say to an employee that, all right, this week you are working 50 hours and you are getting 10 hours' credit which you apply next week, I find that hard to administer basically in terms of just keeping track of it.

You have got one employee probably a little easier, but when you are dealing with 20, 25 employees or more, and you are counting on them to be there, and then you suddenly realize under this bill, well, they are gone because they built up 10 hours here or 10 hours the week before, whereas under a straight, say, 10-hour schedule each day, you know, they will be there.

Mr. HARRIS. You don't object per se to the idea of requiring a flexitime system of some magnitude in the Federal Government?

Mr. UHLMANN. No; I support it, and I think other experiments, at least in region 8, has been successful, and I would like to continue for that matter.

Mr. HARRIS. The question is whether it's just authorized, of whether it makes other agencies do it, not just one or two agencies do it.

Mr. UHLMANN. Well, I think here again it's up to that agency. I would support it. I think it has a lot of advantages. I would say to you that maybe Fitzsimons Army Hospital, the nurses and doctors, you may not be able to operate flexitime for them.

If the patient needs pills at a certain time, you can't simply say to the nurse, come on in anytime between 7 and 8:45.

I think there has to be some judgment here, but I think most of the Federal agencies could easily adapt to flexitime, and frankly, in the Denver area many of them at least have either adopted some sort of flexitour or are experimenting with flexitime; even the Lowry Air Force Base, for example, and the Finance Center has started a variation of flexitime and flexitour here; and some of the Department of Interior agencies, I understand, are looking into it.

Mr. HARRIS. Thank you very much.

Ms. SCHROEDER. I just wanted to ask a quick question. With your professional employees, do you have compensatory time?

Mr. UHLMANN. Not really under the regulations. I think the biggest problem we had with a few professionals was getting them to sign in and out, which I think under our flexitime experiments we have a requirement that the employees sign in in the morning and sign out in the afternoon, and some professionals objected to having to do that initially, and we convinced them, since the Regional Director signed in and out, they weren't all that different and would do so, and we overcame that problem pretty fast, but these are, I think, initial things that you really don't expect.

I think we ask, you know, every employee to sign in and out, but I would say that there is no real problem there.

Ms. SCHROEDER. Part of the concern I had is, I know when I worked for the Federal Government, we did have compensatory time, and I think the bank project is similar to what we did in logging it, and I wondered if HEW had the same proposal with professional employees because it seems to work quite well.

Mr. UHLMANN: Well, I've had experience both in the Federal side and in Jefferson County where, frankly, compensatory time has gotten out of hand to the point where some employees in Jefferson County had over 2,000 hours of compensatory time.

That wouldn't happen in the Federal system because there is a limit; they must use it in a certain time, but we have the provision for comp time for those who are GS 11s and above.

You know, the option is to pay them, but we have tried to limit the use of comp time because in the long run it is to me a disadvantage.

You have to pay or lose that employee from that work situation for the amount of compensatory time, and, quite frankly, most offices that I'm familiar with are already understaffed, and so when you let somebody build up time, and then use that, what you run into is at the end of the year, during the course they can use or lose situation, annual leave, and you get some offices in December that really don't have adequate staff to do the job.

So, basically I'm not really a supporter of compensatory time. I don't think it's a good idea.

Ms. SCHROEDER: And you are afraid that this bank is too similar to that?

Mr. UHLMANN: Right.

Ms. SCHROEDER: Even if you put limits on how to use it within the next week?

Mr. UHLMANN: Well, then, I think management is at a disadvantage. Let's say in my case, in personnel, all right, you can work 50 hours this week, and that week you have got to bank 10 hours, and Washington says we're reorganizing the Office of Civil Rights today, and we need this, this, and this out by tomorrow, and I look for my employees, and they are gone for that day, and I owe them the 10 hours.

I don't think I am in a very good position to say, well, no, I can't let you go now.

Ms. SCHROEDER: Except it seems to me to take the other people who are planning to work less, and ask them to work more. I suppose it depends on how small an office, but I would think that would give you more flexibility to meet those kinds of ups and downs in the work department.

Mr. UHLMANN: Well, I think in certain cases where you have adequate staffs, and you have them crosstrained so one can do the work of the other, and I would submit to you that that's an ideal situation we don't have enough of, and, you know, if I'm down to two people who classify a job, and one is mounted on to be there, and one is on leave and the other one gets sick, then I am lost.

I don't have the flexibility I think I need, so basically I don't like comp time or this concept of credit.

Ms. SCHROEDER: Counsel, I think, has a few questions.

Mr. BREITENBERG: Mr. Uhlmann, during the period of the experiment, have any of your firstline supervisors complained to you about the manner in which the flexitime program was operating?

Mr. UHLMANN: Well, firstline supervisor? Several supervisors have come in, one component of HEW, to be honest with you, have not been as supportive as the rest of HEW in the region, yes.

There are some supervisors who felt that they couldn't get along with this because they didn't know when their staff would be there

and when it wouldn't in the sense that, you know, but during the core hours they were there, but they lost control over the one and a half hours in the morning, and the same period in the afternoon.

Mr. BREITENBERG. How far in advance are managers notified of their employees' schedule for the next day or coming week?

Mr. UHLMANN. There is no requirement for the employee to notify them.

Mr. BREITENBERG. Then there is no way for a manager to know his employee's schedule from one day to the next?

Mr. UHLMANN. Right. In other words, if I come to the office tomorrow at 8 o'clock, it's conceivable that nobody would be there. But that, you know, we polled the employees before we started this, and we had a pretty good idea of the time frame.

Most employees, frankly, over probably around 70 percent opted to come in in the morning earlier.

We used to have 8 to 4:30 hours. Most employees come in between 7:30. A lot of them come in at 7:00, but I think most 7:30, quarter to 8:00, so that they get through, especially in the summertime.

If they want to play a round of golf or do something in the afternoon, take off at 3:30, quarter to 4. In the wintertime it changes a little bit. If it is snowing out, then they may not come in until 8:45 in some cases, but, here again, there is a core group, frankly, that comes in just about the same time as they did before, instead of 8 it's now 7:30 or 7:15.

But the employee, yes, doesn't have to say, you know, they don't leave in the evening and say tomorrow I will be here at such and such a time.

Mr. BREITENBERG. Has that type of scheduling posed many problems for your managers?

Mr. UHLMANN. Just in those small offices where there's only one or two employees at times, yes, and if you have got two employees and one is out on vacation, and the other one doesn't check in, say, until 8:30, and the boss needs something at 8 in a few cases, but we have been generally successful because most offices are large enough and there are enough people that the office is covered.

Mr. BREITENBERG. Do you find that the core hours set in your Regional Office are realistic for the mission of your agency?

Mr. UHLMANN. I would say yes, we have started out originally from 7 to 9 and set 4 hours, and then the managers indicated, look, that doesn't give us enough time during the whole day when everybody is here, so we cut back a little to 7 to 8:45, but we in the regional office set the hours with the approval.

Mr. BREITENBERG. And you believe each agency should have the ability to set their own core hours?

Mr. UHLMANN. Yes; definitely. And we have a local union here in the regional office, so we work closely with the union, and the questionnaire went to the employees, and we originally asked them what time would you come in; 7, 7:15, 7:30. What do you prefer. And that's how we basically came to the core hours that we have.

Mr. BREITENBERG. Regarding the problem of tardiness, do you have simple sign-in-sign-out sheets for your employees?

Mr. UHLMANN. Yes.

Mr. BREITENBERG. Do you feel that's adequate?

Mr. UHLMANN. Yes; as long as there is some review of these sheets by the supervisor. In other words, we expect the employee to sign in and out.

We haven't really had too much of a problem in their doing that.

Mr. BREITENBERG. It's a question of trust, basically, isn't it?

Mr. UHLMANN. Yes, but 90 percent of the employees or more, I think, are trustworthy in that respect.

You are always going to get a few who fudge in on signing in and out, but the manager should review that and tie it into the basic timecard for the employee.

Mr. BREITENBERG. Were your managers given any form of training before the flexitime experiment was put into operation?

Mr. UHLMANN. They were given orientation; this is the way we want to set the program up. These are the responsibilities you as a supervisor have, and the employees were told what their duties would be.

That this was an experiment, and that in order to try it out, we had to keep a record and make sure that we were programming with the basic requirements, and some sort of sign-in-sign-out sheet was required under the regulations.

Ms. SCHROEDER. Thank you very much. We appreciate your time and effort in coming.

Mr. UHLMANN. Thank you.

Mr. HARRIS. Thanks for both the statements.

Ms. SCHROEDER. Right. We liked the July 6 one better than the July 8 one. Thank you, anyway.

[The July 6 and July 8 comments referred to follow:]

MEMORANDUM, JULY 6, 1977

To: Congresswoman Pat Schroeder.

From: Gary J. Uhlmann, Regional Personnel Officer.

Subject: Flexitime.

The following represents our views on H.R. Bills 2732 and H.R. 2930 which authorize Federal agencies to experiment with flexible and compressed work schedules:

1. In HEW Region VIII, we have had Flexitime as a 6 month renewable experiment contract since August 1975 and we intend to renew our 6 month Flexitime experiment again next month (August 1977) for an additional 6 months. Flexitime for our 900 HEW employees is a well accepted work style which has been used as a model and accepted by other local Federal agencies such as the Air Force Finance Center, FAA, Department of Labor, etc.

2. We concur with Title I and Title II of H.R. 2930 which will allow a 3 year experiment period for compressing the work week to 4 working days by having the employee perform his duties in such a manner that the 40 hours during the work week are worked in 4 working days. We also concur with H.R. 2732, Title I, II and III which basically is very similar to H.R. 2930 about a 3 year experiment for Federal agencies with flexible and compressed employee work schedules.

3. We would like to register employee concern about the provision in both H.R. 2732 and 2930 which states in Sec. 105 that Federal agencies may use recording clocks as part of their experiments under this title. Our opinion and experience indicates that recording clocks are not needed with adult employees that have already experienced 2 years of a high trust level in Flexitime experiments.

4. We are of the opinion that the compressed work week of 4 work days as directed in both H.R. 2732 and H.R. 2930 will result in increased production and high employee morale. In our case, Flexitime has been a very positive experience.

MEMORANDUM, JULY 8, 1977

To: Congresswoman Pat Schroeder.

From: Gary J. Uhlmann, Regional Personnel Officer.

Subject: Flexitime—Written testimony concerning H.R. bills 2732 and 2930.

This memorandum revokes and replaces my memorandum dated July 6, 1977, concerning this subject.

The Department of Health, Education and Welfare, Region VIII, recommends against passage of H.R. Bills 2732 and 2930.

The reasons for this recommendation are:

1. The Bills do not retain for Federal managers the flexibility needed to conduct operations in the most economical and effective manner.

2. Even though the legislation does not mandate participation in the experiment, our experience leads to the conclusion that passage of the legislation would place overwhelming pressure on agencies to conduct flexible scheduling experiments. Once the "experiment" begins it is nearly impossible to avoid the evolution of a permanent practice. The Bills do not provide a framework within which managers can, on a continuing basis, fully utilize the employees' time.

3. Decisions concerning the necessary and appropriate schedules must be made by local managers who are most familiar with operational needs. The Bills appear to give the authority for making such decisions to the agency head and to the Civil Service Commission. This would prevent local managers from being responsive to local needs. The authority to make the decisions identified in H.R. Bill 2732, Section 102.(b) should be given to the head of the local installation.

4. The timekeeping requirements which would necessarily accompany the experiments would create an excessive administrative and supervisory burden.

5. The Section on "Prohibition of Coercion" will lead to endless disputes and conflict. There is virtually no limit to what some employees can perceive as being intimidation, threatening, or coercion. This section of the legislation could (and undoubtedly would) be used by a small percentage of employees to harass managers. If the manager would be given authority to exercise necessary discretion to achieve operational needs, there would be fewer occasions when questions of coercion would arise. This section is not conducive to good employee relations within the agencies.

While the Department of Health, Education and Welfare, Region VIII, is opposed to the passage of H.R. Bills 2732 and 2930, we would not be opposed to other legislation allowing experiments with flexible scheduling of work hours, the four-day week, and other compressed work schedules.

It is important to be responsive to the desires of employees. When there is a conflict between the personal desires of an employee and the operational needs of the Agency, a good-faith attempt should be made to reconcile the conflict. However, when the conflict is not reconciled, it must be understood that the operational needs of the Agency must govern. Legislation allowing experiments in these areas must preserve management's right to make these basic decisions if managers are to be held accountable for conducting business in an economical and effective manner.

Thank you for this opportunity to testify.

Ms. SCHROEDER. The next witness is Bob Robinson, State director of the Green Thumb program, Rocky Mountain Farmers Union.

STATEMENT OF ROBERT B. ROBINSON, STATE DIRECTOR OF THE GREEN THUMB PROGRAM, ROCKY MOUNTAIN FARMERS UNION

Mr. ROBINSON. Thank you for making this opportunity available, Madam Chairwoman. I have submitted a statement.

I will not go into it in complete detail, but would like to have it entered into the record.

Though this session is primarily focused, I think, on flexitime, I would like to take a little bit of a look at part-time work because I think that's important, and I think it's been proven that part-time work for older workers, for women, for the handicapped, is a very

effective way of combating some of their major problems which, in their one case may be money, another case it may be isolation, and another case it may be a feeling that they just don't belong to the community.

And, if I may, I will go that way. My experience as the State director for the National Farmers Union, Green Thumb program, which is a title IX program of the Older Americans Act, and administered at the national level by the Department of Labor, has indicated to us that part-time work is very worthwhile, rewarding, and does help older people, students, housewives, who want to work and others to get back into the mainstream of life.

And they can move from "despair" and from "isolation" to being part of the community and to feeling wanted and deserved.

I myself am a part-time worker in the sense that I cover the States of Colorado and Wyoming for Green Thumb, and I'm on a 20-hour week.

Now, that sometimes is a lot of malarky when you are covering these two States because I have 200,000 square miles, and there is no way I can do it.

But, at the same time, the job is part-time, and because it is I can feel that if I take an afternoon off and come down and do this, or I want to go junking, do whatever I want to, that I'm not depriving my employer of his just desserts.

And I don't feel the fact that the Colorado-Wyoming program has a halftime bookkeeper has hurt because though we have—and we are moving rapidly into full time in both States—up until now we've had 14 people in Colorado, and we've had 32 in Wyoming, and we feel part time can be used in the right agency in the right way.

One of the concerns I have, though, about part time is that if I were to have a counterpart, if I am working, say, 8:00 to 12:00, and have a counterpart who comes in and works 1:00 to 5:00, and her philosophy doesn't agree with my philosophy, then we have some real problems because who does the employee accept as the supervisor, and whose word does he or she take.

And, for that reason, I think at the top supervisory level, two part-time bosses won't work, but I do think it will work everywhere else.

I think the Federal Government has shown, through all the American Older Act programs in title IX, the foster grant parent program, the senior aide program, the senior companion and the Farmers Union Green Thumb programs, that 20 hours a week, or 24 hours a week is a good work week for a lot of people.

Now, we hear the myth, and to me it is a myth, that everybody who reaches retirement age wants to keep on working.

I don't believe that is always true, I know when I get a little further down the road, I don't think I'm going to want to continue to work, but at the moment, I don't feel I don't want to work, so therefore part time is very good for me.

I agree with Alan Campbell, who previously testified, that the requirement of a fixed percentage of all of an agency's jobs be set aside for part-time workers is not desirable, and I think one of my personal reasons is that you have to look at every agency as an individual entity, and the mission of one may not be the mission of the other.

One may be able to accomplish it on part time when someone else can't. As I look at a 24-hour round-the-clock hospital or institution,

they obviously just can't do it with part-time workers, and by requiring the scheduling of 10 percent, even though they plan on phasing it in over several years.

We ourselves in Farmers Union's Green Thumb have proven beyond a doubt that part-time work is effective, and just to show a few places that it can be used, we have it in the title VII nutrition programs, we have it in the title III senior centers, in outreach, telephone reinsurance, community centers, public buildings, museums, libraries, schools, and parks.

We have three solar greenhouses in Wyoming that are being staffed by a part-time worker, and the winterization and weatherization programs, which are so vitally important to our people who live in rural Colorado and Wyoming, and many are living actually in substandard housing.

Our sister programs under the sponsorship of the National Council of Aging, the National Council of Senior Citizens, the American Association of Retired Persons, National Retired Teachers Association, and the Forest Service are proving the same thing that we are; that people don't have to work a 40-hour week, and a lot of people want to work only 20.

I would like to add that some consideration is being given at the national level by some organizations of phasing out the work period, and that when I, for example, hit 60, instead of working a 40-hour week, I work a 32-hour week, and when I hit 62½ or 63, I work a 24-hour week and on down, so that when I hit retirement, age I know what I'm going to do with my spare time, and I am prepared for it. The retirement phase is the one period in life that 90 percent of the people reach without any preparation, or any training.

And I'm happy to see that preretirement training programs are being developed. I am also happy to see the State of Colorado has implemented the flexitime deal.

When I was the State director on aging in Colorado, one of my most frustrating times was when I was at work at 8 o'clock in the morning and would call a Federal agency and find out that he or she was not in.

When will they be there? Well, they are due in by 9 o'clock, but we don't know for sure. I am giving you a different aspect of that particular problem.

Or when 3:30 in the afternoon came, I found out that the chap who had to give me the answer I needed was out on the golf course. Not having flexitime myself I have to say I was a little bitter, irritated, and frustrated.

I would propose, if I may, that if flexitime is developed in all agencies, that instead of being on a daily basis where I wake up this morning and say no, I don't feel like going to work until 9, I should have a schedule for a week or month, or whatever period of time the agency determines, where during that whole week or month I should come in at 7 o'clock, 7:30, 8 and whether I should go home at 3:30, 4, or 5.

That is my one concern about flexitime; the haphazard way it is scheduled, and I think Mr. Uhlmann indicated that in a small office they might have nobody in until 9 o'clock, and people at the door at 8 wanting to know, wanting answers.

Which brings me to one point in the bill H.R. 2930 which bothers me. And this is purely personal, I guess.

They say they are interested in looking at the impact on efficiency in government operations, mass transit facilities, and traffic levels of energy consumption, and increase opportunity for full-time and part-time employment.

In the middle of the list they have service to the public; as a taxpayer and consumer I would like to see "service to the public" moved up to the top of the list. The impact on the public is one of the major things that should be considered.

Basically, and I don't want to dispute what may be said or has been said, but my queries to people in the Federal Establishment here in Denver on the effectiveness and desirability of flexitime has been that a poll was conducted, and—if I'm wrong, I will be glad to be corrected—95 percent of the employees voted in favor of it, 5 percent voted against.

And when looking into it, I found out that the 5 percent who were against it, in most cases were in management positions. And that I can understand.

Ms. SCHROEDER. Thank you very much. Knowing your expertise, I really appreciate your testimony, especially on part time, because that's been something a little more controversial than flexitime, and I think your insight into some of management's hesitation to deal with something new is interesting.

We all have that as human beings. Congressman Harris, do you have any questions?

Mr. HARRIS. Does Green Thumb use flexitime?

Mr. ROBINSON. No, sir. We do use it in that it's a 24-hour-a-week program; and the sponsor of the program, for instance, a senior center in Thermopolis, Wyo., running a senior center may have a nutrition aide come in at 10 o'clock in the morning and stay until 2 in the afternoon.

This is part time. They don't use flexitime, and they are not given the opportunity of saying I will come in tomorrow at 7:30.

Mr. HARRIS. Why not?

Mr. ROBINSON. Because of the fact at 7:30 they are not ready for full operations. They prepare the meal at 10. Maybe the cook is in at 7, and she doesn't want anybody around there until 10 o'clock to start setting up the tables, and that's the sort of reasoning.

Another one is the public is used to having a center open certain hours, and flexitime I don't think would be appropriate in programs like Green Thumb, Senior Aides for Senior Citizens.

Mr. HARRIS. Flexitime would work well in some situations but would not work well in other situations?

Mr. ROBINSON. Yes. I think each one is unique.

Mr. HARRIS. So an approach that required all agencies to implement a certain amount of flexitime you think would be wrong?

Mr. ROBINSON. I would be personally opposed to it, but I'm not in Government, so—

Mr. HARRIS. That's why we are listening to you. Thank you very much. Madam Chairwoman.

Ms. SCHROEDER. Counsel, do you have any questions? Again, we thank you very much for your participation.

One thing I did want to ask is, does Green Thumb have problems with fringe benefits for the part-time employees? How do you handle that?

Mr. ROBINSON. I am not sure that I am competent to say whether they do or not. I have not had problems with fringe benefits in these two States, but it's a national program, and I'm sure that in some parts of they country they may.

We would like to see more benefits, but we do provide workmen's compensation, unemployment insurance, sick leave, and vacation.

Ms. SCHROEDER. And you find most people are happy with the part-time jobs; they are not wishing you would make them into full-time jobs?

Mr. ROBINSON. I wish you would let me bring in the—oh, I have got about a hundred now in the two States, and let you talk to them.

Because you would find to them it's one of the most rewarding things, and they did just put a new worker on up in Wheatland, Wyo., who is 87 years old, and she's excited.

She thinks it's wonderful. And she doesn't have to work the total full 24 hours. I have another one in Wyoming. I've lost him for the moment.

I lost him in the last pay period, and I think he is somewhere up fishing in Jackson Hole, but I am not sure.

This is the advantage of this type of program because they don't feel that they are bound, and have to adhere to rigid working hours, as long as they do their jobs.

Ms. SCHROEDER. Thank you again. It was very nice of you to take the time to come over. We appreciate it.

[The prepared statement follows:]

PREPARED STATEMENT OF ROBERT B. ROBINSON

Madame Chairwoman and members of the subcommittee, I am honored to have this opportunity to present my views on both flexitime and part-time employment in the Federal Government, as proposed in H.R. 2930 and H.R. 1627.

All three bills have considerable merit and as the Committee knows, the concepts expressed in them are not totally new. Because H.R. 1627 deals with one area and H.R. 2732 and H.R. 2930 another, I would like to separate my remarks into two sections.

With your permission I would like to first comment on H.R. 1627, the Part-Time Career Opportunity Act.

I believe there is a strong need for expanding opportunities for older people, students, and the disabled among others to participate in the work force. Ideally this could and should be done through the private sector, but as we all know it frequently takes the Government to lead the way.

My experience as a part-time State Director for the National and the Colorado and Wyoming Farmers Union Green Thumb Program has proven to me the value of this type of employment.

I am now seeing at first hand what additional income, a reason for being, and a return to the outside world can do for our older population. It has been very rewarding for me personally to meet with the participants in the Green Thumb program and see them come alive again, to move from despair to hope, from isolation to being part of the community.

You might wonder what this has to do with the Federal Government providing part-time opportunities, but I see this as a chance for workers at all levels to enter the government from the lower grades to well up on the scale. I do not feel that the Colorado-Wyoming Green Thumb Program has suffered too much by the fact that I am only on a half-time basis, nor because our bookkeeper is on half-time nor will we suffer when in the expansion of the program we will have a Technical Counselor who is half-time in Colorado and half-time in Wyoming.

One concern I would have at higher levels of management would be if there were two half-time bosses, this I think could be catastrophic. And if on Monday, Tuesday, and Wednesday morning we did everything my way and then on Wednesday afternoon, Thursday, and Friday we did everything her way, I would hate to be one of the workers.

The decision making has to be in one place, though the process can be split.

I am sure that in the thousands of jobs in the Federal Government, there are many which could be adapted to part-time work. In fact, any agency which is on an around the clock basis practices the concepts of part-time work now. The employee on the day shift passes the baton to the one coming in on the evening shift and it is then passed on to the night shift, with no loss in continuity of the work flow. Interjecting two half-time employees in lieu of one full-time should not adversely affect the operation.

I agree with Alan Campbell, the Chairman of the U.S. Civil Service Commission that requiring a fixed percentage of all of an agency's jobs be set aside for part-time workers is not desirable. Each agency and each job would have to be looked at separately before a determination could be made as to the adaptability of those positions to be operated on either half-time or part-time.

We have proven that part-time work for older people is an effective use of their many talents. We have Farmers Union Green Thumbers working across the nation in a wide variety of jobs, in nutrition sites, senior centers, community centers, public buildings, museums, libraries, schools, parks, solar greenhouses, winterization and weatherization programs, and the list is endless. Our sister programs under the sponsorship of the other national contractors—The National Council on the Aging, The National Council of Senior Citizens, The American Association of Retired Persons/National Retired Teachers Association, and the Forest Service through their Senior Community Service Employment Programs, under Title IX of the Older Americans Act, Comprehensive Service Amendment of 1973, such as Senior Aides, Senior Companions, and then those programs under the aegis of ACTION foster grandparents and the local Vista Project known as PLS (Programs for Local Service) have all demonstrated the effectiveness of part-time employment.

If older people, the handicapped and others can gain from programs of this type and at the same time the agencies utilizing their services are also benefitting, then I feel certain that governmental agencies can also gain by providing part-time or reduced work schedules.

I would repeat here a proposal which has been made frequently in the past and that is: the concept of "phase down" in hours as retirement nears. For example, a worker within two or three years of retirement might have his hours reduced to 32, then the next year to 24, and maybe before actual retirement, 20 hours.

To reach retirement and not be prepared is tragic, for the worker, his family, and the community. Though the ultimate choice of work hours should belong to the individual, management must have some degree of say, so that it will be equally acceptable to both. Is this not done then chaos may occur, and governmental effectiveness and efficiency can easily give way to mismanagement.

Considerable testimony has already been given on the other two bills before the committee H.R. 2732 and 2930. Therefore, I shall limit my remarks to what I feel are a few key points which should be considered before further action is taken.

First; as flexitime has already been tried in numerous federal agencies, a review of the results should be made taking into consideration the effects of the trial on both management and labor, before considering setting up another study.

For example, I have been advised that in the Denver Regional Office, the results of a poll showed approximately 95 percent of the staff favored flexitime. But when this is analyzed it appears that the five percent opposed to the concept consisted in most cases of management personnel, and they are the ones you, as Legislators and I as a consumer and a taxpayer look to for successful completion of their missions. So before accepting flexitime completely, management must be given the tools necessary to do their job.

Second; the haphazard method which has been reported to me where each employee is allowed to make up his/her mind at the last minute as to whether or not they will come in at 7:00 a.m. or 8:30 a.m., can be disconcerting to people working in state, or other public or private agencies.

I remember occasions when I have placed a call to a federal office and needed to speak with a particular person, only to discover that they had called in and wouldn't be in until later, or if it was late in the day, they had already gone home. When I needed an immediate answer this was frustrating.

This problem could be alleviated by establishing a weekly or monthly schedule so that everyone would know how to plan ahead and coordinate times and schedules.

Third; the mandating of flexitime as incorporated in H.R. 2732 could create serious problems for some agencies, and should be deleted. As indicated early in the discussion on part-time, each agency is different, has unique responsibilities and missions and should be evaluated in such a manner that a valid determination is made on whether or not flexitime is wanted by the employees, is desirable for the public, or will contribute to the accomplishment of the mission.

Fourth; in the development of the master plan in H.R. 2930, as important as the impact on "Efficiency in Government Operations; Mass Transit Facilities and Traffic; Levels of Energy Consumption, and Increased Opportunities for Full-Time Employment" are, I for one would like to see the sponsor of the bill move "service to the public" to the top of the list.

Fifth; as previous testimony before your committee has reported that over 141,000 employees in more than 90 agencies have already experimented with flexitime, the question should be raised, is there a need for another three-year demonstration study, or should a decision be made by the Congress now?

Maybe that would be the better way to go and then the Government could get back to conducting the people's business. Thank you.

Ms. SCHROEDER. The next scheduled witness is Fay Marsh, area director, Communication Workers of America.

STATEMENT OF FAY MARSH, AREA DIRECTOR, COMMUNICATION WORKERS OF AMERICA, AFL-CIO

Ms. SCHROEDER. Fay, we are delighted to have you with us.

Mr. MARSH. Thank you. I am Fay Marsh, the area director for the Communication Workers of America, which covers an eight-State area in Arizona, New Mexico, Colorado, Idaho, Utah, and Wyoming, and El Paso County, Tex.

And I would, Madame Chairman, like to express my appreciation to have the opportunity to be here to testify on the issue of flexible working hours.

It was early in 1974 that the Mountain Bell Telephone Co. on a trial basis established working hours within the accounting department in the city of Denver.

It was shortly thereafter that the Communication Workers of America was selected by these employees in this department as their collective bargaining representatives.

Subsequently, the parties entered into negotiations for the purpose of discussing the wages, hours of work and other conditions of employment.

And during this, these negotiations, the parties reached an agreement which called for the continuation and expansion of the flexible hours within the accounting department mainly because it was a great demand for those who were working with flexible hours.

That agreement provided that the hours of work shall be between the 9:30 a.m. to 3:30 p.m., less lunch period, which is also flexible in that it can consist of one-half hour or more, but not to exceed 1½ hours at any time.

Now, if you will notice in the attached agreement to the written testimony, these hours will be between the hours of 7 a.m. and 7 p.m.

Well, we found out since I received your letter and was going to be here, that they have been quite liberal. We have some of the employees coming to work as early as 4 in the morning.

I don't know for sure whether the telephone company personnel knows this is going on or not, but it's working out really well, and it's telling us one thing; that it can be done.

Mr. HARRIS. You don't get as many calls that time of day.

Mr. MARSH. Yes; and it's really helped immensely as to the work product itself. The study we conducted since that time on flexible working hours has revealed several revealing facts.

The employees are involved and pleased with the working hours. It has created a much more relaxed job atmosphere which related quality and quantity of work.

Flexible time has reduced the tardy time to zero, and absent time considerably. Now, we looked at several departments within the accounting department.

It's impossible for them to work flexitime because of the contact with the public, and you take a look at their absentee time as it relates to those on flexitime, and it's astounding as to the difference.

On the absent time, it's just way, way down; better than 80 percent in reference to other departments or other work within the accounting department.

It also allowed parents to make arrangements for the care of sick children, employees are now able to make appointments for professional services, and other business appointments both prior to and established after the core time without loss of working time, and when you look through work records and absentee records, you will see an awful lot of time relative to personal services, or personal services for their children, or to take care of a sick child, or car breakdowns.

Transportation; allowing them to make better accommodations as far as motor pools are concerned, grouped up as to the hours they can come to work.

And to try to take flexitime away from these employees would be like pulling eye teeth; it would be very difficult. They love it.

And we have now, since it's been such a success in the total, Bell this year is trying to expand on the use of flexitime in the Mountain Bell area.

We are going to shorten the core time in many of the work units because we feel that really is not much necessity in some work units at all for any core time.

We do have some problems, of course, as it relates to differential time. There would be a night differential for the hours worked between 7 p.m. and 7 a.m., and you notice in the agreement we have overcome that so they can be allowed to work at 4 o'clock in the morning, so that the scheduled core time would have to be between those hours to put a penalty on the company to charge differential time, and that was in order so the employees themselves could utilize that.

That's why we made the wording very liberal, and even though the company was very apprehensive in 1974 when we bargained this today, they are very pleased with it.

Ms. SCHROEDER. That's great. We truly appreciate your status report, and I think that information you had about morale and core time and everything can be very helpful to us so we can try and set some model in the Federal employment.

Congressman Harris, do you have any questions?

Mr. HARRIS. Thank you, Madame Chairman. Have these facts been brought to the attention of the national AFL-CIO?

Mr. MARSH. Yes, sir.

Mr. HARRIS. Do they understand them?

Mr. MARSH. Well, this has been a lot of inquiries. I know myself have written several letters as it relates to flexitime; to my knowledge we were the first units in the Bell system to negotiate a flexitime.

Since then, it's been expanded in several other companies. A letter of understanding. They have been very reluctant to put it in the body of a contract because they wanted to put it on an experimental basis first, although I think this year we will see a great move toward that.

But, yes, the AFL-CIO is very well brought up to date on flexitime, and there are several other unions trying to utilize it also.

Mr. HARRIS. Have you done any study, or do you have any reaction with respect to the effect on moonlighting? Does it tend to encourage moonlighting, or multiple jobs?

Mr. MARSH. I can only speak for what's taken place in Denver and Phoenix, Ariz., where I have looked into that, and we found no moonlighting at all relative to flexitime.

Mr. HARRIS. Is that right?

Mr. MARSH. That's right. None whatsoever. Most of them just like that time off to get a lot of their personal obligations taken care of—it may be business, visitations, doctor appointments, dental appointments, whatever—but to my knowledge I don't know of one person that is doing any moonlighting.

I would like to think it's just the wages we negotiated for them, and not the flexitime, but I don't know.

Mr. HARRIS. Thank you very much. I appreciate your testimony.

Ms. SCHROEDER. I want to thank you, too, and one thing I might point out, one of the reasons I think Congressman Harris was asking whether or not you communicated this to the international in Washington, we have had great trouble with the international unions.

Most of them are saying they are not for these bills, which is interesting because we get communication from a lot of locals that it's working very well, such as yours where it's been tried, and yet most unions have either come out against the bills, or have said that they just as soon not come because if they came, they would have to be against it, so they just as soon be able to take a walk and not take a position.

So you might clue them in a bit.

Mr. MARSH. I might suggest that you contact our office in Washington, D.C. You might get a little different story, I hope, in that it is a national item because it comes very strongly from the field of all of our employees to establish flexitime, and they might be able to give you more statistics than what I can only from here, because they have taken some extensive study as they relate to it.

Ms. SCHROEDER. Now you know why we do field turns because Washington is last to get the word. I don't know if the mail service breaks down between here and there, or what happens.

Thank you again. We're really glad you came.

[The prepared statement submitted by Mr. Marsh follows:]

STATEMENT: FAY A. MARSH, AREA DIRECTOR
COMMUNICATIONS WORKERS OF AMERICA, AFL-CIO

FLEXTIME

SUBCOMMITTEE ON EMPLOYEE ETHICS & UTILIZATION

JULY 8, 1977

Madam Chairwoman, Members of the Subcommittee:

I would like to express my appreciation to those present for having the opportunity to testify here today on the issue of flexible working hours.

Early in 1974, the Mountain Bell Telephone Company, on a trial basis, did establish flexible working hours within the Accounting Department in the city of Denver. Shortly thereafter, the Communications Workers of America was selected by these employees in this Department as their Collective Bargaining representative. Subsequently, the parties entered into negotiations for the purpose of discussing wages, hours of work, and other conditions of employment. During these negotiations, the parties reached an agreement which called for the continuation and expansion of the flexible working hours within the Accounting Department. That agreement provides that the hours of work shall be between 9:30 A. M. to 3:30 P. M., less lunch period, which is also flexible in that it can consist of one-half hour or more, but not to exceed one and one-half hours.

The study we have conducted on flexible working hours has revealed the following facts, which are still prevalent today:

The employees involved are very pleased with the flexible working hours. They state it has created a much more relaxed job atmosphere, which has resulted in better quality and quantity of work. Flextime has reduced the tardy time to zero, and has reduced absent time considerably. It has allowed parents to make arrangements for the care of sick children. Employees are now able to make appointments for professional services and other personal business appointments both prior to or after the established core time without loss of working time.

I have attached to my written testimony a copy of the letter of understanding between the Mountain Bell Telephone Company and the Communications Workers of America concerning the flexible working hours. If you have any questions regarding this agreement, I am more than willing to respond.

Due to the demonstrated desirability of flexible working hours- the Communications Workers of America is asking that flexible hours be provided, where feasible and desired, as a National Bargaining item for the Bell System.

Thank you.

Attachment

opeiu#5
AFL-CIO



Mountain Bell

931 Fourteenth Street
Denver Colorado 80202
Phone (303) 266 4287

Robert D. Thompson
Assistant Vice President

August 11, 1974

Mr. Fay Marsh
Administrative Assistant to
Vice President, District 8
Communications Workers of America

Dear Mr. Marsh:

This letter is intended to set out our understanding of the future application of the concept known as "flex-time" in the Accounting Centers represented by the CWA.

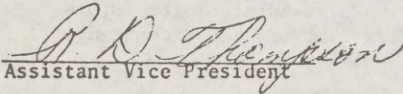
Management will decide when and under what circumstances "flex-time" will be allowed. The nature of the business is such that "flex-time" is inappropriate for certain units and specific employees within a unit. For example, twenty four hour shift operations cannot operate efficiently under the "flex-time" concept. In addition, a supervisor must be present in the unit or nearby in the Accounting Center. This serves to insure that questions can be answered and a safe working environment maintained. After Management has analyzed the operating requirements of the office to determine what hours of work are required and what levels of coverage are necessary within a given time frame, if "flex-time" is to be allowed, the following will apply:

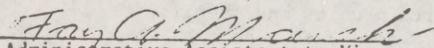
1. The supervisor will determine the earliest and latest time employees will be permitted to work. Normally, these hours will be between 7:00 a.m. and 7:00 p.m., although service requirements may require other hours.
2. There is certain "core-time" during the day when all employees must be present. The supervisor will determine these hours during which all employees must be present. Included within this "core-time" will be one fifteen minute break in each half tour of the day. These break periods may not be taken consecutively so as to provide a half hour break; neither can they be taken consecutively with a one half hour lunch period which will be provided during the "core-time" period.

3. The difference between the time that employees will be permitted to work and the "core-time" will be the flexible time allowable. The "flex-time" at the start of the shift will be equal to that at the end of the shift.
4. Each employee is given freedom and responsibility in deciding upon reporting-in and checking-out time. The employees must work a full tour of duty during each day and will be considered late if they have not reported at the start of the "core-time".
5. No differential will be paid for any tour unless the "core-time" begins before 7:00 a.m. or ends after 7:00 p.m. Under no circumstances will a split shift differential be paid as the result of "flex-time" schedule.
6. "Core-time" may be changed by giving 24 hours notice to employees.

If this letter accurately sets-out our understanding, please initial in the space provided and return one copy for our files.

Yours truly,


Assistant Vice President


Administrative Assistant to Vice
President, District #8
Communications Workers of America

Ms. SCHROEDER. In recognizing the next two witnesses I have to show my sexism, and show my preference to Dottie Lamm and Mildred Stier; welcome. And, Mildred, it's nice to see you again. It's been a long time.

STATEMENT OF DOTTIE LAMM, MEMBER OF THE GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN, ACCOMPANIED BY MILDRED STIER, PROGRAM ADMINISTRATOR, COLORADO DEPARTMENT OF PERSONNEL

Ms. LAMM. I am Dottie Lamm. I thought that I would start and give a little background on what the State is trying to do in this area because I am a member of the Governor's Commission on the Status of Women, and we had a subcommittee on that that worked very carefully with the Governor's office, and the State department of personnel to pick out the 166 job classifications that we felt shared jobs would work in.

Now, the Governor has just signed an executive order, in June 10, so we can't, except for the things going on before, give you a report on how this is working on a widespread basis with State government at this time. There has been a lot of enthusiasm for this concept, but even a bipartisan group of legislators could not get the idea through the Colorado Senate, so the Governor decided to go ahead and initiate this by executive order.

It does not require a percentage of the State department of personnel.

I think the idea was to get the idea really started and see how many agencies would voluntarily go for it, there are a lot of them that are each planning within certain departments to initiate phases of share jobs or flexitime.

One of the things that has made it a little easier now is that a bill modifying the 8-hour day did pass in the legislature. Now a 40-hour workweek is all that's required by State law.

The director of the department of personnel is recommending a core time of 9 to 4.

He is not eliminating the possibility of a 4½ day week, or shorter core time, and a lot is going to be left up to the department and division heads.

I'm really glad to hear all the other testimony today because before today I've heard mainly that this is a woman's issue. As I get more and more into it, I see and feel very strongly it should not be only a woman's issue.

I certainly would not want it to be used to have women working harder on their jobs and at home.

Ms. SCHROEDER. The homemaker adds 13 hours a week to her working when she goes to work fulltime. The average male when his wife goes to fulltime cuts back his hours by about 2 a week. Something is wrong.

Ms. LAMM. That's right, and I would like to see this as a family-concerned issue, and I would really look to see if it is used more to help men and women share the responsibilities at home.

Both the flexitime and share jobs give us this opportunity; for sharing in the home it also gives opportunities for elderly people or students who are going to school part time, so I'm quite excited about it.

I would like Mildred Stier here to talk a little but more about what the personnel department has done, and what has been going on in State government before, and what she is expecting to happen next.

Ms. STIER. The General Assembly amended the statute on hours of work. The Fair Labor Standards provisions were declared unconstitutional as applied to State and local governments last year, so the legislature could amend that act, and now it is just a requirement of 40 hours a week.

So, we don't run into some of the problems that you have been discussing earlier. There was one department which tried out flexitime prior to the time the Governor issued his Executive order, and the employees were really bitten by the 4-day week bug, but they tried it for about 2 months, and gave it up.

They found it was too tiring to work 10-hour days, and they voluntarily gave up that schedule, though it seems to have been quite useful in private industry.

I know one of the banks in town found it useful.

One of the units is working a 4½ day week by working 1 hour longer each of the 4 days, and this gives them Friday afternoon off to take care of personal business and other things, and that has been very popular with them.

One thing I didn't put in my statement was that in the 100 employee unit, they had to add a position to keep track of the time of the 100 employees, but they felt that the productivity of the other 100 employees had increased enough to warrant setting up that position.

And both of those units felt that time clocks were absolutely necessary as compared with the statement of the man from HEW.

Both of the units report better morale, less time loss because of sickness, improved output, both in quantity and accuracy, and now we have not said that all employees must be gone on a flexitime basis.

We have allowed them to operate, and we have excluded supervisory employees from it, so some of the problems that the man from HEW brought up we haven't run into as yet.

And in job sharing, I checked with the State, and I believe it was day before yesterday, and I found that there has been very little work going on in this, but as they have turnover, they expect to use job sharing a good deal more.

Most of the employees they have now don't want to be cut back to halftime, but in some kind of work where two people can share a job, they will be recruiting specifically for halftime jobs.

Ms. SCHROEDER. Thank you very much. It's always interesting to see how far ahead some States are of the Federal Government.

I know one of the interesting witnesses that we've had in fact was from the State of Wisconsin, and they were explaining how they had implemented jobsharing by putting questionnaires in people's paychecks that were already on the payroll, and found out that, I believe it was between 7 and 10 percent of the people who were working full time wanted to work part time, and were positively delighted to be able to find that out.

So a lot of it is trying to find out; obviously you don't want to intimidate those who are full time who may think you are going to take half their job away, but the other side is if they want half the job instead of the whole job, they should have that option.

Ms. LAMM. Did they go ahead and implement it?

Ms. SCHROEDER. They have gone ahead and implemented, and it has been very, very successful. Their report was glowing.

It hasn't been in effect more than a year, I believe. They really did have a thorough study before they started it out because they were afraid from some of the adverse reaction they got when they initially threw it out, they were afraid that if they didn't go cautiously, it would be a problem, and so they did proceed with a questionnaire in the paychecks, and going very methodically through the whole thing they had some excellent reports.

I will get a copy of their testimony to you because I think you will find it interesting as you begin this jobsharing.

Ms. STIER. As you will notice, Ms. Lamm is going to leave you memorandums that went out to the agencies about this.

Ms. LAMM. I am sorry I didn't get this in ahead.

Ms. STIER. At the end of the first 6 months, we're going to make a specific study to see how the program is working, and any problems with it. It will be kind of interesting.

Many of the agencies are just holding their meetings with the appointing authorities in the agency, and there were two meetings this afternoon in the Department of Highways and the State Patrol.

And the State Patrol was against it when the order went out, but you know they are thinking of all sorts of things they would like to do with it.

Ms. SCHROEDER. I think that's what they find so often. The initial reaction is no change, and the more they think about it, the better it sounds.

Ms. STIER. They said, well, this would allow us to hire two radio operators or two patrolmen; one work in the morning and one work in the afternoon so they can go to school in their offtime and get their degree.

They are really pleased with that, but they were against the idea in the beginning. That was interesting.

Ms. SCHROEDER. I thank you all for all your hard work. Congressman Harris?

Mr. HARRIS. I appreciate the testimony, too, and I wouldn't dare intrude in this.

Ms. SCHROEDER. Counsel has a question.

Mr. BREITENBERG. Addressing this question to either one of the witnesses, in implementing the flexitime and jobsharing programs in the State of Colorado, have any attempts been made to give priority to certain groups—female; head of household; elderly individuals; students—in order to permit them to take first advantage of flexitime jobsharing?

Ms. STIER. No.

Mr. BREITENBERG. Nothing at all?

Ms. STIER. No; I've had memorandums in from three of the agencies, and all employees except those in certain administrative positions can opt whether they will go on flexitime or not.

So it hasn't been by age or sex or anything else. By the kind of jobs they are doing.

Mr. BREITENBERG. Was there any effort made prior to operationalizing flexitime and jobsharing to identify within each agency those positions most suitable to either flexitime or jobsharing?

Ms. STIER. Yes.

Ms. LAMM. Yes; there is a list that I will be giving you on this copy of the classifications of jobs that appeared through a committee that went through it to be the most usable for shared jobs.

However, there is nothing in the executive order that says that this has to be adhered to. In other words, it's a suggestive list, and I think it would be interesting to go through that more carefully, and I would imagine that there would be a lot of women's jobs on that just as I had skilled things that have been traditionally women's jobs, but I am not sure. I would have to look at it more carefully.

I don't think the design was to look at the person holding the job. It was to look at the job and see how well that would fit for the person and State system at the same time.

Mr. BREITENBERG. And it's purely discretionary in that it is up to an agency to decide whether that agency will opt for flexitime or jobsharing or not?

Ms. LAMM. At this point, yes.

Mr. BREITENBERG. As well as establishing their own core hours?

Ms. LAMM. Yes.

Ms. SCHROEDER. The statement which you have submitted, along with the State executive orders you referred to, will appear in the record at this point.

[The statement referred to follows:]

TESTIMONY ON GOVERNOR RICHARD D. LAMM'S EXECUTIVE ORDER ON
FLEXITIME AND SHARED JOBS, JUNE 10, 1977

To: Congresswoman Patricia Schroeder.

For: Governor's Office, State of Colorado and The Commission on the Status of Women.

By: Dorothy V. Lamm.

Reason for executive orders:

1. Similar measures failed in Legislative attempt in State Senate.
2. State Government should be a leader in progressive work policies that have already been tried and proven in private industry.

Advantages of flexitime and job sharing:

1. To the State as employer:
 - (a) Improved employee morale.
 - (b) Increased productivity.
 - (c) Reduced use of sick leave and leave without pay.
 - (d) Reduced tardiness.
 - (e) Reduced congestion.
 - (f) Reduced turnover.
2. To the employee and his/her family:
 - (a) Increased control and responsibility over one's life and career.
 - (b) Reduced child care costs for single parent families.
 - (c) Increased opportunities to combine career and school, career and home-making.
 - (d) Increased opportunities for both parents to take part in child rearing.

Some examples of flexitime in State government before Governor's executive order:

1. Many lunch breaks have varied from ½ hour to 1 hour and time adjusted at the end of the day. Employee can decide each day.

2. More recently—The Division of Commerce and Development in the Dept. of Local Affairs has had employees working 8 hour days but choosing times between 7:00 a.m. and 6:00 a.m.

As result of executive order:

1. Department heads and division heads are meeting to formulate plans. (Executive Order has been in effect less than a month.)

2. Department of Labor and Employment has its employees both in the Division of Labor and in the Division of Compensation Insurance working 8 hours between 7:00 a.m. and 6:00 p.m. with employees setting their schedules ahead of time.

Job sharing

1. Job sharing will increase when full-time jobs are vacated and a division decides to create two part-time jobs in its place.

2. The only state expense in job sharing will be additional state share of medical insurance costs.

3. Job sharing is already being tried on a limited basis. One example: A man and a woman share a job in the Research Division in the State Department of Personnel. He works in the morning returning home to care for children and agriculture interests. She takes up samework in the afternoon.

4. The Colorado Commission on Status of Women Committee helped the Department of Personnel designate 166 of 1250 job classifications as potentials for shared job situations. Actual creation of these will depend on division heads and individual circumstances.

PREPARED STATEMENT OF MILDRED STIER, PROGRAM ADMINISTRATOR, COLORADO
DEPARTMENT OF PERSONNEL

Governor Richard Lamm has recently issued two Executive Orders authorizing and encouraging agencies in the Executive Branch of Colorado State Government to use flexitime and job sharing. This action was taken at the request of employees, appointing authorities, and others including members of the General Assembly and the Commission on the Status of Women.

The General Assembly recently amended the state statute on overtime, eliminating its payment for work over 8 hours in a day, but retaining the limit of 40 hours a week, prior to eligibility for overtime. This was done partially to allow employees to be scheduled to work more than 8 hours in a day for flexitime purposes.

Since the Orders and amendment are of recent origin, we are unable to report on the plans of state agencies with regard to either flexitime or job sharing, other than the fact that both agencies and employees were pleased to be allowed to make plans for their implementation.

Before issuance of the Orders, the Colorado Department of Social Services tried out the use of flexitime in two of its sections, one of which has 100 employees and the other with 45 employees. The first unit began to use flexitime about a year ago; the other has been using flexitime for about four months.

Initially the first unit tried a four ten-hour day week. However, this was soon abandoned as the employees found ten hours a day too tiring. Both units now use a "core" period of work from 9:30 to 3:30 when all employees are at work. Those employees on flexitime begin and end work at different times, totalling 40 hours a week. An employee must work a minimum of 16 hours in any two-day period in the first unit. In the other unit, flexitime employees work 40 hours in four and one-half days. Time clocks are used in both units with the employees punching in when they begin work in the morning and after lunch, and punching out before lunch and on leaving work. Both units believe that this is the only way to keep track of the hours worked. During their "core hours" the employees must have their supervisor's approval to leave the office.

The department reports better morale, less time lost because of sickness, and improved output, both as to amount and accuracy. All employees in the units who wished to be placed on flexitime were accommodated, except employees who were excluded because they were in coordinative jobs.

Job sharing plans are now being worked out in several agencies. Job sharing will benefit primarily employees who wish to work only half-days because of other responsibilities such as their families, or in order to attend school or to hold another part-time job.

State of Colorado
EXECUTIVE CHAMBERS
DENVER

RICHARD D. LAMM
Governor

EXECUTIVE ORDER

WHEREAS, the State of Colorado should implement innovative employment practices to meet the needs of the public and State employees; and

WHEREAS, flexitime is a progressive work scheduling approach; and

WHEREAS, the United States Civil Service Commission has documented the following benefits of flexitime:

- (1) Improved employee moral because of more responsible treatment of employees and greater employee control over work habits;
- (2) Increased productivity due to fewer distractions, more quiet time periods, and greater psychological alertness of employees;
- (3) Reduced usage of sick leave and leave without pay;
- (4) Very substantial reduction in tardiness and the counseling and organizational friction inherent in tardiness; and
- (5) Reduced traffic congestion in centers of clustered public employment; and

WHEREAS, the disadvantages of flexitime are marginal and can be minimized by proper managerial planning; and

WHEREAS, flexitime can be implemented for many employees without degradation of the services available to the public during the statutorily established state office hours of 8:30-5:00; and

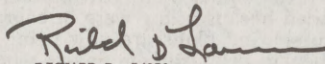
WHEREAS, flexitime has already been successfully tested on a limited basis in Colorado State Government; and

WHEREAS, the State Department of Personnel has endorsed flexitime and established guidelines for its most appropriate use; and

WHEREAS, a bipartisan group of Colorado State Legislators, the Colorado Commission on the Status of Women, and the Colorado Association of Public Employees have endorsed the establishment of flexitime procedures in State Government;

NOW, THEREFORE, I, Richard D. Lamm, Governor of the State of Colorado, recognize that flexitime is an appropriate and beneficial employment practice and strongly urge all State of Colorado appointing authorities to utilize this concept pursuant to Department of Personnel guidelines.

GIVEN under my hand and the Executive
Seal of the State of Colorado, this
10 day of June, 1977, A.D.


RICHARD D. LAMM
GOVERNOR



DEPARTMENT OF PERSONNEL

Rudolph Livingston, Executive Director

First Floor, State Centennial Building
1313 Sherman Street
Denver, Colorado, 80203

TO: Department Executive Directors and Heads of Institutions of Higher Education

FROM: Rudolph Livingston, Executive Director

DATE: June 13, 1977

SUBJECT: GUIDELINES FOR USE OF FLEXTIME

The Governor has, by Executive Order, established use of flexitime working hours as a desirable work scheduling approach for State government (see attached Executive Order). The following presents the Department of Personnel's guidelines for the most appropriate use of flexitime. While I recommend this approach, where feasible, the implementation of this within your department or institution is left to your discretion.

Definition of Flexitime

This approach allows most employees some discretion to modify the times they begin and end their eight hour work day. The approach I would suggest would require all employees to be at work during a "core period" from 9:00 a.m. to 4:00 p.m. This comprises six work hours and assumes a one hour lunch break. Starting time could begin in a 7:00 a.m. to 9:00 a.m. window and quitting time would be from 4:00 p.m. to 6:00 p.m. for those employees eligible for flexitime. The eight hour day is not violated, just the timing of it is modified.

Another approach which does change the nature of the eight hour day is now possible. With the enactment of Senate Bill 284 the requirement for overtime payment beyond the eight hour day is eliminated and all that legally remains is the requirement of a forty hour work week. Therefore, should you wish to allow scheduling of work days some of which are less than eight hours and others in the week of more than eight hours, you may do so. This includes the adoption of the four day, 10 hour/day, work week for some employees. Remember, however, that State offices must be open for business and adequately manned from 8:30 a.m. to 5:00 p.m. five days a week and that every employee must work 40 hours each week.

Eligibility for Flexitime

Most State employees in office work or administrative capacities could take advantage of flexitime. Others, by the nature of their duties, obviously could not. Jobs which probably wouldn't be amenable to flexitime would be highway patrolman, building security, many institutional care positions, and certain public contact positions where usual operating hours are the only appropriate time for being at work.

The actual applicability of flexitime for each agency would be left to the determination of the Department Executive Director or the Heads of the Institutions for Higher Education. State law requires "office hours to be from 8:30 a.m. to 5:00 p.m." So long as appropriate office manning was available during this time,

it is the informal view of the Attorney General that some employees could legally begin or end work at hours different than these.

Advantages of Flexitime

Several studies from actual experience of flexitime in both the private and public sector indicate many benefits from the concept. The most often cited are the following:

1. Improved employee morale because of more responsible treatment of employees and greater employee control over his work habits;
2. Increased productivity due to few distractions, more quiet time periods, and ability for employee to schedule his/her work to their own periods when they feel psychologically more alert and ready to work;
3. Reduced usage of sick leave and leave without pay;
4. Very substantial reduction in tardiness and the counseling and organizational friction inherent in tardiness; and
5. Reduced traffic congestion in centers of clustered public employment.

Other Effects of Flexitime

There are some disadvantages of flexitime such as the following:

1. Supervision becomes somewhat more complex because of the need to monitor employee use of flexitime and schedule enough employees to prevent degradation of service during official operating hours;
2. Internal communication within an agency can be adversely affected;
3. Concern on the part of some supervisors that their control over the work product is diminished because employees appear to be "less available;"
4. Costs of a time clock if management feels this is the best way to monitor adherence to employee established schedule; and
5. Possible slight reduction in carpooling.

It is currently believed that flexitime has either no effect or a slightly positive effect on use of public transit and that it has no significant effect upon building energy and water use so long as hours of work don't extend beyond 7:00 a.m. to 6:00 p.m.

Scheduling Employee Use of Flexitime

The key to successful use of flexitime lies in striking the proper balance between allowing enough employee discretion so that he/she feels that the intent of flexitime is being met and achieving adequate manning levels at the appropriate time for the organization's duties. I feel this can be accomplished by the following procedure.

1. Management identification of those functions and then positions eligible for flexitime;
2. Management determination of adequate manning levels for office hours work, that is, identification of number of people who have to be present at the regular hours;

3. Rotation on a monthly basis to the required number of people the responsibility for being at work during "regular" office hours;
4. Allowing all others the opportunity to submit, in writing, the flexitime schedule they agree to work that month with employee requested deviations being allowed only with prior approval; and
5. Recognition by flexitime users that supervisors have the right to request deviation from flexitime whenever necessary.

It is my feeling that monitoring of flexitime can be successfully accomplished by general observation by supervisors of employee adherence to the agreed upon schedule. I also think it advisable that each month's schedule of employee starting time be published and posted. This would enable employees to tell callers, etc. when to expect a particular employee to be available and also serves as a modest peer group monitoring system. Hopefully, the cost of time clocks could be avoided using these techniques though this device should be installed if needed.

Supervisors and managers should also be eligible for flexitime though care must be taken to insure their responsibilities are not compromised.

Evaluation

After a six month period of implementation of flexitime, the Department of Personnel will evaluate its effectiveness, any problems which have developed, and make further recommendations as necessary.

If you have any questions, please contact Jerry Davies (892-2438) of this Department.

State of Colorado
EXECUTIVE CHAMBERS
DENVER

RICHARD D. LAMM
Governor

EXECUTIVE ORDER

WHEREAS, the State of Colorado should continually explore innovative employment practices to meet the needs of the public and State employees; and

WHEREAS, job-sharing is such an approach to more progressive employment practices; and

WHEREAS, the United States Civil Service Commission has documented the following benefits of job-sharing:

- (1) Reduction in employee turnover by 2/3's,
- (2) Real worker productivity increases,
- (3) Improved employee work habits including reduced absenteeism and less frequent tardiness, and
- (4) Additional flexibility for many individuals' career circumstances and family responsibilities; and

WHEREAS, the marginal cost of job-sharing is modest and effectively returned to the State because of job-sharing benefits; and

WHEREAS, job-sharing has already been successfully tested on a limited basis in Colorado State government; and

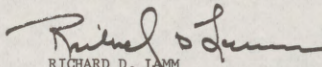
WHEREAS, the State Department of Personnel has endorsed the job-sharing technique and established guidelines for its most appropriate use; and

WHEREAS, job-sharing can effectively be phased in to apply to appropriate positions without adversely affecting current employees by developing shared jobs in new or vacant positions or by allowing current employees to voluntarily shift to a shared job status; and

WHEREAS, a bipartisan group of Colorado State Legislators and the Colorado Commission on the Status of Women have urged the formal establishment of job-sharing procedures in State government;

NOW, THEREFORE, I, Richard D. Lamm, Governor of the State of Colorado, endorse the job-sharing approach as an appropriate and beneficial employment practice and strongly urge all State of Colorado appointing authorities to utilize this concept pursuant to Department of Personnel guidelines wherever they deem it to be appropriate.

GIVEN under my hand and the Executive
Seal of the State of Colorado this
10 day of June, 1977, A.D.


RICHARD D. LAMM
GOVERNOR



RICHARD D. LAMM
GOVERNOR

DEPARTMENT OF PERSONNEL

Rudolph Livingston, Executive Director

First Floor, State Centennial Building

1313 Sherman Street

Denver, Colorado, 80203

TO: Appointing Authorities
FROM: Rudolph Livingston, Executive Director
DATE: June 13, 1977
SUBJECT: JOB-SHARING

In accordance with the attached Governor's Executive Order on Job-Sharing, the Department of Personnel has researched the feasibility and desirability of job-sharing for State employees. We have come to the conclusion that it is a sound, progressive employment practice and can benefit both the State and many current or future employees. Below is a definition of job-sharing, a brief discussion of its benefits and cost, and some guidelines for establishing shared jobs. While implementation of job-sharing is up to your discretion, I am convinced you will be pleased with the results.

Definition of Job-Sharing

Utilizing two employees, typically on a one-half time basis each, to undertake the duties of a single, full-time position. Should be phased in by developing shared-jobs in new or vacant positions or by allowing current employees to voluntarily shift to shared-job status.

Benefits

Several studies including a U.S. Civil Service Commission report document the productivity advantages of shared jobs. Employees typically work harder, have lower turnover rates, and generally perceive their jobs more favorably in shared-job situations. Additionally, an increasing number of people, both male and female, are deciding that permanent part-time work is most suitable to meet their family responsibilities or personal circumstances. Utilization of the shared job approach in State employment is one way to accommodate the career desires of these individuals.

Costs

The additional costs of shared-jobs are small and studies indicate these are quickly amortized by improved worker efficiency and productivity. The only hard cash marginal cost is typically the increased State contribution to employee groups health and life insurance plans. Where a single full-time position costs \$20/month (at current rates), two people filling that position on a shared job basis would cost \$40/month, or marginal cost of \$240/year/job. There are no other hard cash costs

Job-Sharing
Page 2

to shared jobs attributable to fringe benefits since all other fringes are calculated as a percentage of salary or number of days worked, figures that don't vary according to number of people sharing a position. The executive position is that use of shared-jobs shall not drive supplemental requests to recover this minor additional hard cash cost.

Soft costs are usually very modest or non-existent. Normally, shared job workers can use the same desk, typewriter, office space, etc., assuming non-conflicting working hours. If working hours do overlap, then additional office equipment might be necessary, depending on the nature of the function performed.

Selection of Appropriate Positions for Job-Sharing

A thorough review of all the state's job classes has been undertaken to identify those classes which could be appropriately utilized for shared-jobs. The criteria for selection of these classes tended to screen out positions which duties clearly required a single person in attendance full-time. Therefore, most supervisory positions were not considered appropriate for job-sharing.

Of the 1250 classes currently in use, 166 have been identified as being potentially appropriate for job-sharing (see attached list). Of course, some class specifications are so broad that they may or may not be suitable depending upon the specific duties, work schedule, and reporting responsibilities assigned to each position. This list is provided then as an indicator of where one might look first to see if job-sharing could be implemented. The list is neither conclusive nor complete. Each situation must be judged on its own merits. This Department is ready to provide assistance to any appointing authority having a question in this regard.

Procedures for Creating Shared-Jobs

The State's payroll and personnel computer files are not programmed to allow two people to literally fill the same position. Therefore, to create shared-jobs the appointing authority must abolish the position in question and simultaneously create two permanent part-time positions of the same class to replace the position. Appointments to these permanent part-time positions then are made utilizing form 175. Referrals to vacant or new shared-job positions can be taken from existing eligible lists. Additional exams for shared-job positions will be conducted where appropriate.

Additional Information

If you have any questions, please call Jerry Davies, 892-2438.

COLORADO DEPARTMENT OF PERSONNEL

SHARED-JOBS PROGRAM

MAY 1977

The following job classes represent positions which may be suitable for job sharing within the Colorado personnel system. This list is intended to be indicative of the kinds of jobs for which job-sharing is most appropriate. The list represents 166 of the 1250 classes currently established within the personnel system. It is not exhaustive and appointing authorities may utilize additional classes in job-sharing at their discretion.

<u>Class Title</u>	<u>Numeric</u>
Information Specialist A, B & C	10001, 2 & 3
Librarian I	10102
Museum Technician A & B	10121 & 22
Archivist A & B	10131 & 32
Library Assistant I A & B	10141 & 42
Teacher I A & B	10201 & 3
Vocational Instructor I A & B	10216 & 18
Civil Rights Specialist I A, B & C	10301, 2 & 3
Administrative Officer I, II, III & IV	11029, 30, 31 & 32
Public Service Professional Intern I	11036
Property Appraiser A & B	11705 & 6
Student Assistant I, II, III & IV	11091, 2, 3 & 4
Statistical Analyst I A, B & C	11540, 42 & 44
Clerical Assistant A & B	22021 & 2
Typist A & B	22008 & 11
Steno-Transcriber	22020
Credentials Examining Clerk	22030
Fingerprint Identification Tech A & B	22032 & 33
Stock Clerk	22040
Inventory Clerk	22042
Property Control Clerk	22044
Hearings Reporter	22124
Certified Hearings Reporter A & B	22126 & 28
Storekeeper A & B	22402 & 4
Supply Officer A & B	22406 & 8
PEX Operator A & B	22500 & 1
Electronic Specialist A, B & C	22550, 51 & 52
Duplicating Equipment Operator A & B	22600 & 1
Senior Bindery Equipment Operator	22622
Reproduction Equipment Operator A & B	22630 & 31
Graphic Arts Technician A & B	22640 & 41
Associate Graphic Artist	22644
Audio-Visual Technician A & B	22650 & 51
Senior Audio-Visual Technician	22652
Photography Assistant A & B	22660 & 61
Photographer A & B	22662 & 63
Senior Photographer	22664
Data Entry Operator A & B	22700 & 1
Magnetic Tape Librarian A & B	22710 & 11
Tabulating Equipment Operator A & B	22720 & 21

SHARED-JOBS PROGRAM
Page 2

<u>Class Title</u>	<u>Numeric</u>
Remote Job Entry Terminal Opr. A & B	22730 & 31
Computer Operator A & B	22732 & 33
Engineering Aide A, B & C	33001, 2 & 3
Engineering Technician I	33004
Health Physicist A, B & C	33420, 21 & 22
Researcher I A, B & C	33810, 11 & 12
Researcher II	33814
Groundskeeper I	44002
Groundskeeper II	44003
Utility Worker I	44025
Utility Worker II	44026
Research Farm Technician I	44040
Research Farm Technician II	44041
Research Farm Technician III	44042
Electrician	44134
Painter	44144
Pipefitter	44154
Plumber	44164
Plasterer	44174
Sheet Metal Worker	44182
Plant General Mechanic I	44185
Plant General Mechanic II	44187
Machinist	44214
Body Shop Mechanic	44250
Automotive Painter	44254
Automotive Serviceman	44261
Automotive Maintencenceman	44262
Automotive Mechanic	44263
Automotive and Equipment Mechanic	44264
Welder	44274
Locksmith	44292
Research Equipment Fabricator I	44310
Research Glassblower	44316
Upholsterer	44402
Equipment Operator I	44502
Equipment Operator II	44507
Heavy Equipment Operator	44508
Institutional Bus Driver	44509
Sign Fabricator	44603
Nursing Assistant A & B	55001 & 3
Licensed Practical Nurse A & B	55011 & 13
Psychiatric Technician I A & B	55023 & 24
Surgical Technician A & B	55051 & 53
Central Service Technician I A & B	55060 & 61
Nurse I A & B	55101 & 3
Nurse II	55105
Nurse Specialist I	55111
Dental Assistant I A & B	55201 & 2
Dentist I	55221
Physician II, III & IV	55302, 3 & 4
Physician I	55301

SHARED-JOBS PROGRAM
Page 3

<u>Class Title</u>	<u>Numeric</u>
Physician V	55307
Psychiatrist I, II & III	55311, 12 & 13
Psychiatrist IV	55315
Podiatrist	55378
Research Animal Attendant I A & B	55390 & 91
Research Animal Attendant II	55392
Laboratory Assistant I A & B	55401 & 3
Laboratory Assistant II	55405
Pathology Assistant	55407
Laboratory Technician I A & B	55409 & 10
Histology Technologist I A & B	55413 & 14
Cytotechnologist	55416
Medical Technologist I A & B	55421 & 22
Renal Dialysis Technician I	55431
Renal Dialysis Technician II	55434
Respiratory Therapy Assistant A & B	55441 & 42
Respiratory Therapy Technician I	55444
Electroencephalograph Technician I	55454
Radiologic Technologist I A & B	55460 & 61
Pharmacist I	55471
Heart-Lung Technologist	55482
Morgue Technician	55488
Radiation Therapy Technologist I A & B	55491 & 92
Microbiologist A, B & C	55543, 45 & 47
Seed Analyst I A & B	55556 & 58
Therapy Assistant I A, B & C	55601, 2 & 3
Therapy Assistant II	55605
Training Assistant A & B	55609 & 10
Clinical Therapist I A & B	55621 & 23
Audiometric Technician	55651
Audiologist	55661
Medical Record Service Aide I A & B	55712 & 13
Medical Record Service Aide II A & B	55714 & 16
Medical Record Technician I	55718
Registered Dietitian A & B	55801 & 2
Chemist A, B & C	55901, 2 & 3
Sanitarian A, B & C	55945, 46 & 47
Wildlife Technician I A & B	66301 & 2
Port of Entry Officer A & B	77100 & 1
Motor Vehicle Hearings Officer A, B & C	77131, 32 & 33
Drivers License Examiner I A & B	77160 & 62
Public Safety Guard	77402
Public Safety Officer	77403
Hearings Examiner I A, B & C	77575, 76 & 77
Inheritance Tax Specialist I A & B	77595 & 96
Inheritance Tax Specialist II	77597
Social Work Associate A & B	88180 & 81
Social Worker I A & B	88182 & 83
Disability Determination Spec. I A, B & C	88201, 2 & 4
Psychologist I	88305

SHARED-JOBS PROGRAM

Page 4

<u>Class Title</u>	<u>Numeric</u>
Psychologist II	88306
Alcoholism Counselor I	88411
Chaplain I A & B	88471 & 72
Community Worker A & B	88480 & 81
Youth Services Worker A & B	88507 & 8
Food Service Worker A & B	99000 & 2
Food Service Diet Aide	99004
Assistant Cook	99010
Cook I	99012
Assistant Baker	99016
Baker I	99018
Meatcutter I	99022
Laundry Worker I A & B	99100 & 2
Laundry Worker II	99104
Seamster I	99112
Custodian A & B	99200 & 2
Lead Custodian	99204
Window Washer	99206
Building Security Guard	99220
Parking Attendant I	99291
Barber	99300
Beautician	99310
Public Service Careers Trainee I	99501
Public Service Careers Trainee II	99502
Public Service Careers Trainee III	99503

Ms. SCHROEDER. The next scheduled witness is Barry Rosenberg, social planner, city of Denver, Colo., Commission on the Disabled. Barry, we welcome you.

STATEMENT OF BARRY ROSENBERG, SOCIAL PLANNER, MAYOR'S COMMISSION ON THE DISABLED

Mr. ROSENBERG. Thank you.

On behalf of Ingo Antonitsch and the Mayor's Commission on the Disabled, we thank the subcommittee for letting us represent the disabled persons here.

Within Federal agencies, these bills will have tremendous positive effect on disabled persons. The Office of the Commission on Disabled wholeheartedly supports the spirit of these bills with one exception; that is the exclusion of temporary employees within part-time and flexitime employment.

The Office of the Commission believes that part-time and flexitime employment constitutes reasonable accommodations Federal agencies can make in hiring and promoting in employment of qualified handicapped individuals.

Section 84.12(b) of section 504 of the Rehabilitation Act of 1973, as amended, states that reasonable accommodations may include "job restructuring, part-time, or modified work schedules."

Unfortunately, when many people think of disabled individuals, they think of medical models. While the Commission oftentimes deemphasizes the medical and health needs of disabled individuals, it's apparent that many disabled persons such as those who have multiple sclerosis, sickle-cell anemia, and quadriplegia are not able to work on a full-time basis.

The Denver Commission believes the employment problems of the disabled for the most part are not so much lent to one's disability, but with society's inadequacy in dealing with persons with disabilities.

The comprehensive need study of the severely disabled, a report prepared by the Urban Institute for Congress, states, "the most severely handicapped are confronted with a number of factors which inhibit their participation in the competitive economy, or in gainful work such as low levels of education, lack of job experience, lack of job related skills, psychological barriers, the high cost of job searches, the unavailability and high cost of transportation, and the economic disincentives in the welfare system."

One of the surveys of the Urban Institute asked a group of 889 severely disabled persons rejected from rehabilitation the reasons they were not working.

A total of 70 of the respondents cited that they couldn't find a job with part-time or flexible schedules as their main or secondary reason for not working.

Other reasons for not working were income from working would not cover costs of medical and/or cash benefits, transportation costs or difficulties, union policies do not allow flexibility, employer will not hire and couldn't find work near level of ability.

In another comparable survey, the Urban Institute asked the same sample about the services and conditions needed to go to work.

The major reasons were: Help from others to get ready, 21 percent of the sample said this was a problem; transportation, 40 percent;

flexible work schedules, 40 percent; reduced work schedule, 47.5 percent; and special training or education, 39 percent.

While it would be difficult to eliminate all of these barriers to employment through part-time and flexitime employment; many, however, can greatly be alleviated.

Transportation is an example. This problem is one of the major problems affecting the disabled. A lot of disabled individuals find it a lot easier to get a job than get to a job due to inaccessible transportation.

Denver has one of the relatively finer transportation networks for the disabled, comparatively speaking, of course.

It's very inadequate for the majority of disabled in Denver, but last year at the Atlantis Community, at least 15 severely disabled persons in wheelchairs were able to get to work primarily due to flexible hours going from 10 in the morning to about 4 in the afternoon.

During the peak hours it is much more difficult to accommodate them, so if they have the job and we could arrange the transportation, they were accommodated.

A lot of disabled individuals are not working because of the disincentives in various social security benefits. It's very difficult to convince a person to work a 40-hour week when the maximum amount of money they could earn would be somewhere in the neighborhood of \$80 to \$180.

Part-time and flexitime employment would, likewise, enable the disabled person to attend college, adult basic education classes, or special training needed for career advancement.

A number of individuals who have become disabled in industry and have not been able to go back to work due to their disability, would benefit through part-time employment.

The longer a person is out of the job market, the more difficult it is for him or her to return to a job. With some flexitime or part-time employment opportunities, they would be able to make this transition.

One major problem for severely physically disabled persons is that of the attendant care, the quality of attendant care.

It takes some people an hour or two to receive proper care. If a person could only work an 8 to 5 job, they would have to have an attendant come to their house at 6 o'clock. The availability of such a person would be difficult and would be very taxing to the disabled person.

There is also a possibility of utilizing home employment, through Federal agencies. At the Commission on the Disabled there is one woman who is unable to obtain transportation; she works out of her home, has special equipment that facilitates her work, and needs very little supervision.

Another group that would benefit from part-time and flexitime employment are parents of disabled children. A lot of parents have had to quit work to take care of their handicapped child, and this further compounds the problem with income care, et cetera.

Part-time and flexitime likewise would be a tremendous advantage for women. As mentioned a little earlier, disabled women would likewise benefit if they had a family to raise, et cetera.

Many disabled persons, particularly the severely disabled, need full-time, high paying jobs to become independent. A significant

number of such persons could not or choose not to be employed on full-time basis. Part-time and flexitime employment can alleviate the numerous barriers currently plaguing disabled persons.

The Office of the Commission on the Disabled therefore enthusiastically supports H.R. 1627, H.R. 2732, and H.R. 2930.

Ms. SCHROEDER. Thank you so much. I appreciate your testimony because I think it really does point out this shouldn't be labeled as just the woman's issue or senior citizen issue.

There is any number of people, and many could be very healthy and many could have all sorts of disabilities, but this kind of legislation would certainly benefit them.

How do you classify high blood pressure and heart diseases? Do you classify that as a disability?

Mr. ROSENBERG. Yes. We have worked primarily with the severely disabled, but certainly that is a disability.

There has been a lot of discussion of late about involving those with invisible disabilities, not readily observed, yes, certainly.

Ms. SCHROEDER. I think your statistics were especially impressive, too, of the numbers of people that would like jobs, and some of the reasons as to why they didn't have them, so I thank you for coming.

Congressman Harris?

Mr. HARRIS. No questions. I appreciate your testimony a great deal.

Ms. SCHROEDER. Thank you, Mr. Rosenberg.

Mr. ROSENBERG. Thank you.

Ms. SCHROEDER. Our last witness this afternoon is Dorothy Renteria, representing the local chapter of Federally Employed Women. Dorothy we are delighted to have you.

STATEMENT OF DOROTHY RENTERIA, PRESIDENT, MILLICENT OLLEWELT CHAPTER, FEDERALLY EMPLOYED WOMEN

Ms. RENTERIA. I am Dorothy Renteria, and I am the founder and organizer of the downtown Denver Millicent Ollewelt Skyline Chapter of Federally Employed Women.

Federally Employed Women is a national organization very, very concerned about employment of women, especially in the Federal Government.

I am delighted you are giving me the opportunity to have some input and testimony on these particular bills.

FEW has recognized the need for more flexibility of work schedules for women employees and especially impact on women, and we have publicly advocated this position on many occasions.

The Civil Service registers from which the Federal agencies select their applicants are full and closed most of the time, so I think it's very opportune that we should be looking into alternative kinds of solutions to get more people into the Federal Government.

As you've heard in testimony prior to mine, that it will not only benefit women, but it will also benefit others such as retired persons, the handicapped and students.

As I have told you in my testimony that I turned in, that women do work for very many reasons, but primarily because of economic need.

Part-time employment really does need to be legitimized. It is being listened to, and it's becoming a little bit more acceptable, but I still think that we have to go a little bit further.

It will be recognized as a need not only for the unemployed, but also a need of the Federal Government, and ways that we can get the unemployed into Federal Government.

I think we have been told that management has much to be gained by the flexitime. They have talked about virtual elimination of tardiness and reduction in short-term absence, and, more time to serve the public. Morale also has been a factor, and that productivity increases. But I would like to share with you my personal knowledge of women that have told me that they could not work if it were not for flexitime.

Most of these women are mothers and they have school age children. Flexitime has permitted these mothers to fulfill their personal obligations, and responsibilities of the family and still work, but it gives them more flexibility in their daily lives.

I have listened to some of the testimony, and I have particularly got a chuckle by Mr. Uhlmann saying that small offices sometimes have problems.

I work in a very small office, and that gives us the opportunity to talk to each other all the time, so we do know what the other staff members' hours are, and we cover for each other.

So that if a problem arises with another staff person, then we take that responsibility and answer those questions which arise.

And they, likewise, do the same for me. The former regional director, Dr. Garfield, was a supporter of flexitime, and, in fact, said that he would like to come in early in the morning because it gave him a quiet time to do his dictation and his personal phone calls, especially to the Washington area.

The secretary, on the other hand, said that she liked the hour or so that she would get at the end of the day because it would give her a chance to get ready for the next day.

So I think that those things can be worked out as long as you are talking to each other. I think that the most exciting result of the flexitime and the alternate work schedules is that it allows women to continue to go back to school.

I know personally of three women that just graduated. They got their degrees, two got B.A.'s, and one got a master's.

I know as a result of flexitime that this was possible. I really like the idea of the sharing of jobs because I know that ceilings really impact heavily on the Federal Government.

It also helps to overcome unemployment, and I would love to find someone to share mine. I do know also that the sharing of jobs is particularly attractive to management.

As I stated in my testimony, you can get maybe 5 to 6 hours from 2 people, instead of 8 hours from 1 person at no additional cost.

I did mention that I did have some concerns, two in particular. I am concerned that full fringe benefits to part-time employees will not be forthcoming.

That has been one of our problems with temporary part-time people. And I would hope that we would look into solutions; that would be a prerequisite of the part-time flexitime bills.

The second one is, as I have included in my testimony, is that the Civil Service registers are clogged with applicants that have veterans'

preference, and this fact impacts adversely on women, since most applicants with veterans' preference are men.

What assurance would we have that these part-time positions, that seem to be a boon to women at this time, would not mostly be filled by men, especially in the higher graded positions.

I did speak to a study that was done here in Colorado, and the recruitment impact of this study was that jobs filled from the Civil Service Commission certificates were about equal in total numbers of men and women selected, but significantly different in grade levels for which selected. Approximately 96 percent of the women selected were at the GS-4 levels and below.

I think that this is something that we have to look at very carefully. That we do not simply allow another mechanism to perpetuate the exclusion of women into the work force, and especially at the higher grade levels.

I know as a Federal women's program coordinator, and I have been one for 6 years, that these concerns keep cropping up, there is no way that I can counsel women to have patience when they need the money now.

They need to get into the work force. I have two women that I am counseling. Both have master's degrees, and they cannot get on Civil Service registers.

They are working as temporary GS-3 clerk-typists, both of them are heads of household, both of them have children in high school, ready to go to college, they know that they are going to have problems in accomplishing their responsibilities to their children.

I hope my concerns will be taken into consideration in the re-writing of these bills, and I particularly want to thank you for this opportunity.

Ms. SCHROEDER. I thank you, and I think you have presented excellent testimony. I was glad to hear your testimony about the problems with the veterans' preference, which is of deep concern. I think it's something we're going to have to work hard on.

Let me make a couple of comments about what I think I heard you saying, and what I think I hear other people saying.

I have a feeling that one of the reasons that job sharing and part-time work has not been dealt with very seriously is because people have tended to treat it as a frill.

In other words, that for the people who would work part time, it's a frill. It's not really needed, and it's not economically necessary, and so the full-time employment should be the emphasis.

Recently, there were some Department of Labor studies showing that only 40 percent of the full-time jobs in this country would sustain a family of four at some decent level.

So, if you figure only 40 percent of the full-time jobs would sustain a family of four, then you figure there must be many women who really don't need a full-time job, but a part-time job they need.

So, you might increase employment because many people who are taking full-time jobs, because they have no option, could take a part-time job. They could supplement the family income enough to live at a decent level, and yet not put in an 8-hour day.

Is that in essence what you are trying to say when you say that you know many women who would like a part-time job?

Economically, they don't need the full-time job, but they need a job.

Ms. RENTERIA. Well, my experience is that most of the women that I talk to do need jobs, and that they are at in this point of life, that they are willing to take part-time jobs, especially since they have small children at home.

A lot of the women that I also speak to have both parents working, so that any kind of a part-time job, of course, would be adding to their income.

But usually by the time they come to me, they need jobs for economical reasons, so, of course, their first priority would be to get a full-time job, but they do realize their responsibilities also with small children, so that part-time job would be their second preference.

Ms. SCHROEDER. So part-time jobs are really not a frill.

Ms. RENTERIA. No, it's not.

Ms. SCHROEDER. Not for people who get tired of eating bon-bons and watching soap operas.

Ms. RENTERIA. I haven't talked to those kinds of people. One of the things that really impact on part-time people, the ones that I do know that are working, is that management does not look at them seriously.

So that promotions and training and details and those kinds of things are not really seriously considered when it comes to part-time employee.

Ms. SCHROEDER. Yes, I think that's important, and you were also mentioning the need for fringe benefits. Many people working part-time desperately need the fringe benefits, and would be willing to contribute even the difference if they wanted—there is an option.

Ms. RENTERIA. Yes. Well, you know many times when people can't get a full-time job, they take temporary jobs.

Now, many of those women are heads of household, lower graded women, and should they become ill, they do not have the health benefits, and it impacts on them very, very seriously.

Ms. SCHROEDER. Well, again, I appreciate your taking the part-time work thing very seriously. I think we all have a duty to re-educate a lot of the population that part-time workers aren't frills and that they are to be taken quite seriously.

And I think your analysis is quite correct; from supervisor right on through the society we haven't tended to pay much attention to that area. I thank you for your testimony.

Ms. RENTERIA. Yes, I would hope too that males would be looking at part time. I think if society would recognize it, that many positions could be opened up to males as well, and perhaps they too can go back to school.

But, you know, society does say that you have to work and they do see work in the traditional terms of the 40-hour week.

Ms. SCHROEDER. The landlord, the mortgage company, they all say you have to work, unfortunately, and that's not a frill.

Congressman Harris?

Mr. HARRIS. I appreciate your testimony. What is your organization—

Ms. RENTERIA. It is an organization that was formed in 1968, this organization was put together to give support to the Federal Women's Program, and its purpose is to eradicate sex discrimination within Federal Government.

Mr. HARRIS. Do you have men members?

Ms. RENTERIA. Definitely. I have some applications I would be glad to share.

Mr. HARRIS. Members of the Federally Employed Women? Why would a man join that?

Ms. RENTERIA. Well, since within HEW in this region, 56.8 percent of our employees are women, I would think it would behoove the males within government to learn how to communicate with women to really see what our problems are.

Mr. HARRIS. Maybe we could be auxiliary members, or something like that.

Ms. RENTERIA. I would hope that you would be an active member.

Mr. HARRIS. You can change it to federally employed persons. Have you considered that?

Ms. RENTERIA. We have, and we have set it aside.

Mr. HARRIS. Maybe you should change it from FEW to FEP.

I appreciate your testimony.

Ms. SCHROEDER. You have to understand the variance. Poor Thomas Jefferson. Counsel?

Mr. BREITENBERG. I just have two questions, Ms. Renteria. I think throughout this afternoon the testimony we received indicated a strong desire among a number of different groups—female heads of households, the elderly, the disabled, students—for flexitime and part-time career opportunities.

I think the problem we're facing now, is how to insure that these groups are able to take advantage of alternative career opportunities when they became available by law.

At the same time, we face a charge of discrimination if we do establish categories. Do you have any suggestions as to how we can best accommodate these groups?

Ms. RENTERIA. Well, there have been an awful lot of guidelines written. One of the things that is very important and never seems to get across in the interpretation of language is the spirit and intent of a human kind of effort.

If we have counsel, and you are not able to do it, I don't know what I could possibly add to it. I would like to give it some thought, and I know that FEW also has looked over the bills very, very carefully, and have given you specific kinds of words and language to be used.

Does that answer your question?

Mr. BREITENBERG. Then it is your opinion that general language may solve this problem—that was the intent of our committee in drafting this legislation.

Ms. RENTERIA. I would think that you would have to have some sort of guidelines that are very specific.

For instance, the handicapped and their needs. I think that you do have to be very specific. The way you get to special groups, though, I think that is with open meetings like this.

It's a very good idea, and also writing to your special groups and asking for the input, and then analyzing everything that you get back and try to put it together in some sort of a working form, but the important thing is that you listen to us.

When you are not dealt with, or you are not asked for input, you don't feel like anything that comes out in a bill actually pertains to you.

Mr. BREITENBERG. Do you support the set aside provision contained in H.R. 1627—the 2 percent per year up to 10 percent?

Ms. RENTERIA. I thought that it seems just about right, and especially with some of your safeguards in case of a rift or cutback of any sort.

Mr. BREITENBERG. Thank you.

Ms. SCHROEDER. If anyone has any suggestions as to how to direct this legislation—and I think what you said in your testimony that veterans' preference was part of it—we would certainly appreciate comments to that.

We want to thank everyone who attended, and if anyone has additional comments, just send them in.

We are all in the learning process together, but I am delighted to see the interest and the time everyone here has put into this whole matter.

Thank you. The hearing is adjourned.

[Whereupon, at 3:40 p.m. the hearing was adjourned.]

[The prepared statement submitted by Ms. Renteria follows, along with statements from Rollie Butler, chairman, Job Development Committee, Colorado Chapter of National Association of Social Workers, Inc., and Gary A. Smith, project coordinator, Alternative Work Patterns Project, Community College of Denver-Red Rock Campus.]

STATEMENT OF DOROTHY M. RENTERIA
Region VIII - Federal Women's Program Coordinator

FEDERALLY EMPLOYED WOMEN, INC.
Denver, Colorado

(Reference: HR 2930 and HR 2932, bills to authorize Federal agencies to experiment with flexible and compressed work schedules and HR 1627, the bill to expand permanent part-time employment opportunity.)

Madam Chairwoman, Members of the Subcommittee, Distinguished Guests:

I am Dorothy M. Renteria, founder and organizer of the Denver Millicent Allewelt Skyline Chapter of Federally Employed Women, Inc., better known as FEW. I am also the Federal Women's Program Coordinator for HEW, Region VIII, Denver, Colorado. I am pleased to have the opportunity to testify on HR's 2930, 2932 and 1627 because I believe these bills would provide improvement of opportunities for women in government. FEW has recognized the need for more flexibility of work schedules for women employees and has publically advocated this position on many occasions. (HR 1627 testimony of National FEW President, Mae Walterhouse, before this Subcommittee, June 29, 1977, Washington, D.C.)

Civil Service Registers from which Federal agencies select their applicants are full and therefore closed most of the time. It is imperative that alternate solutions be explored, such as less than full time work. The benefits to be derived from these bills will benefit women but will also be felt by students, retired persons as well as the handicapped.

Women work for many reasons, but primarily because of economic need. Part-time employment needs to be legitimized so that more women can control the time they can work. On the other hand, management has much to be gained by flexitime, e.g. tardiness is virtually eliminated, reduction in short term absences, services are increased to the public and morale and productivity increases.

I have personal knowledge of many women that feel they could not work outside the home if it were not for flexitime. Several of these women are mothers with school age children. Flexitime has permitted these mothers to fulfill personal responsibilities and needs of the family, such as doctor, dentist and school appointments without having to take leave from work.

Dropping off and picking up children in school has been a problem for working parents. Babysitting had to be arranged for, an added expense and frustration for working parents. By working on flexible schedules parents can arrange to be home when school age children leave or arrive from school. Flexible hours allows for parents, men and women, to share the responsibilities as well as the joys of parenting. More time for family is the most significant reward of these bills.

The most exciting result of flexitime and alternate work schedules is that it allows for women to continue or go back to school. I know of three women who just received their degrees. Two were BA's and one was a Masters Degree. All three women said without flexitime it would have been impossible to do.

Another positive aspect of flexitime is it allows people to avoid rush hour traffic. This fact lessens gasoline consumption since travel time is shorter. Also, more bike riders, both peddle and motor, are evident today. Taking advantage of flexitime can be a blessing in reducing the danger of rush hour traffic.

Not to be overlooked is the tremendous morale impact on the workforce. Workers have greater flexibility in determining their work schedules therefore, raising productivity and humanizing work.

The sharing of jobs is particularly attractive. Two people sharing a position can provide work for more than one person thus helping to overcome unemployment. This would also be attractive to management since they would incur no cost e.g., two people working five hours each for a total of ten hours of work per day, management gets ten hours a day instead of eight with no overtime cost.

I do have some concerns that I would like to bring to your attention. People in part-time positions (less than 40 hours a week) do not receive full fringe benefits as people in full-time positions. The National President of FEW, Mae Walterhouse, stated in her testimony to this Subcommittee on June 29, 1977, "I want to stress that FEW is strongly opposed to discrimination against part-time employees in every respect -- hiring, fringe benefits, training, promotions and lay offs. We cannot condone any practice within a merit system that denies equal rights and benefits to any group of employees within that system solely because their hours of duty in a scheduled work week are less than 40."

It is imperative that part-time workers be afforded the same benefits as full-time workers.

HR 1627, the Part-Time Employment Bill requires 10% of positions be provided grades GS-1 through GS-15, phased in over a 5 year period. My concern is that Civil Service Registers are clogged with applicants that have Veterans Preference. This fact impacts adversely on women since most applicants with Veterans Preference are men. What assurance would we have that these part-time positions, that seem a boon to women at this time, would not mostly be filled by men, especially in higher graded positions? According to a study on Veterans Preference conducted in the Denver Region in 1975 (Veteran's Preference Act Study, DFEB/FWP Committee, Spring 1975), the recruitment impact of this study was that jobs filled from Civil Service Commission certificates were about equal in total members of men and women selected, but significantly different in grade levels for which selected. Approximately 96% of the women selected were at GS-4 and below. Women were selected for low grade clerical occupations through GS-4 and were selected fairly equitably at all grade levels in the field of medicine. However, in such technical, professional and scientific fields as accounting, biological sciences, engineering, business and industry, information and the arts, the physical sciences, statistics, training and education there were virtually no selection of women at any grade level. The latter fields are those which target at higher grade levels and offer the most opportunity in upward mobility. With little or no new input into these fields this deplorable employment situation will continue. We may be simply adding just another mechanism of perpetuating the exclusion of women into the workforce in higher grade levels.

In my experience as a Federal Women's Program Coordinator these concerns are a reality for the many women I have counseled. I hope that these concerns will be taken into consideration in the legislation of these bills.

Thank you.

**COLORADO CHAPTER
NATIONAL ASSOCIATION OF SOCIAL WORKERS, INC.
1200 WILLIAMS
DENVER, COLORADO 80218
(303) 321-7806**

Date: July 13, 1977

To: House Subcommittee on Employee Ethics and Utilization
Chairwoman - Pat Schroeder
Room 603
House Annex 1
Washington, D.C. 20515

From: S.E.L.F. (Social Workers Employed Less Than Full Time), a committee of the Colorado Chapter of the National Association of Social Workers

Subject: Statement in support of H.R. 1627, H.R. 2930 and H.R. 2732

During the past three years S.E.L.F. has researched, encouraged, and promoted flexible working hours and part-time and shared jobs for social workers, while recognizing that the application of these practices are necessary in other vocational areas. Our survey of 108 agencies serving the Denver metropolitan area, to determine attitudes toward part-time hiring, indicates that agencies that have had experience with part-time workers respond more favorably than those agencies that have had no such experience. The results of this survey indicate need for educating employers and encouraging experience in more flexible plans of work.

S.E.L.F. cites the following as benefits to be gained from alternatives to the traditional 40 hour work week:

1. Productive utilization of skills of trained professionals now unemployed.
2. Inclusion of groups of people who have been discriminated against by the traditional 40 hour work week. These include:
 - a. People with family responsibilities
 - b. Retirees
 - c. Students
 - d. Disabled
 - e. People who have varying life styles

3. Studies of part-time employment such as one conducted by the Massachusetts Department of Public Welfare in 1968 have concluded that:
 - a. it is more cost effective to employ two workers to share a job.
 - b. Higher productivity is achieved due to decreased absence and tardiness, lowered fatigue factor, higher morale, and less employee turnover.
 - c. There is more continuity of work during vacations or illness.
 - d. A greater range of skills are available.
4. Greater individual and family stability

We would add that shared employment opens up many options to creative use of talents by employers. For example, employers could tailor the hours actually needed to accomplish a specific job. Often a traditional 40 hour a week job requires a wide variety of skills which may be difficult to find in any one individual. When this problem occurs, employers could divide a full-time job into appropriate skills areas to be filled by part-time workers.

We strongly advocate traditional fringe benefits pro-rated in accordance with hours worked. Withholding of fringe benefits to part-time employees is discriminatory and often prohibitive.

In conclusion, the Colorado S.E.L.F. committee strongly supports the content in all three bills. We appreciate the opportunity to submit a statement to that effect.

Rollie Butler

S.E.L.F. Job Development Committee
 Rollie Butler, Chairman
 Ginny Yribia
 Felice Larsen
 Lois Herrmann
 Marie D. Lohse
 Wanda Myers

STATEMENT OF GARY A. SMITH, PROJECT COORDINATOR
ALTERNATIVE WORK PATTERNS PROJECT
COMMUNITY COLLEGE OF DENVER-RED ROCKS CAMPUS

prepared for

House Subcommittee of Employee Ethics
and Utilization of the Committee on Post
Office and Civil Service

July 15, 1977

Madame Chairwoman and Members of the Subcommittee:

We are pleased to take this opportunity to introduce ourselves and testify in behalf of HR 2930, HR 2932 and HR 1627.

Alternative Work Patterns Project is a CETA funded research project studying flexi-time, part-time work, job sharing, the four-day week and the shortened work week. To further inform you of our interests and goals, enclosed is a summary copy of the grant proposal written by Josephine W. Heath, the Coordinator of the Women's Resource Center, after she observed the need for all forms of non-traditional job scheduling.

The standard work week has been taken as a constant although the forty-hour work week has only been a standard since the end of World War II. It has been thirty years since the hours of work have been changed to meet the employment situation of today's society. In every aspect of life, options have increased. People not only desire alternative work schedules, they need them.

Recent studies have documented the benefits to the employer. The testimony of the United Communications Workers of America gave examples demonstrating reduced tardiness and absenteeism, increased morale resulting in increased productivity. Recruitment of new employees was more effective and less turnover reported. Flexi-time and the eight-day week have the ability to extend service hours to the public.

Part-time work is frequently considered less respectable than full-time. Many talented and skilled people cannot fit into the mold of a nine-to-five forty-hour week. Parents of either sex, married or single heads of households, should have the opportunity to actively raise their children and work. Women are frequently mentioned in this light, but men should have the option and joy of parenting, in addition to being the breadwinner.

Talented older people frequently have to choose between the physical taxation of full-time work or the economic and social deprivation of forced retirement. Many workers cannot receive training in their area of interest because of full-time commitment to their job. HR 1627 would help to alleviate this situation. Students could work part-time in their field and receive the training and experience while learning.

We agree with the testimony of Mae Walterhouse of Federally Employed Women before this subcommittee: "I want to stress that FEW is strongly opposed to discrimination against part-time employees in every respect - hiring, fringe benefits, training, promotions and lay-offs. We cannot condone any practice within a merit system that denies equal rights and benefits to any group of employees within that system solely because their hours of duty in a scheduled work week are less than 40."

There is a definite distinction between part-time and share jobs. Part-time employment is defined as work on a regular and voluntary basis for a daily or weekly period of substantially shorter duration than current normal hours of work. Share jobs occur when two persons share the responsibilities of one full-time job. Job sharing, as differentiated from part-time work, includes more coordination and communication between the employees. The individual qualities of two people together can more than fill the qualifications of one position. Job sharing can be utilized by older employees phasing out their career toward retirement in combination with a new employee in the modern equivalent of apprenticeship. This process could meet the needs of the employees and provide invaluable on-the-job training at less expense to the employer.

The United States has an unemployment and productivity problem. A dual solution would be expansion of the work force through part-time and alternate work scheduling and allow more human options for the employed. We believe a projected view of the future will see alternate work patterns as the norm. Federal legislation is necessary at this time to initiate and implement those new work patterns.

PROJECT DESCRIPTION:

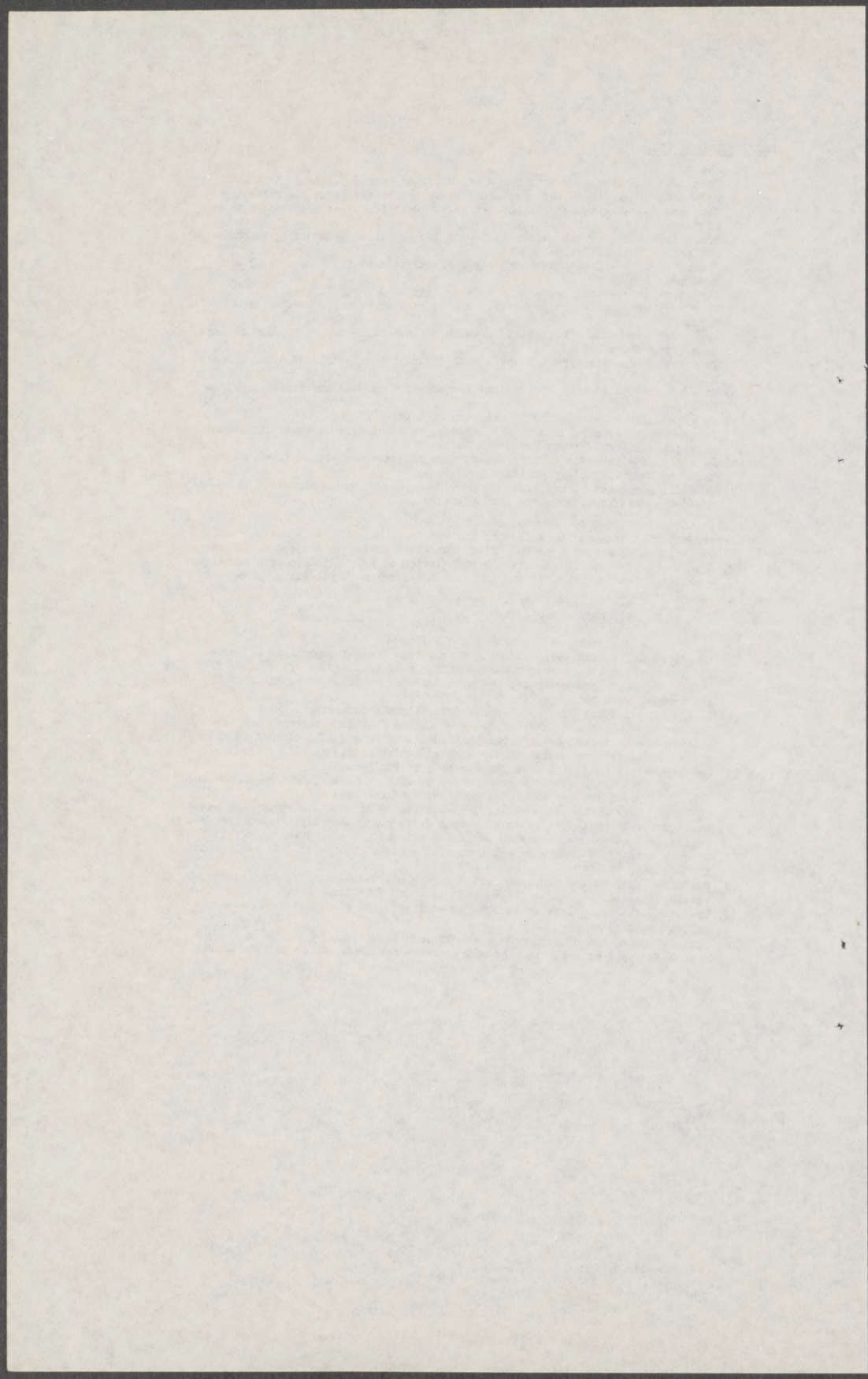
A. Purpose:

- (1) To extend employment opportunities of Jefferson County residents through promotion of alternate work patterns, i.e., share, flexitime and part-time jobs and four-day and shortened work week. Definitions of alternative work patterns:
 Share jobs - Employment pattern allowing two people to assume the responsibilities of one full-time job.
 Flexitime jobs - Eight-hour work day characterized by flexible arrival and departure times.
 Part-time jobs - Employee's work week is less than forty hours.
 Four day work week - All employees in a company or agency work four ten-hour days.
 Shortened work week - Work Pattern which defines full-time employment as less than forty hours a week.
- (2) To provide employers and employees with definitive materials on alternative work patterns.
- (3) To advocate upward mobility options for non-professional and professional employees.
- (4) To extend labor force entry to disadvantaged persons.
- (5) To provide labor market entry for capable, talented persons whose situations prohibit a standard forty-hour work week.
- (6) To assess the need for and the feasibility of extending alternative work patterns to CETA eligible population.
- (7) Optional component of project: To provide employers and employees with an on-the-job model for alternative work patterns.

B. Tasks to be performed by the project:

The project will include the following phases:

- (1) Development of an employer and union council to advise on project development.
- (2) A survey of present literature and compilation of relevant data on alternative work schedules in organizations and industries across the country. Research will assess:
 - a. employer benefits
 - b. employee benefits
 - c. models being used
 - d. state and federal legislation
- (3) Survey of Jeffco employers and unions to assess present employment patterns. The survey also will assess upward mobility possibilities for part-time, flexitime, and share job employees and test employer willingness to incorporate alternative work patterns.
- (4) Develop and conduct survey to locate CETA eligible population. The survey would assess the influence of CETA'S full-time temporary employment stipulation on target group participation and determine if inclusion of alternative work patterns would attract greater participation in CETA programs.
- (5) Development of completed data for use by area employers.
 - a. Publish a handbook of employee benefit options, flexitime scheduling possibilities and model programs used by industries.
 - b. Develop an audio-visual presentation on alternative employment patterns.
- (6) Conduct workshops for at least six major Jefferson County employers to present advantages and discuss concerns regarding alternative employment patterns.
- (7) Conduct workshop for CETA target groups to acquaint them with CETA employment and training options.
- (8) Conduct workshops for three Jefferson County placement services to discuss job development techniques for share, part-time and flexitime jobs.
- (9) Develop workshop package to be used by employers and placement services after project completion.
- (10) Optional Component of Project: Place 12 individuals for 6½ months in alternative work patterns - six in community service agencies; six in private industry



PART-TIME EMPLOYMENT AND FLEXIBLE WORK HOURS

TUESDAY, OCTOBER 4, 1977

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
SUBCOMMITTEE ON EMPLOYEE ETHICS AND UTILIZATION,
Washington, D.C.

The subcommittee met at 9:40 a.m. in room 304, Cannon House Office Building, Hon. Patricia Schroeder (chairwoman of the subcommittee) presiding.

Mrs. SCHROEDER. The subcommittee meeting is called to order.

Today we continue hearings on H.R. 1627, the Part-Time Career Opportunity Act, and H.R. 2930, H.R. 2732, and H.R. 7814, bills to amend hour and pay statutes to permit Federal experimentation with the 4-day workweek, as well as the banking of hours worked.

On September 26, 1977 the Comptroller General issued a report entitled "Benefits from Flexible Work Schedules—Legal Limitations Remain." The GAO again supports legislation to remove the title 5 and Fair Labor Standards Act impediments to further experimentation with flexible and compressed workweeks.

The GAO estimates that 1.2 million non-Federal workers are using compressed schedules and from 300,000 to 1 million non-Federal employees are using flexible work schedules.

They further report that in the Federal sector, over 141,000 employees are on flexible schedules, even without the proposed legislation. In addition, the GAO found that most of the 31 organizations using flextime schedules reported benefits to both employees and employers.

The report, however, notes certain difficulties in scheduling meetings and insuring proper workflow when key employees work different schedules.

It will assist us to hear today from persons involved with two of these Federal flextime programs and to hear firsthand of the problems they have encountered and measures they have taken to deal with them.

Today we will also focus on Federal part-time hiring policy. Since 1973 a series of congressional hearings have been held on alternative work schedules legislation similar to that before us today. However, it becomes evident that part-time employment opportunities have not advanced as fast in the Federal Government as have those for flextime scheduling. Current statistics illustrate this vividly. While only 20,450 permanent part-time employees work in grade levels GS 1-15, or 39,260 in all wage systems but the Postal Service, there are currently 141,000 Federal employees on flextime schedules.

This lag in Federal part-time hiring is not typical of the private sector. The current issue of money magazine reports that the part-time labor force has increased at a rate double that for the full-time force. Now 1 out of 5 workers are part-time and about half of the 16 million part-timers receive at least some fringe benefits. However, the focus of the article is the increasing number of part-time jobs beginning to open up for professionals who choose to work part-time—lawyers, economists, professors, actuaries, government officials, and program analysts.

A recent article in the Civil Service Journal reports on the fact that part-time workers are overlooked as a source of qualified people who could staff Federal positions that are currently vacant for lack of skilled personnel.

The first reason for this is that agencies don't consider part-time work appropriate for the mainstream of the agency's work. The second disincentive is the personnel ceilings set by OMB, which count a part-time employee as one unit, whether the hours worked are 2 or 39 weekly.

It is time that our employment policies be changed to reflect the needs of our work force. We need to replace the rigid patterns of "extended education, work, and early retirement" with more flexible work patterns, giving employees more choice over their cyclic life plans.

The recent House vote on H.R. 5383, to end mandatory retirement for Federal employees has important ramifications for our manpower policies, especially as our aging groups continue to lobby for "phased in" retirement.

While the Rehabilitation Act of 1973 called for "job restructuring, part-time, or modified work schedules" for the handicapped, there remain pitifully few part-time jobs available.

Finally, there are strong indications that many full-time employees would prefer to work reduced hours. In Santa Clara County, Calif., county employees were offered the option of reduced income for increased days off, and 17 percent have voluntarily reduced their work time by 5 to 10 percent. Furthermore, Fred Best, special assistant to the Department of Commerce's Deputy Assistant Secretary for Economic Development, writes that unemployment could be reduced by 1 percent if 50 percent of the labor force forfeited 2 percent of their annual income for an additional week of paid vacation, opening up additional jobs.

We are very happy to welcome this morning the Honorable Midge Miller, who is a delegate of the Wisconsin State Legislature. I must say we are very, very pleased to have you with us. We will be happy to hear about your experience in this matter. I know Wisconsin has been a real leader in this.

STATEMENT OF HON. MIDGE MILLER, DELEGATE, WISCONSIN STATE LEGISLATURE

Ms. MILLER. I don't know whether we are leaders, but we certainly are interested in this subject.

I would like to thank you for the opportunity to speak. I haven't prepared a written statement, but if you would like something later, we can type something up and get it to you.

My name is Midge Miller. I represent the 77th assembly district in the Wisconsin State Assembly. I also serve on the board of directors of the National Council for Alternative Work Patterns. I chaired the Legislative Council Committee on Part Time Employment which was created in the 1975 session of the Wisconsin Legislature. One of the products of our work was the bill 91, which in many ways is similar to 1627. This bill received unanimous support in my committee and the interim committee, and it received strong support from the legislative council, which is the leadership council. In fact, I think it received all but one vote, but that member is not back, so, I consider it all but unanimous. It is now pending in the Management Committee.

My reason for work on the legislation and for appearing today is because I have become convinced over the last few years that there is a major social need for this and other legislation promoting part time and flextime and other alternative work patterns which recognize the needs of millions for job opportunities that are not contradictory to their health, age, and family responsibilities.

I am not going to take your time today to detail the serious problems that are facing older people, that are facing people with health problems, and people with children when they cannot find jobs that will allow them to earn a living and at the same time complete their other responsibilities and needs.

There was a time in society and in the world when men and women, old and young alike, were all vital to the labor market, and people contributed as they could. However, with the industrial revolution there came a proscribed set of working conditions and a rigidity of these both as to location and to the hours of work that has forced many people to either neglect their own families or their own health and welfare, or has eliminated them completely from the employment market, or in some cases put them in such low levels of employment that it has deprived them of both the self-sufficiency that having a job provides, and also of making a contribution to our society. The result has been an artificial creation in our society of a large number of people that are forced to be dependent, either dependent on family or on Government.

What we have really developed is two classes: the labor class, which is an increasingly small percentage of the total society—you're doing something about this in the Federal Government by not having your forced retirement. What we have done with our rigidity and rules is increased a large number of people who are dependent either personally or through Government on the other group who work. There is resentment on both sides. These are resentments that are unnecessary, I believe.

Most people, if they can, will work and will try to meet their own responsibilities. Although they could maybe make it on a part-time job, they cannot make it on no job at all. These people, then, choose to work and neglect the other parts of their lives.

I also have become convinced although we talk a lot about affirmative action; affirmative action isn't working, and I don't think it can work, because one of the reasons is that the conditions of employment as far as many women are concerned becomes a de facto form of discrimination. It's a little bit like those of us in the South

who used to say: We will let anybody vote, as long as they could quote the Constitution and pass certain other reading and writing tests, knowing full well there was a large segment that couldn't pass the tests. You don't have to say you're discriminating because they are black; you just set up conditions that can't be met. This is what's happened to women, particularly women with children.

This is the gist of what I want to say. What I want to say is this is not just a flareup, or some idea, or something that would be nice to do. It's a major social problem we're trying to meet.

If the response of our own State civil service employees is typical of the country, the fact that in a recent survey at least 6 percent of these now employed in civil service would like to reduce their hours of work if they had the opportunity, means we could actually open up jobs to many people who are unemployed.

I think many people look at part time as a threat to employment picture. I look at it as a solution. If you were to not talk about the people who were employed, but you're talking about the unemployed, you would find a very, very much larger percentage who would like to work part time. One reason they are unemployed is they are not willing to work full time, and are willing to take the disadvantages of being unemployed rather than to meet the conditions of full employment.

If what we are finding is true, that full time, flextime, and part time have improved the worker morale as much as studies are indicating—we do have this study going on in Wisconsin with Project Join to do a much more effective study within the civil service program itself—I believe the better productivity that will be the result of this improved morale should benefit not only the employee, but the employer, and ultimately the consumer; in the case of civil service, whether State or Federal, this means ultimately helping the taxpayer.

You're probably thinking, if this is so beneficial, why hasn't it been used. It probably goes back to the saying: "If you're so smart, why aren't you rich." I would say it is difficult to overestimate the resistance to change of a society on something as basic as the way people work.

Let me give myself as an example. Because I have been a long advocate of part-time employment, when I was interviewing for an administrative assistant's position, one of the applicant's said, "Why don't you have it part time." My response was, "Part time is very important; I think it should be done, but not in my office."

I thought I had a good rational reason. I had had a number of part-time people. When they would come in Tuesday or Thursday, a bill came up for Wednesday. I had assumed that all part time had to work that way, either a half day or every other day. However, because I felt nibby about my response, I did what I think all employers should be encouraged to do: I opened my mind to see if there wasn't some way we could do it, some way that would be good for both me as an employer and my employees who needed part-time work. When I stopped to think about it, I realized that there were particular needs that I had and that my potential employees had. I realized that because of the peculiarities of our legislative schedulings, I had times when we were in session that I needed them more; then I had periods during campaigns or recess when, although I can always

use somebody, I could get along without. So, this gave me an opportunity to work out a scheduling program. My employees would work intensively during floor periods; then they would have extended vacations during recess. It happened that the people I was talking to could give full time for short periods, but didn't want to spend that much of their life in work. Actually, one person that I employ came to me for far less than half of what she was making in her full-time job, just for the privilege of working on a part-time basis. We developed a system for banking hours, so each person who worked a total of half time over a biennium—we had sort of a rolling credit, sometimes they worked half time, sometimes quarter time, sometimes full time, sometimes not at all.

This has worked very well for me. In fact, my colleagues say, "How come Miller rates two assistants?" I just smile smugly and say, "Because I'm so smart." The truth is, I also made the reaction it couldn't be done.

One of the important reasons that I think goals and timetables are important—and I know there is resistance to them; there's resistance in my bill; I imagine you have resistance at this level—is because without pressure, employers won't change. We have actually had a permissive legislation for some time both about flextime and part time, but unless a person has to stop and justify why they are not doing it, people are going to do things the way they have always been done.

I believe when we have something where there is this kind of crying new social need for new opportunities to be created, we have a responsibility in government to be sure needs are met. Despite this permissive legislation and almost universal success—we have had reports on where they have tried this in Wisconsin and there are only one or two exceptions where we have not had people universally happy with it—still the percentage who have tried it are very, very small.

In my own legislation, I have a slightly different proportion than I think your bill does. I have required only 1½ percent and over a 4-year period; of course, it could be extended if the 4-year period was going well and it needed to be more. It comes to a total of 6 percent. I also allow waivers, particularly in non-expanding departments, because I wanted to be able to ensure all full time employees that they would not be forced to go to work on a part-time basis in order for the department to meet its quotas. I don't think that's fair.

When I'm talking about the advantages of alternative work patterns, I'm not talking about forcing another group into this new pattern. I'm saying let's open up the patterns and increase the number of choices. It's not that I am really less dedicated to the cause, that I am accepting a smaller percentage, it's that I felt my chances of passage were better with a smaller percentage, and I thought that really what we need to do is get them started thinking about it and working on it. Once they do that, then I believe they will maybe adopt more than the percentage required. Nothing keeps them from going above that percentage. I didn't want them to have too big a reason to say no. One and a half percent was a particularly small number, especially when you allow for waivers. At least they then have to stop and think about it and work around and see what they can do. I think that in

itself will do what I want, which is the major change that needs to be taken which is to open up the mind to alternative ways of doing it. Once you do that, I think common sense begins to operate, and a lot of changes will take place.

I am convinced that the merits of the situation will in many cases cause them to expand, but without the requirement, I think everything will go along as usual, unless there's a crisis, or some pressure, requirement that makes a change.

It is important that the part-time opportunities be available at all levels of employment. At present, most part-time jobs are at the very lowest level and quite often without benefits. This seems to be a double insult: You're not only working fewer hours so you get less income, but that's your choice—it may not be your choice, at least society can take the responsibility for the rest of it—then if it's at a lower economic level and no benefits, it becomes almost impossible for anyone to seriously make a contribution to a family, or certainly to support a family. Furthermore, I think that this means not only that a person will have trouble being able to afford to work part time if they are only at the lowest level, it means they are really denying that opportunity to all trained people who want to make a contribution to our society based on their ability and on their training, not just on what job is available.

I think we have across the country thousands, maybe millions, of grossly unemployed people or people who are underemployed far below their skill level just because they want to work part time and they are willing to take a job under very adverse conditions.

I have another concern not only that we make it available at all levels, and I am convinced that you can handle that even at the top administrative level, it can be done on a part-time basis, I also think it would be a major mistake, and I don't remember the details of your bill enough to remember if you did this, I know it was done in times past; I think maybe Senator Tunney's bill did do what we call track, once you're in the part-time track, you can't jump out of that track.

In fact, I was talking to somebody who does work for civil service who had worked very hard on a part-time basis when her children were young. Now her children are in school; she wants to go full time and she can't get out of that track.

I think this is a very, very important thing to be sure that there is no restriction on that, that you can flow from one to the other. In our case, we did say that they did not have bumping rights on full-time people, unless they move into the system and then are full-time people, but to track a person indefinitely on part time is to lose the whole concept of flexibility. I think it's something to be avoided.

There's actually more going on in the private sector than in the public sector with regard to part-time employment. I believe that's because they are finding how satisfactory it is; I also strongly suspect that is to get around giving fringe benefits. I don't think our efforts of providing part-time employment is necessarily to rip off the employee. I think it's to provide an option based on the social need that I have discussed.

I believe it is the responsibility of the Government, in spite of the fact that we are the followers, not the leaders, as far as private enterprise is concerned, I think it's our responsibility to develop work in this area where it is meeting the needs of people. It seems to me that the State and Federal civil service are clearly provided an opportunity to begin that responsibility.

It's my understanding that one of the problems facing expanded part time in the Federal service is the concern about the number of employees. You know the old adage about the bureaucracy getting bigger and bigger, and how many people are employed by the Federal Government. That's always a big campaign issue.

Our State has developed a concept which we call FTE, which stands for full-time equivalent. I don't know whether the Federal civil service has something like this or not. Instead of counting the number of employees, we count the number of FTE's as our unit of measure. It's not a slight-of-hand trick; it's really far more realistic, because if you have one FTE, it doesn't matter whether that's filled by one person full time, or two or three people part time. It's still, as far as the Federal Government and as far as the taxpayer's dollar, one position.

If you do not have something like that, it may be the solution to the numbers problem, which is something I heard was a problem for you. That is not a problem with us in our department because of this.

I have also run into a major problem, I don't think it's covered by your bill, but one of the major problems we found, particularly as far as private employers are concerned, is the whole business of fringe benefits, and there is one major solution that can be made by a change in the unemployment regulations, and I have worked out a very, very fine formula which is absolutely fair to all people, I am convinced. I will leave a copy with you. I have had no luck with it at the State level, not because it's not absolutely fair, but because we have a system on the State level by which all of our unemployment compensation comes in on an agreed upon bill. Although I have about three-quarters of the committee, we have a couple good strong labor unions who still feel part-time employment is scab labor. It's understandable why they feel this way, because it has been used as scab labor; it has been used by employers to undercut fringe benefits. They are not willing to think in these terms, although we have very good support from our State unions, but on this particular committee, we have not been able to open up these minds to the merits of part-time employment. So, I have not been able to do it, but I think it would be worth your reviewing that formula. It also would apply to the social security problem. Since the social security cut-off is so much higher, that's not a realistic problem for us in our State employment.

I understand that with the complex system like civil service, whether it's at the Federal level or State level, it seems easier for people to remain the same than it is to change. That's the natural resistance of any bureau or organization.

I am convinced not only that Government has responsibility to this important segment of our population so they have an opportunity to earn and contribute to society, and that they are being seriously hit by today's rigid work alternatives, I am convinced that the quality of life and work for civil service itself will be enhanced. So, I urge you to support and act favorably on H.R. 1627 and work for its passage.

I also understand that your committee is considering legislation on the flextime and compressed work schedules. I have not, because I didn't receive them in time, reviewed in detail your bills. But we include in our legislation both flexible time and part-time, and, I would like to take an opportunity to say to you that I believe it's very, very important to move forward in this area, too. So, I would like to speak just to the concept, not to your particular bills.

I think that we must expand the flexible hours for a number of reasons. The whole area of worker morale is clearly enhanced in this area. I believe family welfare, I believe the care of children, I believe the strength of families are strong incentives in themselves, but there are other additional reasons that are not necessarily related to the employee at all.

Many of the benefits of a variety of adaptations will, for instance, allow better use of expensive equipment, because without hiring new employees, if you stagger the work, they can spend the time on longer use of the computers, longer use of labs, longer use of expensive equipment. In those parts of the Government where you're talking about serving the public directly, it means that you could have longer hours when the office was open without having to have increased numbers of employees or shift work, or something like that. Without extra cost you could do this and at the same time be accommodating your employees.

I think another factor which is of overriding social importance, and one of the reasons Europe has gone for flextime, is because of our need for additional highways, our need for additional utility plants, our need for additional buildings and recreational facilities will be greatly diminished if you spread out the use of them. It's no wonder you need so many parks if everyone takes their weekend on Saturday and Sunday. There's nothing immoral about taking your weekend on Monday and Tuesday as compared to Saturday and Sunday. It would mean that all the facilities would have a great deal more use. Perhaps highways are one of the many reasons it has grown so much in Europe. If you spread the pressure of the peak out, you have much less demand for more cement to eat up our farmlands.

So, we are not just talking about some way to please the employee, or some way to take care of the middle-aged woman who wants something to do with her life, we are really talking basics: First, what it means to the employees, and second, we are saying what it means as far as cost in productivity. You have better productivity when you have happier employees. You also have much less use of resources. Then you have the social needs. The Government is having to provide all of the things in the way of money for highways, money for recreational facilities, and money for a lot of areas which would not have to be done.

So, you have a lot of major issues, not just wouldn't-it-be-nice-if. I think there's a growing absolute demand. I think there is no question we will come to it. The question is, whether like most things in Government we come to it so late it really doesn't do much good, that we wasted our precious resources in trying to gear ourselves to fit the artificial rigid work hours that developed at the time of the industrial revolution.

I would like to summarize my thoughts with a quote from Phyllis Schwartz which says:

The concern for clock and calendar will hopefully be replaced by concern with the need and capacity of the individual in relationship to the job to be done.

Which should have always been that way, but somehow we got into a bad habit and we have to break that habit. I believe there are thousands, perhaps even millions, who will benefit from your taking the necessary steps in this committee to begin a meaningful change. We really can't begin to talk to private enterprise unless we can take leadership ourselves. I believe that we have to begin to recognize that the people who are employed are human beings and have to be treated as such, not as cogs in a wheel.

I appreciate a chance to speak to you. I don't know whether it was truly to the point. If you have questions, I would be glad to try to respond.

Mrs. SCHROEDER. I think we will be certainly anxious to see your unemployment formula. I think that's a very exciting thing.

I really appreciate the insight you have given the committee on your experience. There are times when it seems to make so much sense you wonder why we haven't done it. I know that the last 4 weeks have been interesting to me. My husband is out of the country, so I have been a single parent family. It's fascinating to see the things you cannot do by yourself. You can't run errands; you can't get your car repaired; you can't get your fridge repaired. You cannot do anything unless you depend on somebody or find some way to move your hours around.

Ms. MILLER. We have millions of single parent families at this point. What they have found is actually the number of absentees has declined where they have flexible hours. The person is filching on the job if they cannot find another way of meeting basic needs; if someone is sick, they have to take them to the doctor. They begin to filch around. When they are treated with respect as human beings, they usually respond as respectful human beings. I think that's true. It's an absolute necessity, I believe, that we move in this direction. I think we have paid a very high price in our society for unnecessary rigidity.

Mrs. SCHROEDER. I couldn't agree more.

Congressman Gilman.

Mr. GILMAN. Thank you.

I want to thank you for your remarks, Ms. Miller. They have been very helpful to our committee as we study this problem. I have just a few questions.

Did you experience any resistance or reservations by the executive branch for set asides that are contained in your legislation?

Ms. MILLER. Well, I tell you, I'm not sure about that. I verbally and up front have had nothing but support from our department administration, which is the major executive group that works with our civil service. However, I have had about 4 months of frustration on the drafting, which I have now narrowed down to the fact that when we finally went before Internal Management, they tacked on some amendments. I would say there was no up-front concern, but I would say I have been sabotaged. I think there is resistance. I think I could have dealt with it better had it been up front. That's the way I

usually deal with people. I have been very disappointed with that. My bill had very strong support in the legislative council; I thought it was going to sail right through. I have not gotten it in final draft form yet.

For a while I thought it was because my staff wasn't adequate, or I wasn't adequate. This is my fourth term there; I am not a neophyte. I have never run into this before. The only thing I can see is that someone in the department is dragging their feet. We will have it out of committee within the month, because we have really narrowed it down. We do have a new person in charge of that department. There's no question we have had some resistance.

Mr. GILMAN. Is your proposal an experimental type of proposal or are you mandating it?

Ms. MILLER. We do two things: We mandate an experiment, but we don't say how much or how extensive as far as flextime. We ask for reports and we ask for evaluations. As far as part time, we have goals and timetables, but they are not as high. We have 1½ percent for 4 years for a total of 6 percent. We left a very large waiver. No full time employee could be forced to go to part time, and in a department, because we are not an expanding bureaucracy at this point at least on the State level, if a department cannot meet this quota, it can take that request to the department administration. For instance, if they are not adding anybody and nobody on their staff wants to go part time, clearly we are not asking them to meet that timetable. If they are expanding, we would expect them to. I look at it as a heavy nudge. I feel if you do not say "Here's something you have to meet and if you don't meet it, you have to say why," nothing is going to happen at all. I'm not the kind who feels that it has to be a rigid thing that they have to meet regardless of if it makes sense. I am convinced if you don't put some pressure where the burden of proof is on them to say why, nothing will be done. I believe the habits are strong.

I have studied and worked on this. I did testify in April 1976 before Senator Nelson's committee. I am convinced that the employer will benefit, society will benefit, our welfare will go down, that people will be happier, that our highways will be less crowded. There are so many advantages that you have to stop and think why it isn't as happening.

I believe after talking to people, and I have been at a number of conferences and talked to private employers as well people in civil service, I think without a prod of some sort, nothing is going to happen. I go back to what I said about having my staff work part time. My first reaction was "Other people should do it, but not me." Then I felt here I'm talking part time and I am not doing it. Something has to make a person make a change. Most of us in our human lives has to have a crisis, or an election, or something.

You need some sort of timetable. I don't think it's correct to leave loopholes so if they have a good reason they can get out. I do think two things are important: They should not track them permanently into part time, and I think it should be at all levels. We don't want just more clerks and typists at that level; we want it all the way up. We have had some interesting experiences in our Project Join. They have people at the professional level and administrative level. It works, I believe.

Mr. GILMAN. In Wisconsin do you have some full time permanent employment ceilings?

Ms. MILLER. Well, what we call them now is full-time equivalents. This means that you don't have a limit on the number of people, you have a limit on the number of positions. So if you have one position and you put two part-time people in it, you're not exceeding that limit. I think that's something you can do on the Federal level just because it makes sense. It isn't the number of actual bodies that you're concerned about, it's how big the payroll is, and how expanded the bureaucracy is. If you take the full-time equivalent position, it isn't any different as far as how many people are really employed as far as costs are concerned whether three people are doing that job, or two people, or one person. We haven't had resistance on that, because this had already been done by our department administration; before our suggestions of part-time employment they had done it for computer work. We just call it a full-time equivalent; we do have limits on that and the number of positions available.

Mr. GILMAN. These are written into the schedule?

Ms. MILLER. Yes. It was not done at my instigation, but it serves my purpose as well.

Mr. GILMAN. How much input did your supervisors have in drafting your legislation?

Ms. MILLER. I was interested in this, but I knew it was major legislation and if it were to pass, I would have to have broad support. We have a process in our legislature where during the interim we have legislative council committees which are appointed by the leadership of the two houses. Then the Governor appoints a certain number of citizens. We had labor, business, and both parties and both houses represented. We met for 11 months. At that time anybody, including the labor union, including the department administration, could testify and have input.

As I pointed out, I was a little bit disappointed. Although we had verbal support and at the same time they came and testified they were in favor of the concept, we didn't get specific problems until after my legislation was drafted. They told us to redraft it this way. They did not tell me their problems. I am and was very open to what their concerns were. We are just now beginning to know. They should have talked to us earlier.

I do know civil service did testify at Senator Nelson's hearings in April of 1976. So I know he at least has had them from the beginning. They didn't give us the kind of detailed help we should have had earlier.

Mr. GILMAN. I want to thank the lady from Wisconsin for taking her time to come before the committee. Her testimony about something we are very much concerned, has been most helpful.

Ms. MILLER. Thank you. Are there any other questions?

Mrs. SCHROEDER. No. Again, I just can't thank you enough.

Ms. MILLER. I was lucky, I just happened to be in Washington.

Mrs. SCHROEDER. We were lucky. Thank you again.

Mr. GILMAN. Madam Chairman, I have been called to a quorum at the committee meeting next door.

Mrs. SCHROEDER. We will take a temporary recess because we are running two committees and they desperately need a quorum.

[Whereupon, at 10:15 a.m., the hearing was recessed until 10:20 a.m. the same day.]

Mrs. SCHROEDER. We will reconvene the hearing. I hope we can keep a quorum over there.

If the panel of supervisors on part-time workers will please come forward, Mr. Richard Conroy and Mr. Thomas Giammo.

Mr. Conroy is Deputy Director of the Office of Information Management, Pension Benefit Guaranty Corporation, and Mr. Giammo is Director of the Division of Statistical Processing, Office of Data Development, Office of Management and Administration for the Social Security Agency, we are delighted to have you two here and we are interested in your viewpoints.

STATEMENT OF THOMAS GIAMMO, DIRECTOR, DIVISION OF STATISTICAL PROCESSING, OFFICE OF DATA DEVELOPMENT, OFFICE OF MANAGEMENT AND ADMINISTRATION, SOCIAL SECURITY ADMINISTRATION

Mr. GIAMMO. I am here to really talk about two things; namely, the management experience I have had with part time and flextime. I have had the privilege of working in situations with both.

The position I have now I took over in 1974. I have about 335 employees ranging from GS-2 to GS-14. Of those 335 employees, I have 35 professional people in the computer programing area, all of whom are on flextime. I have 200 clerical people ranging from GS-2 to the GS-11 level who are on flextime. I have 100 people that are in various series but are in the computer support area; none of those are on flextime. I will go into that in a few minutes.

We also have attempted recently to begin hiring part-time employees. I have five temporary part-timers that I have hired so far in the clerical area. I have five more openings I have yet been unable to fill.

The experience I have had at the Social Security Administration with regard to flextime has been excellent.

We have had minor problems. I think the benefit has outweighed the difficulties we have had. The benefits with the professional people have been especially strong. The people I have working in the computer area, their work hours are restricted to a large extent by the availability of computer machine time. They have to work in a flexible mode anyway. In some senses view the institution of a formal flextime program as an act or recognition of the actual state of affairs. Where we were doing things on the sly and on the cuff, and allowing them to come and go when they were needed, this allowed us to institutionalize it and make it above board.

The one problem I had in this area was because of the necessity of actually clocking people in and out, as we are doing in the clerical flextime program, there was a lot of resistance to the professional computer program, including the institution of timeclocks. There were a lot of hurt feelings of being put down. We got past that and everything has worked out fine.

In the clerical area I think the biggest benefit we have seen is the dramatic reduction in absentees. I don't mean people missing whole days. I mean people coming in late and leaving early. That's not completely disappeared, but it's been dramatically reduced.

Morale has been extremely good among the people. We have a grievance procedure, and a lot of my time previously had been devoted to adjudicating various types of grievances, typically somebody coming in habitually 15 minutes late; a lot of that has gone away.

One minor problem we have had is that we do some things that run on a rigid schedule. For example, we do payroll pre-processing for the whole Social Security Administration. Every alternate Monday, timecards begin to arrive from the various areas of the Social Security Administration nationwide. We begin the keypunching process at around 10 or 10:30. Typically we have to run it to about 5:30 or 6. We had difficulties with overtime before flextime. It was hard work; we rushed people. People were tending to come in very early on those Mondays in hope of escaping by 2:30. We were forced to hold people on overtime past that. We worked that out without any kind of administrative action. We talked to people and tried to impress on them that the flextime program demanded a give and take, and the problem went away. We have changed some of our procedures also which allows us to get by with fewer people in the later stages of the process.

I think, in general, in our experience that where there have been problems, we have been able to overcome them. I think the experience we have had with flextime has been extremely positive.

Let me go back to the 100 people not on flextime. They have a unique problem associated with them. We actually run the computer center to support the internal management. We require 24-hour coverage on that. We have three shifts; the 100 employees are broken into three shifts. The difficulty of trying to arrange flextime so we don't have machines unattended or doubly attended at times is not that it can't be overcome, but the order of magnitude of administrative efforts required to do that is much higher, and we felt we are not quite ready to take that on.

The people have been understanding. There is some feeling there that people would like to be put on flextime as far as possible. There is a certain amount of, I think, very valid criticism. It's been something we haven't had the managerial energy to attack.

The temporary part-time people are being hired now to take the particular workload that's built up in the keying area. The reason we went to part-time people was for quality. We feel very strongly there's a market, a supply of people available in the Baltimore area that are extremely good, and that would be available on a part-time basis.

As strategy, we went for temporary short duration and asked for part time. We have gotten 10 positions. The first thing we did was take the ones that indicated they would be available for part time. Then we went through the list and narrowed it to the Civil Service Commission employees list.

That again is working very well. We are getting very good people. They work whatever hours they choose, anywhere from 20 to 39 hours.

My total experience with part time is an extremely positive one. I was in the Department of Health, Education, and Welfare with the Office of the Secretary. I took over the job of deputy director of health management center. I inherited a part-time woman who came on as a GS-14 computer analyst. One reason why she had been accepted was she didn't count as an extra ceiling. It's a free-be.

She was working in an area where I was using project people, project leaders, to handle the large complex problems. Those jobs tended to involve her in other areas of the department. She only worked 24 hours a week.

Fortunately the way it turned out, she had the right background and right experience to head one of our major projects, which was the support function we were providing to the combined payroll personnel system that was being redone. She fit in perfectly toward that position, and it was with some trepidation that I gave her that assignment, her having to leave, in general, at 2 o'clock, and having to work with large numbers of people. I thought her 24-hour week would interfere with her ability to discharge her duties. My thoughts were unfounded. She was able to have people reschedule their meetings to fit her schedule. She was a very persuasive person.

One effect that I noted at the time which impressed me was the kind of work she was doing was very much organizational in terms of her thinking about the problems, trying to anticipate them. She couldn't shut her mind off. She went home at 2:30 but she worked from 2:30 to the next morning. Obviously progress had been made in that time. I think that's a lot of work we do in that area, you engage a person's ego and entire being in the job, if you're lucky to get someone of that capability.

Ending up on a personal note, my wife, too, has been out of the country for 3 weeks. I have taken advantage of our flextime schedule.

A second personal note, my wife is now a GS-15 in government. She was a GS-14 back when we were first married. I have a young boy from my first marriage. It was very, very difficult at that time for both of us to be working. My wife in 1970 made an extreme effort to find a part-time position; she was unable to do so. We made it, obviously, but it would have made an important difference.

Mrs. SCHROEDER. Thank you.

Mr. Conroy?

STATEMENT OF RICHARD CONROY, DEPUTY DIRECTOR, OFFICE OF INFORMATION MANAGEMENT, PENSION BENEFIT GUARANTY CORPORATION

Mr. CONROY. I would just like to add a few thoughts from my own experiences both in government and the private sector in managing part-time people. Part-time employment has included both the professionals and the clerical. I guess most of the people I have managed have been either students or young women with school age children.

My experience has always been very positive. The benefits offered by these people far outweigh any administrative cost or inconvenience on the part of management.

My first experience was in the private sector, and, of course, we had a much greater latitude in the private sector of employing part-time people. In government it is somewhat different.

In government I became aware of the individual that Tom just alluded to, and luckily was able to hire her away from Tom. I would certainly echo everything Tom said about this person's capability. She is an example of what can be done with part-time people. I think there is a tremendous resource available in the area of employing part-time people.

I also feel that the majority of these resources are probably available at what is commonly referred to as the lower grades, from a GS-7 on down. If management is allowed to operate in the way it should, there are many applications that lend itself to that type of employment. For peak load work, you have a typical working time. I think part-time help would be very helpful for any agency. Not all agencies operate the same way. In our particular agency, the employment of Janet did go against the ceiling. In the merit selection process, it became apparent that what she had to offer on a part-time basis probably would be equal and exceed what the full-time person could offer who had applied at the time.

The only drawback I see to the concept of part-time employment centers around career development. I think something Tom said is very pertinent. I think management has to be given prerogatives to identify jobs that do lend themselves to part-time employment, particularly in the area of data processing or highly technological environments. There's a great deal of training required. I could foresee problems especially in the career development, when you're talking about career ladders and having the classes available on a part-time basis to train the employees to progress through the ladder and, therefore, develop their own careers. I think we have as much responsibility to employees as far as developing their careers as we do in providing jobs for them.

Mrs. SCHROEDER. Very good. I must tell you it's very refreshing to hear supervisors say it can work. I think the easiest thing to say is it won't.

I think one of the things you both pointed out, and I have always felt we have never really taken into account, is that when people are tired or hassled, invariably the first thing that gets impaired is their ability to think. So, for people who want and have the part-time job, they really are thinking full time, and they really are probably much better part-time employees than they would ever be full-time employees, and you're getting twice as much for your money. I think that's important.

I really appreciate your being here. I think you have added an awful lot, and the quality of life for all of us, I think, really does rely on people being trusted just a little bit more. You don't run people like machines. You just make sure everyone is on an equal basis. Thank you very much.

We now have a panel on supervision of flextime workers. We have Stuart Shuck who is Director of the Division of Adjustment Operations, Bureau of Data Processing, Social Security Administration; Zenus Hooper, supervisor, Division of Employer and State Operations, Bureau of Data Processing, Social Security Administration; James Finegan, flextime coordinator, Bureau of Government Financial Operations, Department of the Treasury; and Melvin Visnick, supervisor, Bureau of Government Financial Operations, Department of the Treasury.

We are delighted to have you all here to explain what your experiences have been in flextime as you have seen it in the Government.

STATEMENT OF STUART SCHUCK, DIRECTOR, DIVISION OF ADJUSTMENT OPERATIONS, BUREAU OF DATA PROCESSING, SOCIAL SECURITY ADMINISTRATION

Mr. SCHUCK. We began to think about flexible working hours in 1973 strictly from a management viewpoint in the Social Security Administration, and we decided to have an experiment with such a program, which began on April 1, 1974. We had two groups of employees, all clerical employees, in our Baltimore headquarters. One group was in one of our downtown locations, which we felt was important to measure the impact of traffic, et cetera, on reporting time. The second group was in the Woodlawn suburban Baltimore headquarters where we had another large clerical work force.

Essentially, I guess, the major reason why we contemplated going into such a radical program was because we felt we weren't getting the increased productivity we felt we should be getting after many years of applying computers in our operations. We felt the loss of productivity was probably attributed to tardiness, extensive leave without pay use, and that kind of thing.

In analyzing the problem, we felt it was largely due to mixed career problems that women employees have that are heads of households in many cases, working mothers, and they are also Federal civil servants. We felt that flexible working hours may offer them some opportunity to better structure their lives so that they could become not only more productive, but happier civil servants, and also better mothers and heads of households.

Mrs. SCHROEDER. If I may interrupt 1 second. We are really running a 3-ring circus today. They need me over in the next room for a quorum. We will have a temporary recess.

[Whereupon, at 11:40 a.m., the hearing was adjourned until 11:45 a.m. the same day.]

Mrs. SCHROEDER. Feel free to continue.

Mr. SCHUCK. Thank you.

Just to reiterate very briefly, we began hoping to increase clerical productivity, reduce leave, particularly leave without pay, and to eliminate tardiness. The shape of our experiment was in the form of gliding time. We established a morning flexible window of 6:30 to 9:30 a.m. during which time employees would be permitted to report at their own election at any time during that period and we had what we thought were some very sophisticated measuring devices.

We have a unit budget that is based upon productivity, and on a unit base we measured the productivity of our employees both before and after flextime work hours began. We also measured their leave usage, morale or attitude. On all the problems with the exception of leave, we had positive gains. Tardiness was eliminated by flexible work hours. Prior to going into flextime, I asked the supervisor to count the minutes of lateness of people under the structured work period for a 2-week period. We had 200 people in the section. We accumulated in that period 22 hours of tardiness. That is 22 hours of lost productivity, plus the time that the person spends talking to the supervisor, plus the time they spend talking it over with their fellow employees. So just by this very measure alone, I think we have achieved some success.

In terms of employee morale, all indicators are very, very positive and remain so. People, particularly women employees, find it much easier to take care of their child care responsibilities and their career development. I agree with the other gentleman who mentioned that as a problem in part time employees.

They also find it easier to get to work. Some of our most chronic tardiness problems prior to flextime are among the earliest reporters today. They couldn't make it by quarter to 8 but they can make it by 6:30.

I'm not going to spend too much time talking about it. I have given Linda some background material. I would like to reserve that for Zenus Hooper who is a firstline supervisor in the flexible work hours area who will respond to your questions. Now to the Treasury Department.

**STATEMENT OF JAMES R. FINEGAN, FLEXTIME COORDINATOR,
BUREAU OF GOVERNMENT FINANCIAL OPERATIONS, DEPARTMENT OF THE TREASURY**

Mr. FINEGAN. I am James R. Finegan. I am a personnel management specialist in the Bureau of Government Financial Operations, Department of the Treasury. It's one of the 11 bureaus in the Treasury, and nobody has ever heard of us, but we write your paychecks. So, that's our claim to fame.

The Treasury Department has no official posture on the bills. So the views I express are pretty much my own views from working with the program. I do appreciate the opportunity to contribute to this.

We have a relatively simple flextime system which covers approximately 1,450 employees in the headquarters offices in the city of Washington. We implemented the program in June 1976 after approximately 14 months of experimentation in various manners. To date there have been no major problems with our program to my knowledge. No disciplinary problems have arisen from the flextime program.

Our plan is similar to what Social Security has. We have a 7 to 9:30 window when employees may come in. From 9:30 to 3:30 all employees are expected to be there. Then there is a 3:30 to 6 window in the evening when they leave. They can extend their lunch hour for shopping or other personal needs.

Certain employees under our system are designated key employees. These are employees that need to be there certain hours of the day, for example, people who work with people on the Hill. These key employees may have much more limited flexibility, but the goal was to maintain our ability to take care of business, primarily, and then all other things being equal, to allow flexibility to the extent possible.

We have a simple sign-in sign-out sheet in chronological order which is our method of knowing when employees can leave in the afternoon. We maintain a list of the official hours so if there is a dispute we can check it.

After our experimentation, we did a survey both of employees and firstline supervisors. Both groups were 100 percent in favor of retaining and permanently implementing flextime. We established a

committee of managers and supervisors and a couple of personnel people who actually came up with our final plan.

Within the parameters of our plan, the supervisors actually run the system on a day-to-day basis.

We had done a recent survey in May which I have finally gotten the results of employee perceptions. It's been very, very positive.

Prior to flextime coming in, our assistant personnel officer said we had at least one major disciplinary case per month. Since flextime we have had none of this. The tardiness business, which was alluded to a minute ago, has been completely eliminated. I think that in itself pays for the flextime program. Many administrative problems which arose from that have been eliminated such as the supervisor-employee confrontation, which is a terrible morale thing. So, the elimination of tardiness itself is enough benefit to warrant the flextime program.

Easing of transportation has been incredible. We have had a major shift to earlier hours. I think our surveys and discussions with employees have shown employees will find the easiest way to get to work, rather than have to modify our transportation system to meet their needs, they will adjust their lifestyles in that area. I think it has saved us a fortune in converting to the Metro system. We did a survey recently; about 1,500 employees responded to the survey. Of those, 105 reported that since flextime they had shifted to a carpool from private automobile, which is a significant energy measure.

One of the benefits, of course, has been that we do have to do more careful supervisory planning. I think that has been evidenced by the fact that a second person has to be able to take charge when the supervisor is gone. That's been a very healthy thing rather than a problem. Maybe we were lax in doing that before. Flextime requires good management and forces it to come into play.

We have expanded our office coverage. We deal quite a bit with the banking industry on the west coast. They are able to get in touch with us more readily because we are in business between 7 and 6.

We have had some reduction in overtime usage, where people through their own natural flexing of time have managed to expand a two-shift operation of 16 hours to 17½ hours, keeping machines running an hour and a half more a day.

In the recruitment area, we had 211 new employees who responded to this questionnaire we did recently. They were people who had come to the bureau since the beginning of flextime. Of those, 82 reported that flextime was a very important factor in their taking the job, which puts us in better competition with private industry.

In the child care area, 331 of the people in the survey reported that they were primarily responsible for the care of dependents, and 270 of the 331 indicated it was considerably easier on flextime.

As far as safety, 206 employees reported they changed their working hours to take advantage of daylight hours. They wanted to get home before dark.

In the tardiness area almost all employees that were surveyed indicated that flextime had actually prevented them from being tardy more than once.

There were some opinions from employees about the cost of flextime: 350 actually felt that flextime was saving the bureau money as opposed to 60 who thought it was costing more money.

Some of my personal views about the legislation. I am highly in favor of the flextime program and other alternative work schedulings espoused at this time. This is an important way to expand opportunities for women, for people who are handicapped, and then just to make life more livable for people who do work a full time schedule. Let me say that I personally feel an optional program would be more desirable than a mandatory program.

I think the time is ripe for experimentation in this area. I think, particularly in my agency, there are many managers and supervisors who would love the opportunity to more effectively manage in this sort of area, and you would have no problems coming up with volunteers with the optional bill.

That's the end of my presentation.

Mrs. SCHROEDER. I want to thank all of you for being here and being so positive.

I am getting all these messages that they now need me over in the Rayburn Building. We have all these things going on at once.

There are some questions I have here. I think what I will do is turn the chair over to Linda Ittner and John Breitenberg to ask any questions they want. Then they can adjourn the meeting.

Again, I'm really sorry. I don't know what's happened to us this morning. Obviously we don't have as good supervisors as you.

Ms. ITTNER. I notice that the Treasury Department uses a separate sign-in and sign-out system and that social security uses a time device.

Mr. SCHUCK. We use all kinds of devices. In Zenus's area we use electronic time calculators, in other areas we use sign-in and sign-out sheets, in other areas we use the oldtime punch clock. We are currently considering bids on a second generation so-called timekeeping equipment that is electronically and computer based.

I think that one of the great problems, and it's really not with flexible work hours, is the administrative cost of keeping time. We are going in the direction of having the machine do much more of the timekeeping function for us than has been done in the past.

Ms. ITTNER. Are you then planning on having one system for the whole agency or have you found it helpful to be flexible??

Mr. SCHUCK. We believe in flexibility on timekeeping devices and other types of things, yes. We think for our kind of operation, which is a mass clerical operation, many people in very large open office spaces, that the electronic timekeeping equipment is the way to go. Other smaller offices where you have staff people, where you have people spread out over larger areas in small groups may well find it easier or more desirable to go some other way.

Mr. FINEGAN. Our particular system is cost free in effect, because we have the timekeeping system that we had prior to flextime. That remains our official timekeeping system. The sign-in and sign-out procedure is simply for supervisors and employees in keeping daily tabs so they know when they are entitled to leave.

We have looked at some of the equipment. As I understand it, in the District of Columbia we are prohibited from using the timeclock. There is probably some legal question as to what is a clock and what is not a clock. We have looked at some of this equipment. Although, I think with the size of our work force, it probably would not be cost beneficial. So, we have no intention of changing at this time.

We did ask questions to find out the employees' reactions. We thought it would be strongly unfavorable. However, that didn't turn out to be the case. There was some adverse reaction. Of the written comments I received most of the comments were on that question of whether they felt it would be impinging on their integrity if they felt they had to clock in.

Mr. SCHUCK. We had asked a question in one of our followup surveys on what people felt about the machine; 80 percent of them said they liked it, they positively liked it; something like 15 percent said they didn't mind; a few percent said they didn't like it at all.

Basically we went into timekeeping equipment for two reasons: one, it seemed to be simpler administratively; and second, because firstline supervisors particularly were anxious about whether or not they were going to be cheated on time. We really got the machines, I guess, as a tool for them. Even the unions were positive about the use of timekeeping equipment.

Mr. HOOPER. About the timekeeping equipment, one of the problems is that you don't know what time they come to work in the morning. The regulation clock has one time and every other clock in social security has a different time. You have to train them to go by the time on the clock timer, then they know exactly how much time they have.

Ms. ITTNER. I understood loud and clear that tardiness has been eliminated, which is a big help to the supervisors. I also wonder whether you have found other abuses of the flextime program. Both of your programs seem to have some disciplinary action available to the supervisors if there is abuse. Have you found that in either one of the programs?

Mr. HOOPER. The biggest problem we come into is we only have a half hour lunch break; some of them want to go outside somewhere. The biggest problem is they don't pull the key, they don't go off the clock. Our lunch time is from 11:45 to 12:15.

Mr. SCHUCK. I think one thing that's important is that lunch breaks really have nothing to do with the flextime work hours. I don't know about Treasury's system. We will permit people to extend their lunch period, but they have to do it on their own time. We do get a very small percentage who don't conform and, of course, the supervisor has the formal disciplinary routine that he or she can follow.

Mr. ITTNER. Mr. Corcoran, do you have any questions?

Mr. CORCORAN. I'm sorry to say we had another subcommittee of the Post Office and Civil Service Committee meeting simultaneously. As a result, I have not had the chance to hear your testimony and I regret that.

But in general, what experience have you had already with the testing of this flextime approach to work?

Mr. SCHUCK. With the measurement of results?

Mr. CORCORAN. Yes.

Mr. SCHUCK. We have had nearly 4 years' experience now and a very much growing cast of characters who are coming under flexible work hours. All indicators that we have had have been positive. We had a fairly sophisticated measurement for our experiment. We have, of course, receded from that staff intensive measurement we had at the outset. We feel on a gut basis things are holding up well.

Mr. CORCORAN. Have you noticed any increased need for employees as a result of the program?

Mr. SCHUCK. No.

Mr. CORCORAN. What about morale?

Mr. SCHUCK. Very much on the plus side.

Mr. FINEGAN. In my organization it's been a tremendous improvement. That was one of the major factors in considering to implement the program. We had been through a major merger at the time and we had tremendous morale problems. It was a shot in the arm that was needed.

Mr. SCHUCK. One example, if I may, to add to that, we asked employees on a followup survey how they felt about their job after flextime. Just by way of background, you have to understand the kind of jobs our employees do are jobs nobody could love, they are monotonous, routine, microfilm reading jobs, that kind of work. Amazingly enough, when we asked how people felt about their jobs, 65 percent said they liked their work better. The work didn't change at all; the work was still there same as ever.

Mr. CORCORAN. What kind of discretion, in terms of number of work hours, do they have?

Mr. SCHUCK. We both have about the same.

Mr. FINEGAN. In our system the employees have a flexible time window in the morning between 7 and 9:30, which they may change daily without any supervisory approval. Then they stay 8 working hours. Lunch is typically a half hour. Then they leave in the afternoon 8½ hours after they came in the morning. It's worked very well. There have been no disciplinary problems related to that.

Mr. CORCORAN. The program gives the individual the opportunity to decide which hours of the day he or she is going to work within certain restrictions.

Mr. SCHUCK. There are a wide variety of applications of flexible work hours. They range from the employees choosing his or her shift and being allowed to change at say every 90 days, but they must report at the same time every day. We don't have that; neither of us has this system. We have a kind of gliding time where employees have the election.

Mr. Corcoran, What about absenteeism? Has there been any increase or decrease in absenteeism as a result of the program?

Mr. FINEGAN. First of all, we don't have a long history because we have recently merged. Since flextime, there has been a small increase in the total number of sick leave hours used. However, we have not done any thorough analysis. There are three or four people who have had major surgery. That sort of thing we have not measured.

Tardiness, as I mentioned earlier, has been virtually eliminated, which was a major problem beforehand. And annual leave, of course, employees feel they can plan their annual leave more carefully and use it more productively for their own benefit.

Mr. SCHUCK. Our results are very much similar to that. We have eliminated tardiness. So far as leave use, particularly sick leave, our employees tend to use about 12.9 days a year sick leave, and they earn 13. They just about use it up. I think essentially it relates to their domestic and social situations, to their family situations, and health situations, and the fact they are bored with their work, I think also creeps in.

Mr. CORCORAN. I would think many of the employees affected under your programs belong to the public employee unions; is that correct?

Mr. SCHUCK. Many of ours do and many are also in so-called exempt positions.

Mr. CORCORAN. In developing the program you have, did you work in consultation with their representatives?

Mr. SCHUCK. Yes; we did very closely in the beginning, also with the supervisors who would be involved in the actual implementation of the program.

Mr. CORCORAN. I take it that their attitude is favorable.

Mr. SCHUCK. The supervisors?

Mr. CORCORAN. The union.

Mr. SCHUCK. Yes; very favorable in social security. I can't speak for Treasury. They are really the prime movers now for expanding the program throughout social security.

Mr. FINEGAN. Ironically the National Treasury Employees Union is holding an election at this hour, so maybe we will be unionized tomorrow.

Mr. SCHUCK. We have the largest white-collar union in the Government at the Social Security Administration.

Mr. CORCORAN. I know you perhaps haven't had any direct experience with this, but just from your own experience in this particular program would you think the flexitime work approach would have any application in private industry?

Mr. SCHUCK. I think it's extensively used in private industry. I think 70 percent of the workers in Switzerland are on flexible hours and millions in Germany. In the United States I don't know what the figures are, because they change practically every day. There are a number—Control Data comes to mind very quickly—that are on flexitime, several insurance companies.

Mr. CORCORAN. Thank you.

Mr. BREITENBERG. In the panel's opinion, does pending alternative scheduled legislation retain sufficient flexibility for supervisors so that they may continue to effectively supervise their own operations?

Mr. VISNICK. Well, just glancing through the bill very quickly and as I sit here and try to recall, I would rather not comment.

Mr. BREITENBERG. Very well. From your experience as first-line supervisors in the Federal Government, do current flexitime experiments enable you to effectively manage your own operations?

Mr. VISNICK. You must have a certain amount of latitude for the supervisors to manage the work effectively because of the various nature of all the work, setting some can be more flexible than others. I think the key in the whole thing is effective management and getting managers to manage effectively, and to allow the employees the most flexibility possible under the circumstances.

One of the things by doing this, I believe, is it really increases the employees' morale by treating them as adults: These are the rules and you abide by them. They can set their own hours; it gives them a feeling of more importance in directing their efforts and input into the working situation they are under.

So, I think it's very important that enough latitude be there for supervisors to allow the employees to: No. 1, get the job done, and

to also consider the employees' conditions and allow them to use flexitime to the maximum extent possible and still get the job done. I think the happy medium can be reached.

Mr. BREITENBERG. To follow up on your answer, are you saying that alternative work scheduling provides an impetus for more effective management; or do you instead believe that flexitime scheduling really creates unnecessary responsibility or unwanted work for management?

Mr. VISNICK. Not necessarily; it may in the early stages. When any new procedure comes through, it automatically causes difficulty by its very nature. After a while it really wouldn't cause any more work for the managers. As a matter of fact, I think it can probably ease a lot of other areas by better coverage, improve employee morale, and allow the manager to sit back and to do a better job managing rather than working more with the people in disciplinary actions as a result of playing policeman.

Mr. CORCORAN. There is one other aspect of this that puzzles me a little bit and I would like your reaction. Under normal circumstances a supervisor knows what has to be done on a given day by a given employee, whether it's in the number of pages typed or whatever it might be; there is some tangible evidence of what the productivity has to be in a given day. How do you measure that and what are the differences in measuring that under the flexitime approach as compared to the traditional 8 hours?

Mr. VISNICK. One of the things when we first went on the flexitime program was that it was explained to the employees that we were giving them the maximum limits possible under the program. Most of the people in our particular branch know their jobs quite well. They were told there would be times when certain circumstances would require them to stay a little later because of serious deadlines that may be occurring that day. They were briefed to the full extent of what may happen. On the whole, they would be free, if they wished, to come in at 7 and stay until 3:30, that was fine. There were those possibilities where they would have to come in early and stay later and be paid overtime when those circumstances did exist. They were all very much for that. They are all familiar with their work.

I think another important responsibility of a manager is also to have a proper program so you have someone to support someone who is not there. We have been successful and fortunate to be able to do this. It helps us not only during the flexible work hours but also when people are on extended leave; the office has been very, very well covered.

Mr. CORCORAN. One last question. What you're saying at least in part is that one of the conditions for a successful flexitime approach has to be a trained employee who knows beforehand what his or her work responsibilities are in a given 8 hours. Is that correct?

Mr. VISNICK. Not necessarily a trained employee. If you're training someone new, I think it's all part of the training and learning process. The same thing exists if you are on a fixed work schedule of what is expected during the typical work day. I don't think flexitime really has that much of a bearing.

Mr. BREITENBERG. With the understanding that the panel is not speaking for their agency, but expressing entirely their own personal

opinion, what is your opinion on legislating into law percentage set-asides by positions for part-time employment. This is the concept envisioned in Congresswoman Burke's bill, H.R. 1627.

Mr. FINEGAN. I'm not familiar with the percentages.

Mr. BREITENBERG. Regardless of what the specific percentages are, what is your opinion generally?

Mr. SCHUCK. I might respond while you're thinking.

My personal view about part-time employment is that part-time workers are more productive than full-time workers. You gain a lot of facets of productivity with part-time people you don't get with a full-time person, a person who is devoted to coming in and doing that job and then going out and doing something else. You tend not to build up the social relations, all of the productivity losses that come from things like assemblies or awards, the whole panoply of things that occur in the workplace that affect full-time people don't affect part-time people.

I think you also have a psychological advantage on part-time personnel.

We have a few, not nearly enough. They really have a need to work part-time. They seem to be much more highly motivated than full-time people. I am generalizing, obviously.

I would be in favor of, I guess, elimination of the current full-time permanent ceilings that govern our part-time employability.

Mr. BREITENBERG. Would you support the elimination of full-time permanent ceilings in favor of a system of full-time equivalents? Would that eliminate the need for percentage set-asides?

Mr. SCHUCK. That comes down to a budget matter. I don't know how that should be phrased in the bill. I am personally committed to having more part-time people. I really can't go beyond that.

Mr. FINEGAN. I personally am not familiar with the percentage set-aside. I do know in my own office we reached the point several times in wanting to hire part-time or convert people from part-time to full-time when particular situations arose. In one situation a woman became pregnant and was limiting the hours she worked. These things become increasingly complex and difficult. I think there would be much more use of part-time employees if the process of doing that was eased. I do think the full-time employment ceiling is an artificial measurement. My personal feeling is it's politically motivated and has no real meaning other than that. If there was more flexibility in those processes, I think we would see a dramatic increase in the use of part-time workers.

Mr. BREITENBERG. Leaning to one side the question of percentage set-asides, would you support the elimination for full-time permanent ceilings could be enacted into law, to make it also difficult to establish part-time positions?

Mr. FINEGAN. I am going to pass on that question.

Mr. SCHUCK. I am also going to pass on that.

Mr. BREITENBERG. Does the panel believe that certain classes of individuals should be given preference for part-time slots, that is mothers, individuals approaching retirement, students?

Mr. SCHUCK. I think groups define themselves. In other words, a head of household, whether he be male or she be female, probably has a need to work full-time. A person who is older who is contemplating leaving the work force, a mother who must spend a substantial

amount of time at home, a student, those are people who find themselves as part-time employables to a great degree. That's where the demand is.

Mr. BREITENBERG. Let me ask the same question another way. In a situation where you have two or three individuals applying for the same part-time slot and you only have that one slot available, should you give preference to a female head of household, or an elderly individual approaching retirement who could use the part-time opportunity as a means of gradually easing his way into retirement or a full-time student who must work to pay for his tuition?

Mr. SCHUCK. I really can't answer that question. I really haven't had any experience in any kind of interest group operation where I would have revealed to me the various needs and desires of these people. Possibly there should be, but I am not prepared to say which ones should be given preference.

Mr. HOOPER. All of our part-time people were high school students; most of them needed the money for tuition and things of that nature. We found them very satisfactory.

Mr. SCHUCK. By the way, I don't believe the 39-hour-a-week person is part time. That's a fiction we engage in to skirt the full-time permanent ceiling. I consider a person part time who works 15 to 30 hours a week.

Mr. BREITENBERG. One final question, in the panel's discussions with other supervisors, are the opinions that have been expressed here today universally shared?

Mr. FINEGAN. In my organization I think I am fairly safe in saying from surveys I have done and my discussions I have had in helping with the flextime program that they remain 100 percent in favor of the flextime program. We prefer to see it expanded and options expanded, with opportunities to explore other alternative work schedulings.

Mr. SCHUCK. I would say no, that they are not universally shared. I think it goes back to the question Mr. Corcoran asked earlier. I think the flexible work hours or any deviation from the job have made the lives of weak supervisors very complicated. I think almost any change makes it complicated, not specifically flextime. Weak supervisors typically need structure and they rely on the structure to do a lot of the supervising for them, and flexible work hours makes their life a little tougher. It also makes them better managers than they were in the structured time, because they have had that structure removed and they have had to scramble and do things.

Mr. BREITENBERG. Are you saying then that the complaints are coming primarily from weak managers?

Mr. SCHUCK. In my personal opinion, yes.

Mr. VISNICK. I have gotten some feedback from the outside. Last May I was a member of a panel at the National Tax Conference. Our particular branch handles the unemployment trust fund on behalf of the Secretary of the Treasury, and many of these people we had spoken to for years over the telephone for funding, accepting deposits, and various other problems they have. Their reactions were very, very positive. Many of them are on the west coast. They can call later in the day, their time, and we are in the office. Before flextime, many times when they would call at 9 a.m. their time we would all be at lunch. So, it's simpler for them.

Ms. ITTNER. One final question, if the flextime programs in your agencies have been so successful, why hasn't it been extended to all of the Social Security Administration or beyond your bureau in the Treasury Department?

Mr. FINEGAN. If I could respond. At the moment there is a draft Treasury Department policy on that subject. I do believe it's going to be extended into other agencies, for example, the Bureau of Alcohol, Tobacco, and Firearms and portions of IRS. I do see the start of a bandwagon movement. I think that people are seeing what some of us who have broken the ice have done has been positive and successful, far outweighing the few hassles that come from that. I think this will be a large movement.

There is, of course, some resistance to change on anyone's part. That may be what has held the brakes to this point. With the information coming from the Commission and our Department, I expect to see in the very near future many, many more flextime programs. Of course, that doesn't provide for such things as time banks of 4-day weeks. I expect to see a wide change shortly.

Mr. SCHUCK. I might respond to that also. We began in 1974 with about 400 people. We were the first Federal agency in the Federal service to do so. It was a very sharp departure from what Federal agencies had traditionally done. Since that time we have expanded; we have expanded throughout the Baltimore headquarters, where we now have about 22,000 people. We have expanded in our field organizations, particularly in our program service centers which are the old payments centers where the checks are authorized for the Social Security Administration and will fully encompass all of those across the country by the end of the year I expect.

In my own bureau—which I can really only speak authoritatively for—we are expanding on the 7th of November to include all of our downtown people, which is 3,000 people, and should by around the first of the year encompass the rest of our operation, which is an additional 5,000 people. So, we are expanding.

There are roadblocks to that expansion. They have been mentioned earlier. We are on a concerted drive to do this.

Mr. BREITENBERG. Does the panel believe, then, that there should be at least one mandatory experiment in each agency to set an example for the entire agency?

Mr. FINEGAN. Myself, no, I think that there are plenty of places in the Federal Government where the atmosphere would allow for experimentation without the feeling it was being forced on them. I think there would be plenty of opportunities throughout the Government for that to happen and plenty of examples set.

We have organizations within our Bureau where it will be a difficult, if not impossible, process to implement, where certain types of production or teamwork is required, the process of establishing flextime is much more difficult. It requires a greater degree of careful, advance planning. For that to be, in effect, shoved down their throats, there will be resistance. So I think if it were voluntary, it would be very successful.

Mr. SCHUCK. I would agree.

Ms. ITTNER. Mr. Corcoran, do you have any additional questions?

Mr. CORCORAN. No, but one of my staff members does.

Ms. SAWYER. You said you thought it would be easier to get flextime put in by example. I was wondering if that also includes part-time?

Mr. SCHUCK. I think you need legislation for that.

Ms. SAWYER. Such as the 2-percent requirement?

Mr. SCHUCK. Whatever.

Ms. ITTNER. We are very glad to have all of you with us. These are tough problems we are dealing with. I think your experience has been extremely beneficial to the subcommittee. I appreciate your being here.

The subcommittee is adjourned.

[Whereupon, at 11:30 a.m., the subcommittee was adjourned.]

[The statements, letters, articles, and statistical materials were received for the record subsequent to the hearings.]

STATEMENT OF HON. ROBERT F. DRINAN, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF MASSACHUSETTS

Madam Chairwoman and Subcommittee Members, I would like to express my complete support for the two bills which are currently before your Subcommittee—H.R. 2732, and H.R. 1627. These two measures, which I have co-sponsored, represent a positive commitment by the Federal Government towards greater equality for single parent households, women, handicapped persons, students, and persons nearing the retirement age. These two bills herald the start of a new direction for employment in the United States—a direction in which the Federal Government must take an active role.

H.R. 2732, the "Federal Employees Flexible and Compressed Work Schedules Act of 1977," is one such viable direction for the Federal Government. Congressman Solarz's bill provides for widespread experimentation with flextime programs and compressed time schedules in each federal agency, monitored by the Civil Service Commission. (CSC) The bill mandates the programs to cover a "sufficient number of positions throughout the agency, and a sufficient range of worktime alternatives" in order to provide an adequate basis for evaluation. Through this important bill, we can learn a great deal from the evaluations by the CSC on exactly what types of jobs are conducive to flexible scheduling, and in what circumstances.

H.R. 1627, introduced by Congresswoman Burke as the "Part-Time Career Opportunity Act," represents another fine direction for the Federal Government to take. The bill, which mandates an increasing scale of opportunities over the next 5-year period, will provide increased permanent part-time employment opportunity in Federal departments and agencies for persons unable to work standard working hours. This legislation too, allows the CSC proper discretionary power for implementation.

Madam Chairwoman, these two bills, although different in their directed programs, focus on the same need in our employment sphere: greater flexibility for the working public. Both H.R. 1627 and H.R. 2732 recognize this deficiency and provide for careful examination and experimentation of possible opportunities for flexible scheduling.

The hearings which this Subcommittee has held on these bills have brought out the importance of the Federal Government taking a positive step in the direction of flexible scheduling. The testimony presented by noted scholars, women's groups, as well as Federal and State agencies have all concluded that the concept of flexible scheduling, which has been tried in many European countries, and on a limited basis in the United States, warrants carefully monitored experimentation on a larger scale in the Federal Government's departments and agencies.

The statistics on the changing nature of our Nation's work force bear out the necessity for the Federal Government to provide adequate employment opportunities for those persons who can only work on a part-time basis. Indeed, recent Bureau of Labor Statistics figures indicate part-time employment has risen a full 40 percent in the last 16 years, despite periods of high unemployment.

Legislation which would provide for these employment opportunities would benefit many sectors in society. Pilot programs which have utilized permanent part-time employment revealed that a broad spectrum of the population finds this schedule of employment very attractive. Although women comprised the

greatest number of applications, men, older workers, and the handicapped also expressed a significant interest. The Wisconsin Job Options and Innovations (J.O.I.) pilot program which used the part-time employment option included a wide range of positions including computer operators, clerical positions, attorneys, doctors, and claims adjusters. J.O.I. concluded that the part-time option resulted in improved morale of employees, more efficient use of time and equipment, better public service through extension of hours and reduced traffic congestion during rush-hours.

Women certainly serve to benefit a good deal from this legislation. The present lack of flexitime options has denied many qualified and talented women access to better paying, non-traditional and career opportunities in both to public and private sector. Greater opportunities through compressed time or flexitime, and part-time employment would certainly break a barrier facing women in employment. The Twentieth Century Task Force On Women recently reported that "flexibility in work schedules (is) a critical step toward equal opportunity for women."

Permanent part-time employment will also serve to benefit family life. The changing nature of the family structure in today's society with more and more mothers going to work compels the Government to take appropriate action to ease their situation. Current statistics indicate that the labor force participation of mothers is higher than that of all women. The figures for 1975 show that 47.4 percent of women with children under 18 years were working; of these, 54.8 percent of women with children 6 to 17 years, and 38.9 percent of women with children under 1 year.

In addition, more than one in every six children under 18 today is living in a single-parent household, with one parent generally holding a full-time job. Of these 6 million single parent households, 5 million are headed by women.

These statistics tell us very little in and of themselves. The testimony presented before this Subcommittee by the distinguished professor from Cornell, Urie Bronfenbrenner, cites these figures to illustrate "the progressive fragmentation and isolation of the family in its child rearing role." Professor Bronfenbrenner articulately expressed the need for flexible schedules and part-time positions in order to remove the "destructive conflict plaguing the lives of millions of American families: the agonizing choice between doing right by one's job versus doing right by one's child." Bronfenbrenner's study on parental stress substantiates the importance of introduction of flexitime and permanent part-time employment in order to deal with these new societal trends.

In addition to women and the family, handicapped persons who presently cannot physically work a full day or are hampered by the rigours of rush-hour congestion, will also enjoy an easier time getting to and from work while contributing their talents to the society through flexible scheduling.

Students, too, will gain from the opportunity to continue their education for advanced degrees while maintaining their commitment to their job. Similarly, persons approaching the retirement age who cannot work a full 8-hour day any longer will continue to give their talents and expertise to the agency while enjoying a reduced work schedule.

In sum, Madam Chairwoman, the proposed legislation allowing greater flexibility in work schedules through flexitime or permanent part-time employment represents a sound policy program for the Congress to develop. Society is not realizing its full potential of talented women, students, handicapped persons, and older workers on account of traditional employment practices. We are not only missing out on vast resources of skill and expertise, but we are making the already difficult role of the single-parent unnecessarily more difficult.

I am hopeful that through these legislative measures, the federal government can take the lead in this area and serve as a model to private business that flexible scheduling is a workable concept whose time has come. I am confident that through the experimentation of these programs and in-depth investigation, we can gain a better understanding of what alternative work schedules work best in particular circumstances.

The legislation which you have before you represents an important step for the Government. Although the concept may be new to the United States, we can take a good lesson from European countries which have tried it and continued it with encouraging success.

Our society is very different than it was twenty years ago. The composition of the workforce has changed significantly, as has the type of employment schedules.

We cannot continue to stand still. No longer can the government stand aside while handicapped persons remain unemployed or underemployed due to rigid employment practices or job location. No longer can we deny students the opportunity for obtaining an advanced degree while working. No longer can we deny older workers the chance to re-enter the work force or not efficiently utilize their talents and expertise due to older years. No longer can we remain unresponsive to the needs of women who want a responsible career as well as a share in the child rearing process.

Madam Chairwoman, we must take the initiative on this issue and serve as a model to the private sector in our country and other nations as well. I would encourage you to report favorably on the two measures before this Subcommittee. Thank you.

STATEMENT OF THE PUBLIC EMPLOYEE DEPARTMENT, AFL-CIO

The AFL-CIO Public Employee Department, with which twenty-nine national and international unions of the AFL-CIO have affiliated over one-and-one-half million members in the public sector, appreciates the opportunity to comment on the basic questions raised by H.R. 2930 and H.R. 2732.

These bills respond to suggestions of individuals, and perhaps some local unions, but primarily the Civil Service Committee, that variations of flexitime and coretime be permitted in federal employment. While we favor experimentation in work patterns and concur with suggestions that family convenience, traffic problems and other concerns might be served, there are fundamentals that appear to us to be paramount.

The decades of struggle to obtain the Federal Labor Standards Act, Eight Hour Day Law and other central labor standards legislation had many motivations. In part it was to spread employment opportunity, in part it was to provide "liquidated damages" where management did not meet its responsibilities in normal work shifts. In any case, the thrust was to require premium payment after 8 hours a day or 40 hours a week.

We cannot, in the face of the struggle made for these gains, endorse changes which would impair these labor standards. We oppose these even on a temporary, experimental basis.

We similarly have serious reservations about H.R. 1627. Temporary or part-time employees should be provided for other than through any weakening of labor standards. While this has made progress as a bill in the past, we think that a set-aside of a percentage of jobs to be exempted from the labor standard laws is unwise.

In this whole question, compensatory time is no answer to overtime. It would simply free agency management, or the Civil Service Commission to manipulate the labor standards in its own interest, to the detriment of the basic social policy.

If any revision is to be made with respect to work days or work weeks, with the labor standards framework, it should be by collective bargaining between agency management and the representing union, never by unilateral action of the government.

We appreciate the opportunity to state our position on these questions.

STATEMENT OF VINCENT L. CONNERY, NATIONAL PRESIDENT, NATIONAL TREASURY EMPLOYEES UNION

I am Vincent L. Connery, President of the National Treasury Employees Union. Our union is the exclusive representative of nearly 95,000 employees of the Treasury Department, including the Internal Revenue Service, the Customs Service, the Bureau of Alcohol, Tobacco and Firearms, the Bureau of Public Debt, and the Bureau of Printing and Engraving.

We wish to thank the Subcommittee for this opportunity to comment on legislation to initiate flexible hours employment in the Federal government.

In July, 1975, Representative David Henderson (D-N.C.), the immediate past Chairman of the Post Office and Civil Service Committee, introduced legislation to authorize an experiment with the use of flexitime and altered work schedules in a selected group of agencies of the Executive Branch. That bill, H.R. 9043, passed the House on May 6, 1976, but the Senate adjourned without taking action on the proposal.

In the 95th Congress, two similar measures have been introduced: H.R. 2732, by Representative Stephen Solarz (D-N.Y.), and H.R. 2930, by Representative Gladys Spellman (D-Md.). Both bills, cited as the "Federal Employees Flexible and Compressed Work Schedules Act of 1977," state that Federal employees should be allowed flexibility in the scheduling of their work hours. To this end, the bills authorize each agency of the Executive Branch to establish a three-year flexible hours or compressed work schedule for their employees.

Both H.R. 2732 and H.R. 2930 contain a provision (Title III, Section 302(a)) which specifies that employees within a unit in which a union has been accorded exclusive recognition, shall not be included in any altered work schedule experiment unless by written agreement between the agency and the union holding exclusive recognition.

Needless to say, we believe that this provision is essential to the establishment of flexitime in the Federal Government. Only through the negotiation process will employees be assured that their rights and needs are recognized and protected in the creation of new work schedules which will have a significant impact on their private lives as well as their working hours.

While H.R. 2732 and H.R. 2930 are similar in intent, they differ markedly in the nature of the flexitime experiment. H.R. 2732 mandates that, within 180 days of the effective date of the Act, each agency must establish at least one flexible hour or compressed work schedule experiment for its employees. The experimental program is required to involve only a sufficient number of positions and utilize a sufficient range of alternative worktimes to provide an adequate basis for evaluating the desirability of establishing a permanent program within the agency.

H.R. 2930 mandates that the Civil Service Commission must, within 90 days of the effective date of the Act, establish guidelines and criteria by which agencies may establish flexitime or compressed work schedule experiments for its employees. However, agency participation in the experiment is strictly voluntary.

We wholeheartedly support the concept of flexible hours employment, as contained in both H.R. 2732 and H.R. 2930. However, we believe for the experiment to be successful, agency participation should be mandatory, such as required by H.R. 2732. If H.R. 2930 is enacted, the discretionary authority to institute a flexible hour experiment rests solely with the head of the agency. If large numbers of agencies can opt out of the program, and do so, the viability of the experiment would be negated. Obviously, the merits of flexible work scheduling can only be adequately studied if the concept is applied in many agencies with varying missions.

H.R. 2732, on the other hand, provides that certain agencies may be exempted from the experiment if the agency head determines that such participation would severely disrupt the operation of the agency. In such an instance, the agency head would be required to transmit a report to the Civil Service Commission detailing the reasons for the request. The Commission could, upon review, grant the agency a waiver. However, the agency must institute the experiment pending the Commission's decision.

We believe that this is a more fundamentally sound approach. H.R. 2732, if enacted, will provide a more stable barometer of the experiment's feasibility by ensuring a broad cross-section of participating agencies. Yet, it will also provide a mechanism whereby those few Executive agencies which could not function efficiently on other than traditional work schedules can be exempted. We would, therefore, recommend that the Committee enact H.R. 2732, as opposed to H.R. 2930, in order to assure that sufficient numbers of agencies participate in the experiment.

In addition, since the legislation acknowledges that the establishment of altered work schedules is a suitable subject for negotiation between labor unions and agencies, we would further recommend that the procedure under which an agency may petition for a waiver of participation allow for comment by concerned unions prior to the Commission's ruling on such request.

Within the last few years, flexible hours scheduling has been used in several industrialized nations in Europe, most notably in Germany, where by 1975 nearly one-half of the white-collar work force was under some form of flexible work schedules. In addition, the British government has authorized flexitime for 500,000 of its employees.

More limited experimentation has begun in the United States. An estimated 93 municipal governmental units have implemented altered schedules in such functions as police, parks, and recreation departments. Yet there has been no comprehensive testing of varied work schedules in the Federal government. Clearly, there is a need for this legislation.

The basic concept of flexible hours scheduling is as follows: fixed time of arrival and departure for work are replaced by two different kinds of time—core time and flexible time. Core time is the specified number of hours during which all employees must be present and working. Core times may vary from agency to agency, but such times may, of necessity, fall within the busiest part of the traditional work day. For this reason, core times may be specified as the hours between 10:00 a.m. to 2:00 p.m., or 11:00 a.m. to 3:00 p.m.

The balance of the work day is composed of flexible hours wherein the employee may elect his or her hours of arrival and departure. For example, if the core time of a particular agency is established between the hours of 10:00 a.m. and 2:00 p.m., and the agency remains open from 6:00 a.m. to 6:00 p.m., an employee may elect (for a specified period) to arrive at work at 6:00 a.m., and work through the end of the core time at 2:00 p.m.; thus, completing the basic eight-hour work requirement. Or, the employee may choose to arrive at work at 10:00 a.m. and work until 6:00 p.m. This alternative, where the employee selects his or her time of arrival within the flexible time band, is known as the "scheduled floating day."

Another example of a flexible schedule is the "flexible day" wherein the employee may be allowed to vary the length of each day so long as he or she is present within the specified core time and completes the basic 40 hours within the workweek.

A third variety is the "variable biweekly pay period." Under this system, the employee has the option of varying both the length of the work day and the length of the workweek. For example, by building up credit hours (extra hours worked expressly for the purpose of varying the following workday or work week) and employee may work 45 hours one week in order to work only 35 hours the next.

The second major division of flexible work scheduling is the compressed workweek, which is any schedule established over less than five full days per week. Under this alternative, an employee may elect to work four ten-hour days per week, or any other combination as long as the total hours worked each week equals 40.

We foresee a great many advantages both to the public and to Federal employees by the implementation of these kinds of work schedules, and we believe that such flexibility will aid in achieving many of our national goals.

For example, by staggering work hours such as under the scheduled or flexible floating day plan, Federal agencies would be able to remain open to the public for business transactions beyond the traditional nine to five day; thereby, giving the public greater access to Federal facilities and services.

If an individual has business with, for example, the Social Security Administration and that agency operates from 6:00 a.m. to 6:00 p.m., the individual could conduct his or her business in the early morning hours, prior to going to his or her own place of work. Thus, the individual would be less likely to have to use personal leave for this purpose.

Additionally, by allowing Federal employees greater flexibility in setting their own hours of work, they, too, would be free to conduct business or meet personal emergencies without using leave time. By simply altering work schedules within the flexible time band, Federal employees can arrange to take care of such matters prior to arriving at work or after leaving.

Another benefit of altered work scheduling is that it would allow working parents greater flexibility in caring for their children. They could coordinate their work arrival and departure times to assure that one parent is available to see the children off to school, or can be at home when they return. With the entrance of more women with children into the job market, such flexibility would be invaluable.

Furthermore, with rapid inflation and ever-rising cost of living, it is becoming more and more necessary for both parents to hold jobs just to maintain a decent standard of living. However, we are all aware that our national system of day care has not kept abreast of the growing demand for these services.

Working mothers, holding traditional nine to five jobs, find themselves in the dilemma of having to leave their children unattended for a part of the day or having to pay exorbitant fees for private day care facilities. In the first instance, the stress and mental anguish caused by leaving the children to fend for themselves can negate the monetary and personal satisfactions derived by working. In the second instance, the monetary gains of working are greatly diminished as most of the salary goes to the day care facility.

In addition, many women with children elect to remain out of the job market, thereby depriving the Federal government of vast untapped reserves of energy and talent. The institution of flexible hour scheduling would enable these women

to contribute their abilities to the government, to the public's benefit as well as their own.

A third advantage of the implementation of flexible work scheduling is the conservation of our precious energy reserves. During the energy crisis of this past winter, the Civil Service Commission and the Office of Management and Budget granted Federal agencies standby authority to institute four-day work weeks to conserve dwindling fuel supplies.

The benefits of such an action are clear. In addition to the savings incurred by heating and lighting Federal buildings one less day per week, employees would conserve gasoline by having one less day each week to commute. Such savings would coincide with the Administration's new proposals for limiting energy consumption.

There has been a great deal of discussion about the fact that these bills suspend certain provisions of Section 7 of the Fair Labor Standards Act and 5 U.S.C., Section 5542(a) as they relate to the computation of overtime pay. We do not believe that the suspension of these sections, for the purpose of establishing altered work scheduling experiments, would adversely affect Federal employees in any way.

Primarily, employee participation in any altered work schedule is voluntary and subject to negotiation. If an employee does not want to waive overtime compensation for work, the decision is strictly his or hers. In addition, Section 303 of both bills expressly forbids coercion of an employee to work hours for which he or she would not be compensated as overtime, if that employee does not elect to do so. Furthermore, Section 302(a) of H.R. 2732 states that the institution of flexible schedule experiments can only occur when the union holding exclusive recognition within a bargaining unit agrees.

We believe these sections contain sufficient safeguards against any possible adverse effects which could result from the institution of altered work schedules. In addition, by including the flexible hour and compressed work schedule in a collective bargaining agreement, these provisions could be subject to the negotiated grievance procedure and, ultimately binding arbitration. Under such a system, an independent arbitrator would have the authority to review any abuses of the experiment and to order appropriate relief. We are satisfied that this procedure, coupled with the safeguards contained in the legislation, will protect employees from the threat of harassment or coercion in their right to elect participation in altered work scheduling.

STATEMENT OF KENNETH T. BLAYLOCK, NATIONAL PRESIDENT, AMERICAN
FEDERATION OF GOVERNMENT EMPLOYEES

Madam Chairwoman and members of this Subcommittee, we wish to thank you for inviting us here to testify on two subjects of great interest to federal employees. They are topics of importance and concern because the matters of flexitime and parttime career opportunity legislation arouse both feelings of hope and anxiety in the hearts of federal workers.

We would like to begin by addressing ourselves to the promise of the bills before you now, as well as to reiterate our continuing objections to any attempt to legislate away any of the long-fought-for protections of Title 5, U.S.C. 6101 and the Fair Labor Standards Act which now safeguard the health and well being of federal employees.

The American Federation of Government Employees, AFL-CIO, as the elected representative of over 700,000 federal employees, is dedicated to improving the working conditions of both federal white-collar and blue-collar employees throughout this country and the world. We, therefore, support H.R. 2930 and H.R. 2732 to the extent that these bills would increase worker morale and worker efficiency and productivity by encouraging employees to work those hours during which they feel they are most effective and enjoy working the most.

The merits of flexitime

The promise of flexitime lies not just in its positive impact upon worker morale. When properly implemented, flexitime also allows employees to spend more time with their families, and permits them to further enrich their lives with higher education or other endeavors which could not otherwise be pursued during the standard workday.

Adaptable scheduling practices enable employees to alter their hours, or work in a way which gives them the opportunity to join car pools and avoid long rush hour traffic—to the additional benefit of the nation's energy conservation needs.

Finally, flexible hours can serve as a vehicle for allowing mothers with young children to work hours they could not otherwise work. Federal employees, like all Americans, are concerned about the future of the American worker's family. We feel that with increasing numbers of women entering the federal workforce, it will be necessary to accommodate the needs of these employees.

We believe also that workers who have the flexibility to accommodate personal off the job needs by altering their work day are more productive and efficient during the work period.

Premium pay, title 5, and the FLSA

While a supporter of flexitime in general, AFGE opposes any provisions of proposed legislation which would :1) abrogate existing 8-hour day statutes (Title 5, sec. 6101); 2) not include union participation with the Civil Service Commission and the agencies in developing suitable flexible scheduling arrangements; or 3) rescind those provisions of the Fair Labor Standards Act which now insure that employees covered by the Act must be paid overtime compensation when they are "suffered or permitted to work" beyond the stated number of hours provided in the Act.

As they now stand, both H.R. 2930 and H.R. 2732 define "overtime hours" as "all hours in excess of 8 hours in a day and 40 hours in a week, which are officially ordered in advance, (our underline) but does not include credit hours".

This legislation introduces the concept of "credit hours" whereby an employee may extend the length of the workday or the work week in order to obtain a shorter workday or work week at some future time. This line of thinking could potentially permit an employer to work an employee 50 hours in one week and 30 hours in the following week without the employee receiving premium pay.

The Civil Service Commission itself illustrated this potential abuse of the true intent of flexible scheduling of working hours in an analysis of flexible hour arrangements. In that study, the Civil Service Commission determined that:

"Section 3(g) of FLSA states that employ includes to suffer or permit to work. Here again there is no allowance for employee choice. In order to institute experimental flexible work schedule configurations which permit the employee to extend the length of a work week in order to gain a shorter work week at a future time, these provisions must be suspended to allow the employee to work credit hours."

Furthermore, employees would not be granted shift differentials if they choose to work part of their flexible work time or credit hours during those periods where shift differentials are otherwise authorized. For instance, if a flexible work schedule had been established from 9:00 a.m. until 9:00 p.m. with a core time of between 12 noon and 3:30 p.m. an employee would be able to complete at least 8 full hours prior to 6:00 p.m. Therefore, if as a matter of personal preference, the employee elected to begin work one day at noon and to work until 8:30 p.m., there would be no entitlement of shift differential because the hours of work are not regularly scheduled.

Compressed work schedules

Section 203(a) of H.R. 2930 and Section 203(a) of H.R. 2732 would sanction employees working 90 hours in one pay period, and 70 hours in the next without the benefit of overtime pay. Such provisions would automatically take away benefits which labor has so long fought to achieve, and again place in the hands of the management officials of the Civil Service Commission and other federal departments a one-sided authority in determining compressed work schedules where an organization of federal government employees has not been accorded exclusive representation.

Since premium pay laws would be suspended in the case of employees with compressed work schedules, and benefits now provided for in 5 U.S.C. 6101 and the Fair Labor Standards Act eliminated, we feel that compressed work schedules would be harmful to the well-being of federal employees.

Thus, whereas AFGE supports the general concept of flexitime, we oppose the concept of compressed work schedule, as set forth in these bills.

Union participation

It is important to note that supporters of flexitime and compressed work schedules frequently point to the success of flexible scheduling in Germany, where the practice originated, and in other European countries where flexitime is not utilized.

These programs abroad have been successful only where and when they have been developed and implemented with the full participation of employees and

their labor unions by management. Additionally, the European experiments, especially those in Germany, were implemented within the context of existing laws and did not require changing existing statutes.

As it is now written, H.R. 2732 (sec. 202(c)) calls for flexible hour arrangements to be "terminated by the Commission, or the Agency, if management determines that the experiment is not in the best interest of the public, the government, or the employees."

Similarly, H.R. 2930 (sec. 4) states that "the Commission will approve and evaluate experiments to be conducted by the Agencies."

If flexitime in our federal government is to enjoy the acceptance it has enjoyed abroad as a popular and effective scheduling technique, it is imperative that the employees themselves, thru their elected representatives, play a major role in the development of these alternative work schemes.

Part-time career opportunities

While AFGE is acutely aware of the need for part-time career employment, especially for women and minority groups, we oppose the imposition of any requirement that, after five years, 10% of all federal jobs must be set aside for part-time work.

We object to this proposal on two grounds. First, this provision actually amounts to the establishment of mandatory quotas for hiring. Meeting these quotas would have a disruptive impact upon merit hiring by making the quota the criterion for hiring rather than the individual merit.

Second, certain provisions of this bill would result in the denial of promotion opportunities for thousands of full-time career employees because of the need to reserve a quota for part-time workers. Jobs would become fragmented into categories and job enrichment would be made more difficult.

Moreover, our analysis leads us to believe that the primary victims of these quotas would be the career women and minorities who would lose their promotions to part-time employment in these lower level grades.

Summary

In conclusion, we wish to voice our support for the concept of flexitime and propose its broader implementation, with the understanding that existing 5 U.S.C. 6101, FLSA, and other laws protecting the well being of workers will remain intact and that unions and employees will be given a major role in developing, authorizing, and assessing these new plans within affected agencies.

The consensus of employees in our 5,200 member AGFE Local 1923 of the Social Security Administration in Baltimore, Maryland, is that they "love flexitime".

This local represents a large variety of professionals and non-professionals, including file clerks, data processors, and others, who have worked under flexitime since 1974 in many different branches of the Social Security Administration.

These employees cite the advantage of flexitime which they have experienced themselves or observed at first hand. Our members affirm that the morale and effectiveness of themselves and their fellow workers has increased, Tardiness has been virtually eliminated. Female workers, especially those who are mothers, are especially benefited by the new system.

On the other hand, we do not think any of these benefits would result from compressed work schedules or waivers of the overtime protections of Title 5 and the Fair Labor Standards Act of or night shift differentials; or from quota requirements for part-time employment. Therefore, we strongly oppose such proposals.

PARENT COOPERATIVE PRESCHOOLS INTERNATIONAL,
Silver Spring, Md., July 5, 1977.

Representative PATRICIA SCHROEDER,
Chairwoman, Subcommittee on Employee Ethics and Utilization, House Annex,
Washington, D.C.

DEAR REPRESENTATIVE SCHROEDER: This organization would like to be placed on record as favoring the bill now before your committee to have U.S. government agencies try out "flexible time" work schedules for their employees.

PCPI is the umbrella organization of the parent cooperative preschool movement, speaking for an estimated 100,000 young families in the United States. The organization is incorporated in the state of Michigan and is recognized as tax-exempt by the Internal Revenue Service.

In March of 1977 our international annual meeting in Los Angeles unanimously adopted a resolution favoring "flexible time" scheduling and succinctly stating our reasons for taking this position. I am enclosing a copy of the resolution, and would hope that it, along with this letter, could become part of the committee record on the bill.

In the event that additional hearings were to be scheduled on this bill, I would be glad to provide the committee with more detailed background information drawn from our experience.

Sincerely,

KAY DAVIS,
Southeastern District Vice President.

PARENT COOPERATIVE PRESCHOOLS INTERNATIONAL RESOLUTION, ADOPTED
MARCH 18, 1977

Because PCPI has always been concerned with "seeking constantly new and better ways to achieve harmonious family living and better child-parent relationships" (as stated in the preamble to its by-laws), we have been greatly disturbed by indications from all quarters that these values are increasingly threatened by current economic and social trends.

The experience of our members indicates that one major threat to these values is posed by the failure of our economic, governmental and social structures to recognize and provide, for both men and women, the time which is required during the daylight hours for healthy family living.

Therefore, we are resolved that PCPI and its member schools and councils will advocate the encouragement of and adoption by governments and other economic and social institutions and agencies everywhere of (1) "flex-time" work scheduling, and (2) paid "family leave" time; and that we will press for the inclusion of these goals in all appropriate forums (including particularly the 1980 White House Conference on Children and Youth of the U.S.A.), and will join with other groups to advance them.

Definitions

"Flex-time" work scheduling refers to a system in which employees work the normal 40-hour week, but not necessarily in 8-hour days. Some days may include some evening work time with the morning or afternoon free, for example. A shift may be split into 2 separate four-hour segments. A 4-day, 10-hour-a-day schedule has frequently been used. Sometimes, "shared" jobs are included in the generic "flex-time" category as well.

Paid "family leave" time involves the provision of a certain number of days each year which an employee may take off without loss of pay, in order to meet family needs and responsibilities. Family leave is usually treated in the same way as annual and/or sick leave but is a separate and additional leave category.

STATEMENT OF GAIL S. ROSENBERG, PRESIDENT, NATIONAL COUNCIL FOR
ALTERNATIVE WORK PATTERNS

The National Council for Alternative Work Patterns (NCAWP) is a non-profit membership organization formed to provide information regarding improvement of the quality of work life through adoption of alternative work schedules, particularly flexitime, permanent part-time, job sharing and compressed workweek programs. NCAWP is a broadly based coalition with representatives from labor, management, government, universities, psychology, older people, handicapped, personnel, women's and other interest groups. Organized during early 1976, NCAWP held a conference in April, 1976 on "Implementing Alternative Work Patterns: Some Public and Private Sector Experiences with Flexible Working Hours and Part-Time Employment" which coincided with Senate hearings on changing patterns of work in America. The group incorporated in 1977, and in March of this year convened a two-day "National Conference on Alternative Work Schedules" which explored in detail the Social impact of these schedules on the family, environment, education, utilization of public transportation facilities, energy consumption, older people and women.

During NCAWP's year and one-half existence, interests in flexible work hour arrangements has grown tremendously. And, it is apparent from the diverse groups participating in both conferences that interest in alternative work patterns comes from many directions.

Attached as Appendix A is a set of definitions of alternative work schedule terminology used throughout this statement. The definitions were prepared for the NCAWP Resource Packet distributed at the March conference.

Social impact of alternative work schedules

The impact of this issue is wide reaching. Yet, flexible work hours remain a particularly critical issue for women. One third of women with pre-school age children and one-half of all women with school age children now are working. This doubles the proportion of 25 years ago, and reflects the state of the economy and the stresses placed upon families. Even with their increasing participation in the paid workforce, women continue to carry the primary responsibility for childbearing and home making. Part-time jobs, however low-skilled and ill-paid often are preferred. The more widespread use of flexible work hours would accommodate, with much less stress on family life, the demands a two job life creates for many women. Mothers could choose work schedules that coincide with their children's school hours, thereby easing the burden of child care responsibility. Such arrangements also would enable fathers to spend more time with their families.

Under flexible work arrangements, women would be able to compete more effectively than they have been able to under traditional 9-5, five-day week schedules. The U.S. Department of Labor recently issued a report on women's earnings ("The Earnings Gap Between Women and Men," October, 1976) that indicated a substantial gap between the earnings of women and men. According to the Labor Department report, the average woman with a college degree earns approximately the same wage as a male with an eighth grade education. And the earnings for women who work part-time are even lower, since a high percentage of these women are concentrated in clerical and service categories in which they are paid close to minimum wage and often are not awarded basic fringe benefits. Discontinuous work patterns related to childrearing often is cited as a principal cause of the wage differential. Thus, the effect on women is not limited to childbearing and rearing years, but extends throughout a woman's life. Women with discontinued work patterns generally are less marketable in career positions, and are less likely to move up the career ladder.

Interest comes from those involved in research on child development and the family. A pilot study underway at Cornell University is reviewing sources of stress and support experienced by parents of young children, and the effects of such stress on the children's development. Preliminary findings (as summarized in Urie Brofenberger's testimony, May 24) suggest that the principal source of stress is the condition of the parent's work, with the greatest complaint being the inflexibility of working hours. At the opposite end, the factor identified by families as the greatest source of support is availability of satisfactory child care arrangements.

In two-parent families, the highest stress was felt by mothers working full time; mothers not working at all were next in line, and the lowest degree of stress was indicated by mothers working part-time. Those working part-time evidenced the highest levels of satisfaction regarding their jobs and their attitudes toward their children. In single parent families at lower occupational levels, nonworking mothers had the least stress in parental roles, followed by those working part-time.

Interest in alternative work arrangements comes from management which views flexible hour programs as a means of reducing absenteeism and tardiness, improving worker morale and maintaining or increasing productivity. Several case studies of flexitime programs, with similar results, have been published. In almost all cases where a program was carefully planned and tailored to the organizations's needs, results for management and employees were overwhelmingly favorable. Among the positive results generally cited by management are: decreased short term absences; virtual elimination of tardiness; decreased overtime pay; productivity maintained in almost all cases with increases reported in some; better utilization of plant and equipment; longer service hours to the public; and improved worker morale. Workers have greater control over their work and personal lives. They benefit by the quiet time that accompanies flexitime schedules, and are working in accord with their biological clocks.

Interest comes from labor unions which often have reservations, particularly regarding part-time programs, but nevertheless want to be involved in the planning stages. Flexitime is viewed by some labor representatives as a new factor in collective bargaining. The labor viewpoint is examined later in the statement.

There is strong interest from older people who desire phased retirement. Evidence is growing that forced retirement not only is economically damaging but also has emotional and physical consequences. Loss of social status in their communities, a developing sense of isolation and decreased personal satisfaction which result from forced retirement directly affect life expectancy. These consequences can no longer be ignored, as the population has shifted to greater numbers of older people who are living longer, with those in earlier older years having better health.

In 1900 there were only 3 million persons aged 65 and over in this country, representing 4 percent of a total population of 76 million people. By 1940 the number of persons 65 or over had tripled to 9 million, or 5.4 percent of the total U.S. population of 132 million. By 1973, there were almost 22 million persons aged 65 or over representing about 10 percent of a total population of 220 million. This increase in absolute numbers and in the proportion of older people in this country is expected to continue to increase. Consequently, the active labor force will have to support a much larger retired population relative to its size. One dramatic effect has been the enormous rise in Social Security costs supporting this retired population. Flexible work schedules, particularly part-time, allow for a transitional process where the worker can taper off regular work before and after so-called retirement age.

Some of these demographic changes have led to new study and interest in moving from a linear life cycle, i.e. education, work, retirement to a cyclical life plan. Most persons pursue a linear progression from school in youth to work in mid-life and finally to retirement in old age. In recent decades competition for jobs coupled with other forces has tended to foster increasingly longer periods of schooling in youth and retirement in later years. As a result, work years have been progressively compressed into an ever smaller middle portion of life. This linear life pattern with compressed work years is fostering a number of pressing social problems. Some of these include difficult transitions from school to work, inadequate "second chances" for education and "recurrent education," career penalties for women leaving or reducing work for child care activities, poor opportunities for mid-life males to pursue extended leisure activities, forced retirement, and inadequate income during increasing non-work years in youth and old age. Flexible worklife scheduling would attenuate many of these problems. (For full discussion, see Fred Best and Barry Stern, "Education, Work and Leisure: Must They Come in That Order?" *Monthly Labor Review*, July 1977.)

Interest comes, too, from people in the energy, environment and transportation fields, who are exploring ways in which alternative work schedules can alleviate traffic congestion, conserve energy and reduce air pollution. Indeed, studies have shown that significant benefits accrue from implementation of these programs. Many transportation experts began to turn away from capital intensive transportation programs a few years ago, questioning the investment of immense sums to meet the requirements of two 15-minute peak traffic periods.

Besides other low capital investment programs such as encouragement of car and van pooling, they began to look at work hour arrangements. Results of compressed workweek programs were not encouraging: studies found that workers used their cars on their day(s) off, and were more fatigued on work days; fatigue leads to greater numbers of traffic accidents. However, flexitime reduced congestion; extended peak hours with concomitant improvements in utilization of transit workers and better utilization of existing facilities; increased fuel economy; decreased air pollution since vehicles not subject to stop and go traffic don't idle as much, a frequent cause of pollution. One aspect with a potential for negative impact is in energy consumption for buildings. Although the long term effects presently are unknown and undocumented, it is assumed that energy consumption will increase as buildings operate for longer hours.

This increase in energy, including natural gas, consumption in buildings cannot be offset by decreased gas use on the road since different fuels are involved. Savings and expenses go to different groups: gas savings to workers using cars and building costs to employers. However, employers benefit from other gains: in reduced absenteeism, lower turnover, etc., which may offset higher energy bills.

Interest comes from government. In addition to other consequences of these programs, flexible work schedules can extend service hours to the public.

Interest is also evident in the academic community, particularly at universities. Career counselors and placement officers have observed a growing trend for more and more women to return to school and work after their childbearing years, and for older people to seek career changes. Business and administration schools are adapting curricula to deal with a growing emphasis on improving the quality of work life. University staff and faculty often work flexible hour schedules: faculty husband-wife teams were among the first to share jobs. Various profes-

sional academic associations are closely examining the question of part-time employment, particularly of women faculty members: tenure decisions generally come at a time when women are in childbearing years. Research is underway, too, at the universities on questions of recurring education, cyclical life plans, and changing traditional work patterns.

A cautious approach

The situation is paradoxical. Despite a very high level of interest, implementation of flexitime and related programs remains slow. While more than 6,000 European companies utilize some form of flexible work arrangement (30-40 percent of all Swiss workers; 700,000 workers in Paris; and most insurance company employees in Great Britain), in this country only a few hundred organizations have adopted such programs. In the Federal Government, 90,000 employees, or less than three percent of the federal work force are participating in flexitime programs. The number of permanent part-time employees in the Federal Government also is extremely low, particularly at higher grade levels. Attached as Appendix B is a survey examining the extent of alternative work schedule activity within state governments; as indicated on the charts, few states have implemented flexitime or permanent part-time job programs although many are exploring their applicability.

One reason for the growth in Europe is that overtime pay provisions are less protective. Flexitime programs generally are more varied in Europe, and studies have shown that the greater the flexibility, the greater the benefits. Many installations in Germany, Switzerland and Great Britain, for example, provide for credit and debit hours to be carried over from one week to another and in limited amounts, even from one month to another. Plans for flexiyear programs are being considered abroad.

In the United States, management, largely because of the need to improve worker morale and productivity, began looking at alternatives to the standard five day, 40-hour week. The compressed workweek was the early innovation, but many organizations have given up their programs because of worker exhaustion. There are a number of companies which have kept their programs, however, because employees like them.

In the mid-1970's, interest in flexitime grew. In general, response to flexitime programs has been positive, but concerns still exist. Sometimes management initiates programs which are poorly designed or planned, or unnecessarily restrictive, and when they don't work out, alternative work schedules are blamed and the programs eliminated. It is apparent from available case studies that careful planning is a prerequisite to any successful program. Also, much of the information on this issue remains fragmented. Management needs more exchange of information on other similar organizations that have successfully adopted alternative work schedules, and also requires more cost analysis studies.

The labor unions' perspective

Unions have serious concerns and reservations about the various alternative work schedule programs. The most successful programs involving union companies are those which have involved union participation in the planning stage. Following are some of the union concerns:

(1) Overtime pay is reduced under flexible hour programs. Long fought for gains will be lost.

(2) Alternative work schedule programs add to the oversupply of labor; as more people enter the labor force, the likelihood increases that persons now employed will use flexible hours to take a second job moonlighting. Studies of multiple job holding indicate that workers on non-standard work schedules are more likely than others to hold more than one job. Multiple job holdings are of particular concern during periods of persistent unemployment.

(3) Gains in productivity mean profit gains for management. Profits should be shared with workers.

(4) Flexitime widens the gap between white and blue collar workers, since systems often apply to white collar employees and often are not implemented for blue collar workers. Blue collar workers may want more money to compensate for not being able to participate in these programs. Also, blue collar workers are sometimes asked to use time equipment when professionals do not.

In a statement presented at NCAWP's March conference, John Zalusky, Assistant Director of Research at AFL-CIO, described flexible work schedules as "... a lot like a stale sandwich" in the sense that the best part is in the center, and even then there are some reservations about the quality. Compressed workweeks and part-time employment are the pieces of bread, and flexitime is the meat.

According to Zalusky, compressed workweeks mean shorter hours per day, week or year at no loss in pay. But, using the established definition of fewer days with little or no reduction in hours of work, with no new jobs created, he is concerned over the loss of protection of the eight-hour day. He maintains that the 10 hour day does not fit into the fabric of society and leads to social isolation because fatigue and long hours cause workers to stop participating in social functions such as church meetings, scouting, PTA meetings, etc. Job sharing, Zalusky says, eliminates full time job opportunities to create two part-time jobs which is distasteful when 10 million persons are out of work looking for full time positions. He dismisses the women's argument, saying three million women are actively seeking full time employment who cannot afford to work part-time. Since part-time jobs often offer reduced fringe benefits and fewer promotional opportunities, disadvantaged workers looking for full time employment will become second class citizens, in his view.

Regarding flexitime, unions will not endorse the concept until they are confident that it is in the best interest of their membership and will involve some hard bargaining, particularly in such areas as overtime and premium pay, wage differentials, split shifts, seniority and job classification. Essentially, unions are taking a hard look at flexitime, but with interest.

Conclusion

Interest in alternative work schedules is steadily increasing and comes from many directions. Still, implementation of flexible work hour programs has been slow in this country. Where they are in effect, the response to the programs is generally favorable. Some labor organizations are wary of work schedule changes which they believe may compromise gains for full time workers brought about through collective bargaining, but labor unions are exploring the issue and encouraging pilot programs. Presently, unions are seeking information on the European trade union approach to flexible work arrangements. A continuing dialogue on the benefits and problems of alternative work schedules must be maintained between unions management, the academic community and government.

Terminology

APPENDIX A

Alternative Work Schedules: Definitions

The term "alternative work schedules" encompasses any variation of the requirement that all permanent employees in an organization or one shift of employees adhere to the same five day, seven to eight hour schedule. Systems included are staggered hours, flexible working hours, compressed work weeks, the task system, and part-time employment.¹

A. Staggered Hours

This system varies the starting time and consequently the stopping times of groups of workers within an organization, (different organizations within a locality) by assigning staggered arrival times, e.g., 6:00 a.m., 6:15 a.m., . . . 9:30 a.m.

B. Flexible Working Hours

Any system which provides full time or part-time workers a measure of choice over their own working hours is considered a flexible working hours program.

Several commonly used models fall within this broad category. In each case the band of hours or "band width" during which an employee (or a shift of employees) may work is extended beyond the length of the standard work day, e.g., it could be designated as 6:00 a.m. to 6:00 p.m. Fixed times of arrival and departure are replaced by a working day which is generally composed of two different types of time: "core time" and "flexible time."²

In most models all employees must be on the job during core time, e.g., 9:30 a.m. to 3:00 p.m. Workers' arrival and departure times, however, may be selected within the flexible periods that precede and succeed core time, for instance 6:00 a.m. to 9:30 a.m. and 3:00 p.m. to 6:00 p.m. in the previously cited example. The models defined below begin with the least flexible and progress to the most flexible variation.

1. Flexitour

In this model, the employee selects a starting time from within the established morning flexible time band. Once selected, this becomes the employee's permanent schedule until another "open season" for selection is available. Opportunities to select a different schedule may be set up as frequently or infrequently as desired by the organization. Schedule changes could be permitted each pay period, each month, each quarter, semi-annually, seasonally or annually.

A flexitour normally is developed around a single core time band rather than a double core time band.³ The only difference between this system and staggered hours is that it permits workers to choose their own hours rather than assigning them to a particular schedule.

There are two common modifications of the basic flexitour model:

Under the first modification, an employee selects a starting time as under the basic flexitour model, but is permitted a degree of deviation on either side of the selected arrival time, usually 5, 10 or 15 minutes. For example, if a schedule of 7:30 a.m. is selected, the employee might be permitted a 15 minute deviation on either side of 7:30 a.m.

In this model, if an employee began as early as 7:15 a.m., that would become the employee's starting time for that day and that quarter hour would count toward the completion of the 8-hour day. Conversely, an employee arriving at 7:45 a.m. would not be considered tardy. However, it would be understood that the basic schedule was 7:30 a.m. and under normal circumstances the employee would be expected to adhere to that tour.

Deviation would be expected to occur only on an irregular or occasional basis. If deviation from the selected tour occurred frequently, consideration should be given to establishing a new tour.

Under the second modification, the employee also pre-selects a starting time from within the flexible time band; however, the schedule may be modified with prior notification and approval by the supervisor. Prior notification would typically be required one day in advance, under this type of program.

2. Gliding Time

Under this model employees may select an arrival time each day and may change that arrival time without prior notification to the supervisor so long as it is within the established flexible time band.

While it is in this type of schedule that the double core time band is most frequently found, its use is not prohibited in other models based upon the preference of the organization. When the double core time band is utilized with gliding time, the same degree of flexibility generally will apply to the mid-day flexible band as to the morning and afternoon time bands in so far as the flexibility to vary arrival and departure is concerned.

Service organizations frequently adopt a modified gliding schedule in order to maintain adequate coverage during customer service hours. The organization typically identifies not only the flexible time bands and core time bands, but also establishes an 8-hour customer service band. For example, the morning flexible band may be from 6:00 a.m. to 9:30 a.m. with a core time from 9:30 a.m. to 3:00 p.m. and the afternoon flexible band may extend from 3:00 p.m. to 6:00 p.m. Customer service hours may be established from 8:30 a.m. to 5:00 p.m.

A certain percentage of the employees would be required to work schedules which would maintain coverage for the customer service period. All other employees would be free to vary their schedules within the flexible time band on a day-to-day basis.

Determination of who provides the required coverage can be made in one of two ways. (1) Often, when a survey is conducted, organizations find that certain employees prefer the hours which coincide with the customer service hours and for those employees who prefer to work those hours, this may become a fixed schedule, with other employees free to vary from day to day. (2) When voluntary employee preference does not yield the needed coverage, coverage by a certain percentage of the employees may be rotated within the group so that all employees who so desire may experience full flexibility for an equal period of time.

It should be noted here that studies have shown that most employees establish a daily pattern, and once established time deviations from this pattern are no greater than 5 to 10 minutes unless dictated by unusual circumstances in which case deviation is substantial, i.e., one, two or three hours. Under these circumstances the opportunity to use flexitime is most important, as some type of leave otherwise would have to be utilized under a traditional work schedule.

Some gliding and modified gliding schedules require the employee to work the same number of hours each day.⁴ Others permit the length of the work day to be varied so long as the contracted number of hours is completed within the week or pay period. In some cases debit or credit hours may be carried forward from one pay period to the next. Ordinarily credit hours must be taken during flexible time, though in some organizations the employee may arrange to use them during core time.

C. Compressed Work Week

Under this system, a 35 to 40 hour work week is compressed into fewer than five working days per week or less than 10 working days in a two week period. There are three basic models: the four-day week, the three-day week and the 5-4/9 Plan.

1. The Four-Day Week

Employees work nine to ten hours a day, four days a week. One variation is the four and a half week, wherein an individual works eight to nine hours a day four days a week and a half day on the fifth day.

2. The Three-Day Week

An employee works 12 to 13 hours a day for three days per week, then enjoys four days of leisure. An alternative is the three and a half day week under which three long days and one half day are worked by an individual each week.

3. 5-4/9 Plan

Under the 5-4/9 plan, an employee works four days one week and five days another week out of a two week period. If the additional day off can be taken on a Friday or Monday, the employee has a three day weekend every other week.

D. The Task System

No set number of hours of work is required under this system. A task which takes approximately one working day to

complete is assigned, and when the job is finished the worker is free to leave.

E. Part-time Employment

The generally accepted definition of permanent part-time employment is that of the International Labor Office:

Regular voluntary employment carried out during working hours distinctly shorter than normal.

By definition, such employment is stable and differentiated from temporary, casual, and intermittent labor and from the short hours on which full time workers might be placed during economic downturns. Thus defined part-time work may be part day, part week or part month. There are several models of part-time employment.

1. One model assigns the part-time worker a task which requires less than full time attention. These tasks may require less time to perform because of their nature, e.g. theater usher; because the organization operates for extended hours, e.g. retail store; because of cyclical demand for service, e.g. bank teller; or because the operation is small scale, e.g. part-time bookkeeper for small business.

2. Another model, often called job sharing or "twinning," divides responsibility for completion of a full time job between two part-time workers. The schedules of the two frequently are arranged so that one or the other is always on the job, e.g. each employee may work half day or one may work Monday, Wednesday and Friday while the other works Tuesday and Thursday.

[APPENDIX

B]

By Maureen McCarthy

Report of a Survey of Alternative Work Schedules in State Governments

This survey is concerned with examining the extent of Alternative Work Schedules* (AWS) activity within state governments, specifically seeking to determine:

- authority by which states undertake AWS programs;
- scope of AWS legislation;
- types of AWS programs and their characteristics;
- evaluation.

Two questionnaires were sent to each state—one to its legislative research council and one to its personnel office. Of the 34 states that responded, 18 had had some involvement with alternative work schedules. Data was collected from November 1976 through January 1977. The main difficulty encountered in compiling the results was the number of states that did not respond to the questionnaire, but chose to answer by letter or publications. Although this measure sometimes resulted in incomplete information, the material often provided a better picture of the design and implementation process.

A breakdown of these 18 states indicates that 12 permitted some deviation from "normal" work hours through administrative mechanisms such as governor's decree or personnel director's approval. Five states have passed bills dealing with alternative work schedules. Two states tabled AWS legislation in the 1976 session; three others are planning to introduce legislation in the 1977 session.

Those states with AWS programs include eight with compressed work week experience, twelve with flexible work hours experience and seven having had or considering permanent part-time employment.

This legislative material has been compiled by the National Council for Alternative Work Patterns for informational purposes only.

Overall, the benefits cited from the implementation of AWS are:

- improved employee morale and job satisfaction;
- conservation of fuel and energy through reduced traffic congestion as well as increased use of public transportation;
- decreased tardiness and short term absences;
- increased productivity in some instances;
- increased service to the public through broader coverage of functions;
- enhancement of employment opportunities for groups unable to work traditional work schedules.

Generally, the problems resulting from AWS fall into four categories:

- supervisory non-support;
- scheduling and disrupted workflow;
- communication problems, both internal and external;
- increased costs.

Those states which successfully resolved problems in the first three areas stress the importance of adequate, step-by-step preparation of the program with unions, management and employees involved in the implementation process. Unions fear that flexible work hours and compressed work weeks will affect the personal health and safety of employees as well as eliminate or reduce overtime. Although no hard comparison was available, it was felt that the economic benefits resulting from decreased tardiness and short term absences as well as the increased responsibility employees show to work offset extra administrative costs.

One of the hindrances to flexible work hours and compressed work week implementation are wage and hour laws such as the Fair Labor Standards Act and state laws which limit the length of a work week or day. By prohibiting credit or debit hours from being carried over from one period to the next, the degree of employee control over work hours is restricted.

Each alternative work schedule has its own particular characteristics. Flexible work hours programs seem to have the fewest unresolved problems. Most employees have had positive reactions to the additional freedom, especially that afforded by gliding time. Most respondents felt that once employees had had experience with gliding time, it would be impossible to revert to the old system.

One significant aspect of gliding time implementation is its implication for energy conservation and environmental concerns. For example, following implementation in California, it was found that 12 percent of the employees began to use public transportation, while in New York the Department of Motor Vehicles found that 80 percent of 1,100 employees participating in alternative work schedules commuted to work during low congestion periods.

Compressed work week program results are mixed. It has proven successful in highway maintenance work, in functions requiring employees to travel to branch offices and in some office situations. Decreased state costs, fuel savings, improved public service as well as quiet hours at the beginning and end of the day enabling employees to catch up on paperwork are all cited as positive effects.

However, in some cases fatigue resulting from the longer hours as well as scheduling problems could not be resolved. Also, although service to the public was extended in some office

situations and was widely publicized, the public did not always take advantage of the increased service. One of the main problems was that those on compressed work weeks would only work 30 hours during a holiday week instead of 32 hours. In some cases this was resolved by requiring employees to work 32 hours.

Part-time employment presents several different problems. One difficulty is determining the manner in which fringe benefits are computed. In some states, part-time employees are considered temporary, making them ineligible to receive any fringe benefits, while other states are required to pay full benefits if employees work a minimum number of hours per week. Some states have changed their computation of fringe benefits to allow for pro-rating according to the number of hours worked by each part-time employee.

This same method of computation is used in determining the personnel ceiling level. Rather than establishing ceiling levels by position count, part-time employees are counted on the basis of the number of hours worked. Two barriers to part-time employment programs are the attitude of many supervisory personnel that such employment will increase training costs, and that it is only suitable for low level, routine positions. Hopefully, the evaluations, by California, Maryland and Wisconsin on their part-time projects will determine the validity of these beliefs.

ARIZONA STATE
UNIVERSITY

TEMPE, ARIZONA 85281

COLLEGE OF BUSINESS ADMINISTRATION
DEPARTMENT OF MANAGEMENT

June 16, 1977

The Honorable Patricia Schroeder, Chairwoman
Subcommittee on Employee Ethics and Utilization
U. S. House of Representatives
603 House Office Building Annex 1
Washington, D. C. 20515

Re: H. R. 1627

Dear Madam:

I am writing to you at the request of Ms. Linda Ittner to share with you my expertise on the subject of part-time workers.

1. Background Qualifications: My background qualifies me to address this subject by nature of education, study, and informal research in the field. I have eight years of college education that culminated in a Ph.D., Phi Beta Kappa, from the University of Florida. My work experience includes minor supervisory experience, including four years of supervising part-time workers in different settings (e.g., newspaper circulation departments, car rental agency, and briefly as an Acting Chairman in an academic department). Further, my experience includes eight years of teaching (two years of which were on a part-time basis). My articles or reprints on the subject of part-time workers have appeared in such leading management journals as the Personnel Journal, Business Horizons, and Management Review.

2. Comments: As documented in "Mini-Shifts: An Alternative to Overtime," an article I wrote last year (attached):

- a. Four million homemakers desire part-time employment in the United States;
- b. Ten million homemakers would be available if employer-provided child care was available;

- c. There are over seventeen million retired workers who are not working but are able to work;
- d. There are nearly three million 16 to 21-year-olds who are unemployed.

These figures indicate a potential pool of well over 20 million workers potentially available for part-time employment. (Admittedly, many in these groups would not seek employment part-time or otherwise--e.g., students and retirees.) Nevertheless, there is a substantial pool of potential part-timers.

Since a large number of these potential applicants are homemakers or retirees, selective recruitment and selection techniques should lead to hiring part-timers who are as reliable and able as the general workforce.

Unfortunately, the attitudes of many employers and prospective co-workers are negative. A priori, it appears reasonable to argue that the negative opinions arise from past experiences with unreliable and untrained youths (the 16 to 21 category) or more mature workers who were paid the typically low wage associated with part-time work. Hourly wage rates commensurate with duties and responsibilities, and hourly wage rates equivalent to those of full-time workers, would likely lead to less transient behavior. As it is now, many part-timers stand to lose little when fired or quitting low-paid part-time work. Part-timers drawn from among retirees and homemakers and paid hourly rates competitive with full-timers would almost certainly lead to a change of attitude by managers and co-workers since this group's performance would be commensurate with that of full-time employees. (And, due to lower fatigue levels, part-timers may actually produce more.)

Besides the advantage of lower fatigue, managers can rely on part-timers to help absorb variations in work load. For example, as demand for an agency's services increased because of, say, seasonal variations, part-timers' hours could be expanded. This puts the least fatigued workers working longer. Equally significantly, overtime costs can be saved.

Scheduling flexibility is enhanced, too. Part-timers can be assigned to times of the day or parts of the week where the demand for personnel is greatest.

Clearly, there is no need for all Federal jobs to be forty hours--especially at the cost of losing the advantages part-time workers offer.

Obviously, the use of part-timers faces tradeoffs. The three major ones are training, supervisory span of control, and fringe benefits.

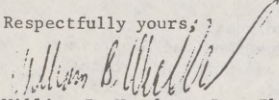
If ten percent of the jobs under civil service are converted to part-time, the money spent on training could increase. It would not double since some part-time positions would be filled by trained full-timers deciding to become part-timers. At present, such a decision generally means the government's investment in the full-time worker is completely lost. If part-time work was an option, some of the training investment by the government would be retained. Training part-time workers in dyads (two at a time) might, in some situations, actually reduce training costs since each could learn from the other. And, each would have some feeling of camaraderie. This feeling might reduce turnover during and immediately after training.

Supervisory span of control is increased since one full-timer becomes two part-timers. However, this problem is transient. If a manager supervises one full-time worker for forty hours, there are forty hours of supervision. Two part-timers, supervised for twenty hours each, also amounts to forty hours of supervision.

The cost of fringe benefits would increase dramatically if each part-timer received the same benefits as full-timers. This would increase the cost to the government by 10 percent since there would be ten percent more workers. This problem could be easily resolved by making part-timers pay for all their fringe benefits, less a government payment equal to 1/40 of the benefit cost for each part-time hour worked. For example, two part-timers working twenty hours each provide forty hours of work for the government. By having the government contribution to their fringe benefits equal 20/40 for each, the expense for their forty hours is 40/40 (or 1) of the cost for a full-timer. Workers get benefits and the government gets forty hours' service at no increased cost in fringe benefits.

I hope this information is useful. If I may be of further service to the subcommittee, please contact me.

Respectfully yours,



William B. Werther, Jr., Ph.D.
Associate Professor of Management,
and Acting Chairperson
Department of Management
College of Business Administration
Arizona State University

Mini-Shifts: An Alternative to Overtime

WILLIAM B. WERTHER, Jr.
Associate Professor of Management
Arizona State University
Tempe, Arizona

Widely-held misconceptions about the dependability, availability and ability of part-time manpower have prevented this reservoir of potential employees from realizing its full capabilities. The reasons for this and the justifications for their use are explored here.

The use of overtime has two unavoidable drawbacks: fatigue-caused errors and premium wage rates. Besides the Fair Labor Standards Act, which requires the payment of time-and-a-half for all hours over 40, some union contracts dictate that double and even triple time be paid to overtime workers. Adding to these costs are the higher scrap rates, reduced quantity of output, or lower quality often associated with the efforts of these fatigued employees. When the overtime and fatigue-caused errors are considered, the effective labor cost—dollars paid to labor per unit of production—usually doubles, and it may even run as high as three or four times above standard labor cost.

In defense of overtime, managers realize that a premium price for overtime is less expensive than missed shipping deadlines or lost sales. And, the option of being continuously over staffed with manpower, equipment, and other factors of production to avoid overtime is so prohibitively expensive that the premium wages may be a bargain. This is especially true since outlays for fringe benefits seldom increase with overtime. But, if more full-time workers are hired, fringe benefit costs would escalate. Thus, any overtime savings would be partially offset.

There is an alternative to overtime that does not require premium pay, increased outlays for fringe benefits, or an overstaffed organization. The alternative is part-time manpower.

Part-Time Workers

Part-time employees constitute a major source of personnel that are often overlooked. There are several reasons why they are not actively recruited.

The most frequent excuse for not seeking part-time help is a sincere concern about their dependability. When the use of part-timers is suggested, most managers argue that "Part-timers are more problems than they are worth. Can you imagine the absentee and turnover problems they'll cause?" Of course these responses come from supervisors who envision high school students, or transient workers performing menial jobs for low wages. To these managers, part-time employees usually mean young, immature, and unskilled help. What this misconception overlooks is the possibility of recruiting retired workers and homemakers. Such a pool of part-time manpower offers mature employees who are stable (not transient) members of every labor market. By paying an hourly wage commensurate with that of full-time employees, absenteeism and turnover stay low—even among high school and college students. Why? Because part-time jobs that pay rates similar to those of full-timers positions are rare. Stability among students increases dramatically because they have no alternative employment that is as financially attractive. Senior workers and homemakers (especially those with grown children) are as reliable as the full-time work force because these employees are recruited from the same labor force. Thus, the unreliable behavior of part-time personnel is explained in large part by their menial jobs and low wages, not by some mysterious characteristic of part-timers.

Another major reason for not seeking more part-time employees is the question of their availability. This is not a meaningful objection if wages equal to those for full-time positions are paid.

About the Author: Dr. William B. Werther, Jr. is an associate professor of management at Arizona State University. He is an arbitrator with the National Labor Panel of the American Arbitration Association and was responsible for developing the personnel policies of the United States District Courts. Dr. Werther's writings have appeared in other leading business publications such as *Business Horizons*, *Labor Law Journal*, *MSU Business Topics*, and the *Personnel Journal*.

The unreliable behavior of part-time personnel is explained in large part by their menial jobs and low wages, not by some mysterious characteristic of part-timers.

This attractive rate would assure a constant supply of serious applicants. Consider these figures:

- a) Four million homemakers desire part-time employment in the United States;¹
- b) Ten million homemakers would be available if employer provided child care was available;²
- c) Over forty million women are in the work force;³
- d) Over thirteen million women already work part-time;⁴
- e) There are over seventeen million retired workers who are not working and are able to work;⁵
- f) There are almost three million, 16 to 21 year-olds who are unemployed.⁶

Retired workers, homemakers, and unemployed 16 to 21 year-olds represent thirty million potential part-timers. And, although a proportion of the retired workers do not need to work, many more would appreciate an opportunity to supplement their income on a part-time basis to minimize the considerable impact inflation has had on this group during the last decade. There can be little doubt that a huge, relatively untapped reservoir of potential employees exists.

The final reason that is frequently put forth for not employing more part-timers centers around their lack of skills. In manufacturing operations that employ part-time help, these workers are assigned to entry-level positions. (To hire them for anything but entry-level jobs is unfair to the full-time staff.) Since recruiting of part-timers occurs within the same labor market as full-time manpower, the mix of skills among both groups are remarkably similar. Admittedly, students generally lack experience in some trades (machinist, tool and die maker, etc.) However, among retired workers, trade skills are common. With students, such

academically oriented abilities as drafting, bookkeeping, mechanics, typing, and shorthand are prevalent. Even typical homemakers possess a few skills that are useful—clerical along with cooking and cleaning skills (which can be employed in the company cafeteria). In any event, these recruits can be employed in unskilled jobs with no more training than for unskilled full-time employees.

In short, part-time manpower is available, reliable and has many of the same abilities found among full-time personnel. Three disadvantages do exist, however.

Shortcomings

One shortcoming of employing part-timers is personnel related activities. Obviously if two (or more) part-timers are hired, this unavoidably doubles the load on personnel—interviewing, testing, recordkeeping, and training. With the growing use of automated and computerized records, additional recordkeeping must certainly be considered minor. Likewise, training two part-time recruits simultaneously demands very little more effort or cost than training one full-timer. In fact, the camaraderie among two trainees may actually speed-up training since each can help the other on a buddy-system. Nevertheless, interviewing and testing double with no direct offset.

The other potential pitfall concerns the span of supervision. If, for example, 25 per cent of the full-time production force is replaced by part-timers, the number of employees each supervisor must oversee increases by 25 per cent. To illustrate, suppose a manager has 12 full-time subordinates. Through normal attrition, three (one-fourth) are replaced by six half-time employees. Now the supervisor is responsible for 15 workers. If the part-time employees

all work the same hours, the span of supervision does grow. But, as is more common, the part-time personnel work back-to-back shifts. Thus, at any one moment, there are the same number of people to be supervised.

In exchange for these disadvantages are some significant advantages for the supervisor and the organization.

Advantages

Fringe benefit savings are one of the major gains that users of part-time personnel often discover. If, as in the previous example, one-fourth of the production force is gradually replaced, the organization's outlays for fringe benefits are reduced by the same proportion since fringers are not normally extended to part-timers. With fringe benefit expenses constituting the fastest growing component of labor cost (according to the United States Chamber of Commerce) the immediate and future savings can be substantial. Moreover, the part-timers are still eager to be hired because the wage rate is equal to full-timers and above average part-time rates. Besides, voluntary part-time employees usually have medical, life, and other forms of insurance available through parents (teenage workers), medicare and social security (retired workers), or their spouse.

One other gain associated with part-timers is in the cost of absences. A simple, "No work, no pay" rule applied to part-time employees means an absence reduces the employee's weekly earnings. Unlike full-time personnel who can (and too often do) miss work without a reduction in pay, part-time help has a special interest in reporting to work: pay. Even when absent, at least the firm's costs are held down.

Performance advantages also accrue to departments with part-time help. One mass-assembly department in a

Southeast firm, reported seven per cent higher output and a 12 per cent lower scrap rate when it compared the production of part- and full-time workers. As might be expected, the two work groups produced at similar quality and quantity levels during a short, experimental trial run of assembly line modifications. But, when the production was compared on a longer basis (over two weeks), the part-timers turned in better performance. The only explanation management could offer was that the part-time workers were less fatigued and did not have to "pace their work" as full-timers did. The jobs were identically monotonous. The only difference was the superior performance of the part-timers and their lower cost to the firm. And, this was accomplished with only a single company paid fringe benefit: a one week vacation with pay.

Another interesting advantage of an extensive program of part-time positions is the effect on turnover costs. When a full-time employee voluntarily terminates, he or she takes with them valuable experience and training. By having part-time work available, a full-time employee may elect to move to part-time rather than quit. Or, if an employee leaves, the knowledge of part-time work may entice the worker back even though a full-time position is not feasible. This is especially true among retired workers and mothers with new born or pre-school children. Thus, at least some of the training investment is recaptured. If a worker decides to move to full-time the supervisor "knows what he is getting" *before* the worker assumes full-time status.

Mini-Shifts and Overtime

The most useful aspect of part-time personnel is the tremendous scheduling flexibility they offer to managers. Out of this scheduling flexibility comes the opportunity to greatly vary the manhours worked during any day or week *without* having to pay premium overtime rates. Furthermore, this manpower flexibility is obtained without reducing quality or exposing employees to the safety hazards of working while overly fatigued.

By systematically replacing full-time workers who are promoted or quit with part-time employees, the supervisor can take advantage of mini-shifts. Mini-shifts—work schedules calling for less

than 40 hours of work per week—are usually designed to be four hours long. Two mini-shifts, staffed with two part-time employees, are scheduled back-to-back in most manufacturing or assembly operations. This insures all work stations are continuously staffed. Since the shift is only four hours, lunch breaks are avoided as is the necessity of staffing part-time positions during the noon hour. If the assembly line is normally shut down for lunch, one mini-shift can be designed to finish at noon and a second mini-shift is scheduled to begin at the end of the lunch hour.

Desired increases in output can be achieved in several ways without the financial burden of overtime or the use of fatigued employees. For example, part-time employees can man a second half-shift. By scheduling a shift from 5:00 p.m. to 9:00 p.m., output can be increased fifty per cent. And this is done at straight time rates.

If part-timers are integrated into the full-time work force and a small crew is needed on an irregular basis to stay and work late, the hours of the part-time help can be extended. Not only are these the least fatigued, least error-prone workers, but extending hours of production with these people does not mean premium rates. In fact, given the growing reluctance of many full-timers to accept mandatory overtime—especially among unionized workers, stretching mini-shifts may be the only reasonable method of meeting output goals, with or without the availability of overtime pay.

Shrinking Employment

Likewise, if production needs decrease, mini-shifts could be scaled back. This is a reasonable course of action where mini-shifts are tacked on to the end of normal workshifts. When part-timers are integrated into the full-time work force, layoffs can concentrate among part-time help until the minimum, feasible work force is achieved. Admittedly, laying off part-timers is as unpleasant an experience as laying off full-time personnel. This arrangement reduces the severity of the layoff to an irreducible minimum while still providing the manager with flexibility to meet unexpected or seasonal changes in demand. At the same time, it provides greater security to the full-time employees and retains the skilled, full-time work force that con-

stitutes the core of every organization.

When employment is reduced through layoffs of full-time personnel, the employer's experience and, therefore, the employer's payroll tax, are adversely affected. It is pertinent to note, however, that part-time people who are laid off do not normally increase the company's payroll tax. That is, part-time employees are not included in the employer's experience rating unless the part-timer is willing to accept full-time work from the state unemployment agency. And, for a multitude of reasons, part-time personnel seldom seek full-time jobs when they are laid-off. In this way, part-timers may help keep the unemployment compensation tax at a more favorable level.

Call-in Flexibility

Absenteeism, vacations, jury duty, medical appointments, training sessions, and special assignments can leave a supervisor unexpectedly understaffed. Often the only option available to the manager is to scale back production goals. With an extensive program of part-time workers and mini-shifts, the supervisor can use the roster of part-timers as a call-in list. A few telephone calls will usually uncover an already trained part-time employee who is willing to take up the slack—even on short notice. Within an hour, the work crew is fully staffed. There is no need to ask for or pay overtime.

Other Schedule Variations

More and more firms are adopting flexible work schedules. Four-days, 40 hours and flexible hours (and their variations) are the most common. One of the major difficulties encountered with these new approaches are scheduling problems. Here, too, part-time manpower can facilitate the manager's job.

Under four-day, 40 hour workweeks most companies take one of two approaches. Either the operation is closed three days a week or the plant is understaffed on Mondays and Fridays. Both schemes present shipping and receiving complications not to mention underutilization of equipment. Some manufacturers have solved the understaffing problem on Mondays and Fridays by hiring part-time personnel to fill-in the manpower gaps. With part-

timers, the assembly line is fully staffed each day. This provides an extra bonus to full-time people because they are given greater discretion in selecting which day—Monday or Friday—they want off.

Dual mini-shifts working back to back can be used instead of closing the plant on the fifth day. This method has the advantage of using the fifth day to scale production to inventory requirements on a weekly basis. For example, the department head or the plant manager can schedule Friday's two mini-shifts to be three, four, or five hours long, depending on the target level for inventory. During surges in demand, dual mini-shifts—using the same, already trained, part-timers—can also be added on Saturday and even Sunday. Once again, overtime is avoided and fatigue caused errors are minimal.

Flexible hours represent a scheduling concept that allows workers to report to their jobs at any time, usually within a pre-set number of hours. To illustrate, one popular framework is to permit individual employees to start between 7:00 and 10:00 a.m. This virtually eliminates the tardiness problem and allows each worker to schedule doctor, dentist, and other appointments before or after work while still putting in eight hours. It also holds the advantages of increased autonomy and reduces traffic congestion. The problem—and it is a serious problem in assembly operations—is how to maintain reasonable output? Some companies have resorted to huge, cost in-process inventories. Each worker performs the job by assembling parts from inventory. Another approach is to hire part-time personnel *before* implementing flexible hours. Part-timers are put through job rotation to train them in all phases of product assembly. When flexible hours are introduced, the part-timers are put on two mini-shifts: one mini-shift is from 7:00 a.m. to 10:00 a.m. and the other is during the last three hours of the workday, 3:00 p.m. to 6:00 p.m., for example. Part-timers are used to keep all positions staffed during continuous operations from 7:00 a.m. to 6:00 p.m. As a surplus of part-time manpower develops between 9:00 and 10:00 a.m. (by which time most full-timers have reported), the part-time workers are used to provide break coverage for the early arriving full-timers who are due for their mid-morning break. The same procedure is used between 3:00 and 4:00

p.m.⁷

Although, other scheduling techniques besides flexible hours and the "forty and four" approach exist, most are variation on these two themes. Irrespective of which innovative schedule changes are selected, part-time personnel can give the using manager a better chance for successful implementation while enhancing performance.

Part-time manpower represents the most consistently ignored source of personnel. The reasons for this situation are widely held misconceptions about the dependability, availability and ability of these recruits. Objective evidence indicates that there is a reservoir of 30 million part-time employees. Their abilities and dependability are much the same as full-time workers, if part-timers are given meaningful jobs with realistic wages.

Though the screening effort increases with the introduction of part-time help, the advantages associated with these workers are overwhelming. Not only does the firm gain from reduced benefit costs, less overtime expenses and lower outlays caused by absenteeism, but higher productivity can be expected because fatigue is less, due to their shorter hours.

Probably the biggest attraction of part-time help, however, is the additional scheduling flexibility they afford. Through the use of mini-shifts, increases and declines in demand can be more effectively matched by production. The potential inventory savings alone justifies a more careful look at mini-shifts. When reductions in overtime and the advantage of a call-in capability are considered, the case for part-time manpower must certainly be viewed as a significant tool of effective management—especially in assembly operations. [P]

REFERENCES

⁷Richard J. Schonberger, "Ten Million U.S. Housewives Want to Work," *Labor Law Journal*, June, 1970, p. 373.

⁸*Ibid.*

⁹N.A., "Work Experience of the Population in 1973," Special Labor Force Report, Bureau of Labor Statistics, U.S. Department of Labor, September, 1974, p. 1.

¹⁰*Ibid.*

¹¹Joseph M. Finerty, Editor, "Employment Status of the Noninstitutional Population by Sex, Age, and Color," *Employment and Earnings*, July, 1974, pp. 21-22.

¹²*Ibid.*, p. 26.

¹³William B. Werther, Jr., "The Good News and Bad News of Flexible Hours," *Administrative Management*, November, 1973, pp. 78, 82, 96.

U.S. House of Representatives
Select Committee on Aging
Washington, D.C. 20515

Honorable Patricia Schroeder
Chairman
Subcommittee on Employment Ethics
and Utilization
Committee on Post Office and Civil Service
603 House Office Building Annex 1
Washington, D.C. 20515

Dear Madam Chairman:

This is in reference to H.R. 1627, H.R. 2930, and H.R. 2732 on which your Subcommittee is currently holding hearings. It is our understanding that these bills are intended to introduce greater flexibility into the Federal civilian work force. H.R. 1627 would provide increased permanent part time employment opportunities in departments and agencies of the Federal Government for persons unable to work standard hours. H.R. 2930 and H.R. 2732 would permit experimentation with flexible and compressed scheduling programs.

Because of the critical need in this Country for more employment options for older workers, the Subcommittee on Retirement Income and Employment of the Committee on Aging opened hearings last month on the subject of "Alternatives To Retirement." Testimony presented to the Subcommittee has revealed that present labor force trends and practices are such that growing numbers of older persons will remain or become jobless and be unable to provide for their economic needs. Older Americans now constitute 27.1% of the population but only 14.9% of the work force. Older workers are leaving the labor force at a considerably more rapid rate than other categories of workers. While the costs of maintaining incomes and health care for the retired are rapidly moving upward and while the drain on the Social Security system steadily increases, many older individuals willing and able to work are arbitrarily excluded from job opportunities solely on the basis of their chronological age.

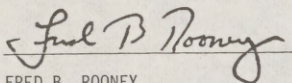
Many older people in the United States today who are eligible for pensions and/or Social Security benefits do, in fact, wish to retire. Unfortunately, their income from these sources is not usually sufficient to maintain a decent standard of living. Consequently, many of our senior citizens need and want part time employment opportunities both for self-fulfillment and also to supplement the retirement income they may have from other sources.

Hearings to date before the Subcommittee on Retirement Income and Employment of this Committee would indicate a need for the legislation proposed in H.R. 1627, H.R. 2930, and H.R. 2732 and we commend you for your efforts in behalf of these bills. However, in view of the urgent need of so many older Americans for part time employment, we believe there would be great merit in allocating to older workers, a specific proportion of the part time positions mandated by H.R. 1627. Accordingly, we suggest the following amendment at such time as the bill is marked-up by your Subcommittee:

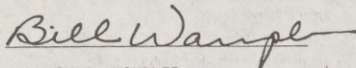
Strike the period at the end of Subsection (a) of Section 3203
(line 21, page 3) and add the following language:

"provided, however, that at least 25% of all positions
required by this section shall be reserved for persons
60 years of age and over."

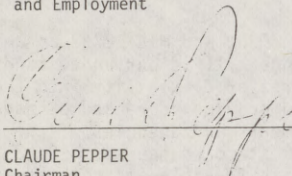
Sincerely,



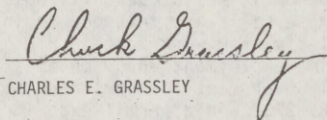
FRED B. ROONEY
Chairman
Subcommittee on Retirement Income
and Employment



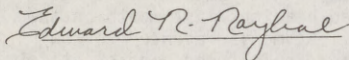
WILLIAM C. WAMPLER
Ranking Minority Member
Subcommittee on Retirement Income
and Employment



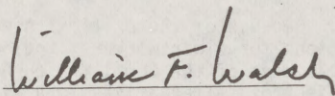
CLAUDE PEPPER
Chairman
Select Committee on Aging



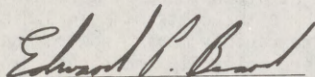
CHARLES E. GRASSLEY



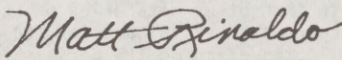
EDWARD ROYBAL
Chairman
Subcommittee on Housing and
Consumer Interests



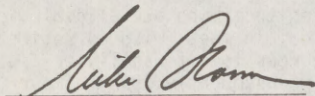
WILLIAM F. WALSH



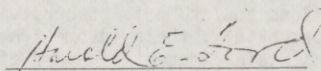
EDWARD P. BEARD



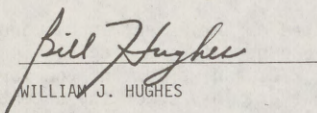
MATTHEW J. RINALDO



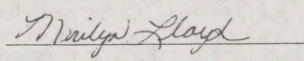
MICHAEL T. BLOUIN



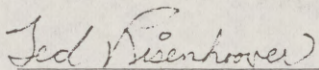
HAROLD E. FORD



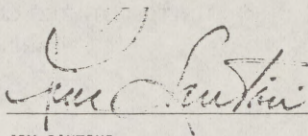
WILLIAM J. HUGHES



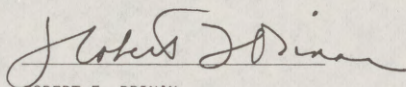
MARILYN LLOYD



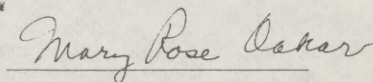
TED RISENHOOVER



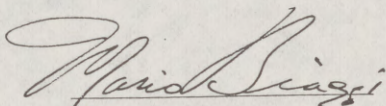
JIM SANTINI



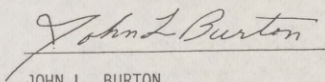
ROBERT F. DRINAN



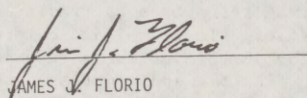
MARY ROSE OAKAR



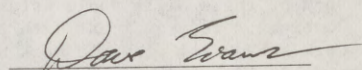
MARIO BIAGGI
Chairman
Subcommittee on Federal, State
and Community Services



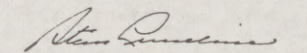
JOHN L. BURTON



JAMES J. FLORIO



DAVID W. EVANS



STANLEY N. LUNDINE

UNITED STATES CIVIL SERVICE COMMISSION
WASHINGTON, D.C. 20415

May 20, 1977

Honorable Robert N.C. Nix
Chairman, Committee on Post Office
and Civil Service
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

This letter is in response to your request for our views on H.R. 2732 and H.R. 2930, bills to authorize experimentation with flexible and compressed work schedules within the Federal Government.

Both of these bills would establish a 3-year program within the Federal Government to experiment with two separate alternatives to traditional work schedules: flexible work schedules (i.e., flexitime) and compressed work schedules (e.g., 4-day workweeks). The purpose of these experiments would be to determine the extent to which flexible and compressed work schedule arrangements may have applicability to various work situations in the Federal Government and to determine their impact on the efficiency of Government operations, service to the public, mass transit facilities, energy usage and employee morale.

As you may know, for the past 3 years the Commission has been working with an increasing number of agencies that have expressed an interest in testing flexible work hours within the limits of current Federal law and regulations. In October 1974, shortly after several Federal agencies initiated experiments with flexible work hours, a GAO report was issued entitled "Legal Limitations on Flexible and Compressed Work Schedules for Federal Employees." The evidence in this report, in addition to a growing amount of information on the introduction of alternatives to traditional work scheduling in Western European countries and to a lesser degree in Canada and the United States, indicate that these work schedules show sufficient promise to merit controlled experimentation in order to obtain first-hand experience to determine in what situations and to what extent these changes might be effective in the United States Government.

However, because of the restrictive nature of hours of duty and premium pay laws, the Federal Government is prohibited from introducing, even on an experimental basis, all but the most limited kinds of work schedule modifications. For this reason the Commission drafted a legislative proposal which passed the House of Representatives on May 6, 1976. In our letter of August 9, 1976, to former Chairman Gale McGee of the Senate Post Office and Civil Service Committee in the 94th Congress, we strongly favored its enactment. H.R. 2930 is identical to this bill.

While H.R. 2732 is similar in many respects to H.R. 2930 it contains two basic differences in approach which account for our strong preference for Congresswoman Spellman's bill.

First, it should be noted that while there are a growing number of Federal installations introducing flexible hours to the extent permitted under current law, no single approach to work scheduling will be appropriate in all cases. Given the diverse nature of the work performed by the Federal Government and the widely varying conditions under which it is performed, there are situations in which neither flexible nor compressed schedules would be appropriate now or at any future time. In many instances the traditional workweek should be maintained. It is for this reason, and based upon our experience during the past 3 years, that we strongly believe that no agency should be required to institute a flexible work schedule or any other alternative work schedule, as would be the case under H.R. 2732.

While we certainly share the objectives of H.R. 2732 to allow experimentation with alternative work schedules, we cannot support its mandatory feature. On the other hand, under the provisions of H.R. 2930, these programs would be entirely voluntary. No requirement to experiment with flexible or compressed schedules would be imposed upon any organization, recognizing that diverse occupations have varying work requirements and what is appropriate in one agency may not be at all appropriate in another agency. Therefore, under H.R. 2930 it would be left to the agencies to determine whether or not they wished to participate in this program. If participation was considered desirable, the Commission would consider proposals submitted by agencies to experiment; however, only a limited number of experiments would be approved.

In order to meet the objectives of H.R. 2930, a major consideration in approving any proposal would necessarily be the agency's willingness and ability to meet the criteria which would be developed for evaluating the experiments. It is anticipated that the Civil Service Commission, acting as the coordinating agency, would work through a joint committee composed of agencies whose particular areas of expertise are important to the full evaluation of such a program, such as those directly responsible for Federal policies on energy, the environment, transportation and building services. H.R. 2930 calls for the development of a master program plan as a joint agency effort to identify the types of organizations, size and geographic locations necessary to permit the committee to reach valid conclusions upon which the Commission may base its recommendations to the President and the Congress.

Herein lies the second basic difference in approach between H.R. 2930 and H.R. 2732. Section 4.(b) of H.R. 2732 sets forth a limited Commission role in carrying out this 3-year program. It says the Commission will provide "educational material and technical aids and assistance, for use by an agency before and during the period such agency is conducting experiments under this Act." On the other hand, H.R. 2930 provides for a master program plan designed to insure the conduct of a balanced, comprehensive experimental effort. Under H.R. 2930, the Commission would be responsible for establishing this master plan and for laying out a program of systematic evaluation. This approach would insure that the time and effort which will be expended in the conduct of this program will result in our obtaining those valid statistics which are essential to understanding the effects of the experiments, and in addition are important to the development of future policy.

Because of the nature of these work schedules, modification of existing overtime laws is a major feature of this legislation. However, there are those who have periodically expressed concern that these bills could deprive employees of benefits which have been in existence for a number of years, specifically overtime pay after 8 hours per day or 40 hours per week. We are aware of these concerns and, therefore, believe some clarification of this matter is necessary.

First, it is important to remember that the effect upon overtime provisions of each of the two types of alternatives to be tested under this proposed legislation will be quite different. Because compressed work schedules, e.g., 4-day week, allow the employee to complete the 40-hour workweek in less than five days, each of the four days worked will be 10 hours in length. The Federal Government should be allowed to test the desirability of such schedules without incurring additional costs. The Bureau of Labor Statistics reports that more than 3,000 American firms employing over 1 million workers are currently using compressed schedule without increasing premium pay costs for the basic work week, and many workers view the additional day off, plus the reduced commuting time and child care costs as substantial benefits. However, to assure that employees are protected, both H.R. 2732 and H.R. 2930 provide that an agency shall except from any experimental program any employee for whom compressed work schedules would constitute a personal hardship (see Title II, section 202(b) of H.R. 2930 and Title II, section 202(b)(2) of H.R. 2732).

Under flexible work schedules (i.e., flexitime) employees are given the opportunity to work more hours on one day in order to work fewer hours on a subsequent day as well as more or less than 40 hours in a week, so long as a 40-hour per week average is maintained. When the employee elects to use this option, no additional overtime payments would be incurred by the organization. However, overtime would continue to be payable after 8 hours per day and 40 hours per week when management required overtime work.

Because of the very nature of this concept, it is the employee who clearly determines whether or not to work more hours in a day, within whatever operational limits have been established. While this presumably should avoid conditions under which an employee could be coerced into working longer hours on management's behalf without the payment of overtime, there may be legitimate concern that this could happen in individual cases. However, reports from the private sector within the United States and other Western countries indicate that such concerns are not substantiated. Nonetheless, both H.R. 2732 and H.R. 2930 contain provisions which are both designed to deter any such actions (see Title III, section 303 of H.R. 2732 and H.R. 2930).

As can be seen from this general discussion, these bills contain provisions which represent a substantial departure from current law. Therefore, we believe a clear understanding of the key sections of this proposed legislation is important. Accordingly, we are enclosing a discussion of selected portions of H.R. 2732 and H.R. 2930 as part of this report.

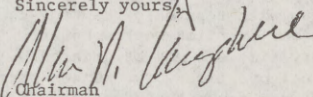
To summarize, while we support the overall objectives of both these bills, we believe that the failure of H.R. 2732 to establish either a comprehensive plan for controlled experimentation, or a positive program for systematic evaluation, coupled with its mandatory test feature, would have serious, negative impact upon the quality of the experiments and raise questions about the findings.

In contrast to that approach, H.R. 2930 recognizes the importance of a master plan and systematic evaluation in assuring that the results obtained from 3 years of experimentation will present a clear picture of the impact these work schedules have in the Federal sector, and will provide a solid basis for future program recommendations. Under this bill, the Commission would be responsible for effectively coordinating efforts to carry out these aims. Therefore, of the two bills pending before the House of Representatives, we believe the provisions of H.R. 2930 would better enable the significant and desirable objectives and goals of this legislation to be achieved.

The Office of Management and Budget advises that enactment of H.R. 2930 would be consistent with the administration's objectives and there is no objection to the submission of this report.

By direction of the Commission:

Sincerely yours,


Chairman

Enclosure 1 (1)

Discussion of Selected Sections of H.R. 2930

Section 101 defines the terms "credit hours" and "overtime hours" for purposes of title I of this bill. It should be noted that 3 requirements must be met before time worked may be considered as "credit hours":

- 1) the hours worked must fall within the flexible schedule, i.e., within the designated hours during which an employee must be present for work or the designated hours during which an employee is permitted to elect his time of arrival and time of departure from work (see discussion of section 102 below); 2) the hours worked must be in excess of the employee's basic work requirement; and 3) the employee must elect to work the hours.

Since overtime hours are those hours of work ordered in advance by management and not elected by the employee, overtime hours cannot include credit hours.

Section 102 provides that flexible schedule experiments may be conducted "Notwithstanding section 6101 of title 5, United States Code." Section 6101 of title 5 establishes certain requirements relating to work schedules and workweeks, one of which requires each agency head to establish a basic administrative workweek of 40 hours for each employee. Such a requirement would, of course, be inconsistent with the establishment of many flexible work schedules since one purpose of such schedules is to permit an employee to vary the length of a workweek through the use of credit hours. If requirements of the provisions of section 6101 conflict with a flexible work schedule conducted under section 102, the provisions of section 6101 shall be deemed inapplicable.

The last sentence of section 102 (a) provides that an employee's election with respect to his arrival or departure from work is subject to limitations generally prescribed, if any, to ensure that the duties and requirements of the employee's position are fulfilled. For instance, if three or four employees within an office are responsible for answering inquiries from the public, a general limitation may be prescribed to insure that at least one employee is present at all times during which the office is open to the public. While the intent of this sentence is to give the agency head wide discretion so that the mission of the agency is in no way impaired because of the introduction of an experimental work schedule, it is not intended to exclude an employee from an approved experiment without just and valid cause. Any agency which has not obtained specific approval from the Commission to test these schedules will continue to be bound by all of the current applicable laws.

Section 103 establishes the method by which premium pay will be computed and paid in the case of employees participating in a flexible schedule experiment. Paragraph (1) of section 103(a) liberalizes existing law with regard to granting compensatory time off in lieu of payment for overtime work. Under existing law 5 U.S.C. 5543(a)(1) compensatory time off may be granted only for time spent in irregular or occasional overtime work. Under paragraph (a)(1) of H.R. 2930, an employee may request compensatory time off for all overtime worked, not just that overtime which is irregular or occasional in nature. It should be noted that since compensatory time off may be granted only upon the request of the employee, the employee retains the right to receive overtime should he prefer such pay rather than compensatory time off. This in no way disturbs existing authority which permits agencies to prescribe compensatory time in lieu of overtime pay for employees whose basic rate exceeds the maximum rate of GS-10.

It should also be noted that an agency conducting an experimental flexible hours program under the provisions of this bill is not relieved of its existing statutory obligation to compensate an employee for overtime hours worked in excess of 8 hours in a day or 40 hours in a week. However, due to the permissive nature of a flexible work schedule which allows an employee to voluntarily extend his work hours within the flexible schedule for the purpose of accumulating credit hours, an accommodation with existing statutory provisions relating to overtime compensation is necessary. Therefore, section 101(2) of H.R. 2930 defines "overtime hours", for purposes of title I of this bill, as "all hours in excess of 8 hours in a day or 40 hours in a week, which are officially ordered in advance . . .", thereby superceding overtime definitions contained in sections 5542(a) of title 5 and section 7 of the Fair Labor Standards Act.

Section 103(b) insures that an employee shall not be entitled to be compensated for credit hours worked except to the extent authorized under section 106 or to the extent he is allowed to have such hours taken into account with respect to his basic work requirement."

Paragraph (1) of section 103(c) relates to night-shift differential which, but for that paragraph, would be authorized for employees under section 5545(a) of title 5, United States Code. Section 5545(a) provides that night shift differential shall be paid to employees subject to that section for all regularly scheduled work between the hours of 6 p.m. and 6 a.m. Due to the permissive nature of flexible work schedules, however, the provisions of section 5545(a) could create a situation where an employee would gain entitlement to night-shift differential solely because he voluntarily elects to vary his arrival or departure time, or work credit hours, during those hours for which night-shift differential is required. It is intended that the provisions of paragraph (1) will

prevent this situation from occurring. Nevertheless, it is not intended to deny an employee night-shift differential for overtime hours worked during a period when night-shift differential is authorized or when because of the design of the flexible schedule, an employee must work some hours during such a period in order to fulfill his basic work requirement.

Paragraph (2) of section 103(c) preserves the existing statutory basis for entitlement to night-shift differential for employees subject to section 5343(f) of title 5, and 4107(e)(2) of title 38, but provides that such employees shall not be entitled to night shift differential solely because they elect to work credit hours, or elect a time of arrival or departure at a time of day for which night-shift differential is otherwise authorized.

Section 104 is intended to insure that an employee's entitlement of pay for a legal holiday under the bill will be consistent with existing law. Sections 6103 and 6104 of title 5, relating to entitlement to pay for legal public holidays, speak in terms of "workday" and "day on which an ordinary day's work is performed." Under many flexible scheduling experiments such terms would not have a fixed meaning since it is inherent in such experiments that the "workday" or an "ordinary day's work" may vary. Accordingly, section 104 provides a fixed measure, i.e., 8 hours, for determining entitlement to holiday pay for employees under a flexible schedule.

Section 203 of the bill pertains to the payment of premium pay for overtime hours worked by employees under a compressed schedule experiment.

Subsection (a) of section 203 provides that the provisions of section 5542(a), 5544(a), and 5550(2) of title 5, United States Code, section 4107(e)(5) of title 38, United States Code, and section 7 of the Fair Labor Standards Act, as amended, or the provisions of any other law relating to premium pay for overtime work, shall not apply to hours of work which constitute a compressed schedule. Such sections all contain a requirement that premium pay must be paid for work in excess of 8 hours in a day or forty hours in a week, and as such have represented the primary impediment to the introduction of compressed schedules in the Federal Government. Since a compressed schedule, by definition, entails workdays longer than 8 hours, the existing laws relating to overtime if applicable to such schedules would make such schedules, in terms of payroll costs, more expensive than the standard 8-hour day/5-day workweek. Also by definition, however, a compressed schedule cannot consist of a basic work requirement of greater than 80 hours in any biweekly period, and section 203(b) provides that hours worked in excess of the compressed schedule shall be overtime and shall be paid as provided under whichever statutory provisions referred to in section 203(a) of the bill are applicable to the employee. In the case of a part-time employee working under the same compressed schedule as a full-time employee, overtime shall be paid after the same number of hours of work in a day as for which a full-time employee receives overtime pay.

Sections 5544(a), 5546(a), and 5550(1) of title 5, United States Code, each limit the premium pay differential for Sunday work to no more than 8 hours, as that period represents a basic workday for a full-time employee. Under a compressed schedule the daily basic work requirement would normally consist of more than 8 hours and the 8-hour restriction on payment of

premium pay would be inequitable.' Therefore, section 203(c) will insure that employees on a compressed schedule will be entitled to Sunday premium pay for all hours worked on Sunday under that schedule. 'Under a compressed schedule, the daily basic work requirement would normally consist of more than 8 hours, and, as is the case with Sunday premium pay discussed above, the 8-hour restriction on payment of premium pay would be inequitable.' Accordingly, section 203(d) provides that notwithstanding section 5546(b) of title 5, an employee on a compressed schedule who performs work on a holiday designated by statute or Executive order is entitled to pay at the rate of his basic pay, plus premium pay at a rate equal to the rate of his basic pay, for such work which is not in excess of his basic work requirement. If an employee works hours in excess of his basic work requirement, such hours would be overtime hours and section 203(d) further provides that the employee is entitled to premium pay in accordance with applicable provisions of law relating to premium pay for such overtime hours.

Section 203(e) insures that no employee who works in a unit which is not represented by an organization of Government employees with exclusive recognition would be required to have his existing premium pay modified because of the introduction of a compressed schedule experiment unless such employee voluntarily elects to have his entitlement to premium pay be based upon those provisions of this bill which relate to overtime pay for employees on a compressed schedule. Such an employee who does not so elect would not be permitted to participate in such an experiment.

Section 301 translates the term "day" in sections 6303(a), 6304, 6307(a) and (c), 6323, 6326, and 8339(m) of title 5, into an equivalent number of hours, since under either a flexible or a compressed schedule experiment the basic work requirement of a "day" could be more or less than 8 hours. It is not intended that this section either decrease or increase any employee's existing entitlement to leave, or to creditable service for retirement purposes. Part-time employees will continue to earn such entitlement on a pro rata basis.

Section 302(a) is designed to preserve the provisions of negotiated agreements which are otherwise proper under labor-management Executive Order 11491, as amended. Further, where a labor organization has exclusive recognition, it is intended that the parties to the contract negotiate the introduction of any experimental program provided for under the bill, in accordance with labor-management relations Executive orders or any other applicable collective bargaining agreement.

Section 302(b) prohibits any agency from participating in any type of experimental program under the bill if there is an agreement in effect which contains requirements to pay overtime which are inconsistent with the provisions of either section 103 or 203 of the bill, as applicable. Sections 103 and 203, discussed above, establish the conditions under which overtime will be paid for purposes of any experimental program which might be established under the bill. Therefore, those provisions of the contract which are in conflict with either section 103 or 203, as applicable, will have to be renegotiated for employees designated to participate in an experiment before such experiment may commence.

Section 303 provides protection against the coercion of an employee in a unit with respect to which an organization of Government employees has not been accorded exclusive recognition and who is in a flexible or compressed schedule experiment under title I or II of H.R. 2930. In the case of an employee in a unit for which exclusive recognition has been accorded, adequate protections are provided under section 302 of this bill relating to the applicability of negotiated agreements. For the unrepresented employee, therefore, 303 extends comparable protections.

Discussion of Selected Sections of H.R. 2732

(Note: This discussion is limited to those sections of this bill which contain substantive differences from the parallel sections in H.R. 2930). . . .

Section 4. Requires each Federal agency to establish a flexible or compressed work schedule experiment within 180 days after the effective date of the bill (the provisions of the bill become effective on the 90th day after the date of enactment or October 1, 1977, whichever date is later). Agencies could conduct any number of experiments with either flexible and/or compressed work schedules. However, such experiments would be required to cover a "sufficient" number of positions in the agency, and a "sufficient" range of alternative work schedules, in order to provide an adequate basis on which to evaluate the effectiveness and desirability of permanently maintaining flexible or compressed work schedules within the agency.

The Commission would provide educational materials and technical aids and assistance for the agency's use prior to and during the time the agency is conducting experiments authorized under the bill.

The head of an agency must request from the Commission a specific exemption from the mandatory requirement to experiment with the flexible or compressed work schedules authorized under this bill, if he determines that experimentation would substantially disrupt the agency in carrying out its functions. The filing of a request for exemption with the Commission would stay the requirement to experiment until the Commission made its determination or until 180 days after the date the request is filed. The Commission would be required to exempt an agency from participation in the experimental program only if it found that conducting such a program would not be in the best interest of the public, the Government, or the employees.

Section 202(b)(1). Provides that employees in a unit which has not been accorded exclusive recognition shall not be required to participate in a compressed schedule experiment unless a majority of employees in the unit vote to be included in such an experiment.

Subsection(b)(2) provides that an employee covered by a compressed schedule experiment, may submit a written request to be exempted from the program if participation would impose a personal hardship. Within 10 days after the written request has been made the agency must take one of the following actions, if the agency determines that the compressed schedule experiment would impose a personal hardship upon the employee:

1) except the employee from the compressed schedule experiment;
or

2) reassign the employee to the first position which becomes ----- available, after the determination is made, for which the employee is qualified and which is acceptable to the employee. The new position could not be among those included within the experimental program from which the employee was excepted.

UNITED STATES CIVIL SERVICE COMMISSION

WASHINGTON, D.C. 20415

May 20, 1977

Honorable Robert M.C. Nix
 Chairman, Committee on Post Office
 and Civil Service
 House of Representatives
 Washington, D.C. 20515

Dear Mr. Chairman:

This is in further reply to your request for the views of the Civil Service Commission on H.R. 1627, "To provide increased employment opportunity by executive agencies of the United States Government for persons unable to work standard working hours, and for other purposes."

H.R. 1627 contains fundamental flaws which make it highly undesirable. The Commission strongly opposes this bill for the following reasons:

- This bill violates the basic principles of the merit system by establishing fixed quotas for those interested in part-time employment, thereby denying employment and promotion opportunities to all qualified individuals on an equal basis.
- This bill severely inhibits the operational flexibility of Federal managers and imposes excessive administrative burdens which could significantly reduce the efficiency and productivity of Government organizations.

While the Commission supports the general objective of expanding part-time employment opportunities within the Federal Government, we must strongly oppose the introduction of fixed percentage quotas into the Federal system for any group.

This bill would introduce such a quota system in order to guarantee a larger number of part-time jobs than now exist. The introduction of a quota system into the Federal Government for any group of employees or potential employees would set an extremely dangerous precedent, and as a result would seriously undermine the merit system.

If a certain percentage of jobs is reserved for the exclusive use of those desiring to work part-time, we have every reason to believe that this action would almost automatically be followed by demands from others concerned with the unique needs and desires of their particular group. Despite the desirability of the goal, installation of a system of mandatory quotas to effect part-time employment would impose unreasonably stringent requirements for the exclusive benefit of ever-increasing numbers of those with perceived or actual special needs who are able to organize and exert sufficient pressure for this purpose.

The merit system is based upon the concept that selection for a job is predicated upon the qualifications of the individual to perform the duties of the job. If blocks of jobs were now to be specifically reserved in order that they would be filled based upon another criterion, i.e., the desire to work part-time, then highly qualified individuals would be denied opportunities for full-time jobs and promotions solely because they did not happen to fit a particular category.

While the Commission believes that the encouragement of part-time employment is a desirable goal, the issue goes beyond the particular group with special needs which would be served by this legislation. The issue is whether any group should be able to reserve a certain percentage of Government jobs for their exclusive use and deny access to those jobs by others who may be equally or better qualified to perform the duties.

The language of the bill creates an impression that the mandatory percentage system being proposed is not one of rigid quotas, but merely goals because the Commission, under the provisions of this bill, may temporarily waive compliance. However, the situations which must exist within the agency before any waiver may be granted are of such magnitude and the procedures to be followed are so time consuming and administratively complex that the inflexible nature of this provision is immediately clear. In any event, it remains a quota, and is not changed to a "goal" merely because it is temporarily waivable.

By way of contrast, it should be noted that for some years the Commission has had a clear policy concerning the utilization of goals and timetables as a useful management concept which should be implemented where they will contribute to the resolution of equal employment opportunity problems. Further, we have repeatedly drawn a very definite distinction between what constitutes a "goal" versus a "quota".

A "goal" is a realistic objective which an agency endeavors to achieve on a timely basis within the context of the merit system of employment. A "quota", on the other hand, would restrict employment or development opportunities to members of particular groups by establishing a required number or proportionate representation which agency managers are obligated to attain without regard to merit system requirements. Quotas are incompatible with merit principles.

Goals and target dates are reasonable and flexible indicators for management action. Where they are not met the reasons for this should be assessed to determine what actions are needed. Falling short of a program goal, assessing the reasons why and taking affirmative action is quite a different matter from requiring a waiver in advance, to be granted only under the most extreme conditions when it appears the achievement of a fixed percentage quota cannot be met. The elaborate system contained in this bill for granting waivers and the fact that it ignores the adverse impact on the merit system makes it clear that regardless of the label used, this bill will set quotas for the exclusive benefit of a particular group of employees.

Virtually all senior level positions are filled by promoting men and women already in the Federal Service. Therefore, less than 1 percent of the senior level positions would be available for part-time workers if the jobs could, in fact, be restructured without disrupting the ability of the agency to perform its mission. Compliance with even the 2 percent first year quota would require an 800 percent increase in part-time employment at the GS-15 level alone. We doubt there are enough people qualified at this level and desiring part-time employment, to accomplish such an increase.

Considering the low level of outside hiring which is done at the higher grade levels, the low turnover rate in these grades and the fact that this bill prohibits the abolishment of a full-time position which is occupied by an employee in order to establish two or more part-time

positions, it becomes evident that promotion opportunities will be denied to deserving Federal employees in order that unoccupied full-time positions can be converted to part-time positions. We do not believe it is consistent with the merit system to deny a promotion opportunity to a qualified, full-time career employee in order that a job can be converted to meet an arbitrary part-time quota.

Large blocks of jobs within the Government do not lend themselves to part-time employment. It would be very difficult to restructure many supervisory and management positions as well as jobs requiring continuity, frequent or extensive travel and investigative positions.

Labor market conditions and fluctuations in labor market conditions which are completely beyond the control of the Federal Government, could make it impossible to hire enough well-qualified employees in some types of jobs to meet the employment quotas of this bill. Some examples are jobs such as Air Traffic Controller, Border Patrol Officer, Park Ranger and Forester. These are all positions which require specialized experience not readily found among candidates willing to work part-time.

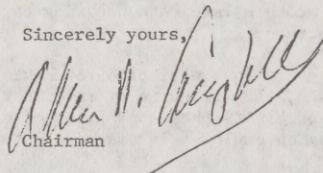
Finally, there is no need to amend the retirement, life insurance and health benefits laws to bar the CSC from excluding career part-time employees from coverage. The Commission does not exclude part-time employees from retirement, life insurance, or health benefits coverages, although the CSC has the authority to do so by regulation. CSC regulations do, however, provide that any employee (including a part-time employee) who is expected to work less than six months in each year is to be excluded from life insurance and health benefits coverages. There are two reasons for this exclusion. First, many employees who work less than six months in a year already have life insurance and health benefits as family members under a parent's or spouse's coverages. Thus, such employees would likely enroll for themselves only if they were in poor health. Such adverse selection would be contrary to the "usual risk" basis under which insurance programs and costs are established. Second, it would be necessary to insure that the covered employee earns enough salary to meet the full annual premiums for life insurance and health benefits coverages.

In conclusion, it should be noted that the Commission encourages agencies to use a variety of techniques, including part-time work assignments, to provide employment for women and men whose family or other personal responsibilities do not permit full-time employment. However, the Commission cannot agree with the establishment of this type of discriminatory system which would violate the very fundamental principles upon which the merit system is based.

The Office of Management and Budget advises that from the standpoint of the Administration's program, there is no objection to the submission of this report.

By direction of the Commission:

Sincerely yours,


Chairman

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-179810
FPC-77-20

MAY 5 1977

The Honorable Robert N.C. Nix, Chairman
Committee on Post Office and Civil Service
House of Representatives

Dear Mr. Chairman:

In response to your letter dated February 25, 1977, we are reporting on H.R. 2732, a bill to authorize Federal agencies to experiment with flexible and compressed employee work schedules.

In our report to the Congress, entitled "Legal Limitations on Flexible and Compressed Work Schedules for Federal Employees" (B-179810, dated October 21, 1974), we recommended that the Chairman, Civil Service Commission, seek legislation to amend title 5 and the Fair Labor Standards Act, as amended, to permit testing of flexible and compressed work schedules. We also recommended that the Commission help implement and monitor these tests, maintain data to identify schedules contributing to efficient agency operations, and to determine whether they have wider applicability, and if so, seek appropriate legislation.

Although H.R. 2732 permits testing flexible and compressed work schedules, we have certain reservations about how the bill provides for such experimentation. The bill requires each agency to participate in an experiment or seek an exemption from the Commission. Further, the bill provides no central Commission role in establishing a comprehensive plan to approve and evaluate experiments. We prefer an approach where the Commission is responsible for establishing such a comprehensive plan to approve and evaluate experiments voluntarily proposed by agencies. Agencies would then not be under undue pressure to experiment with these schedules, while the Commission would be better able to administer and evaluate the overall program.

We offer the following comments on individual sections of the bill.

Section 3

As defined in the bill the term "agency" or "employee" would not include any agencies or employees in the legislative and judicial branches of the Government. Some of these agencies and employees have functions similar to those in the executive branch and might benefit from using altered work schedules. Additionally, their inclusion could further broaden the diversity of the activities included in the program. Therefore it is recommended that subsection 3(1) and 3(2) be deleted and the following subsections be substituted for them: "(1) the term 'agency' has the meaning given it by 5 U.S.C. § 5541(1)(A) through (F); (2) the term 'employee' has the meaning given it by 5 U.S.C. § 5541(2)(A) and (C)." If this recommendation is adopted, section 305 of the bill should be amended to grant authority to certain agency and office heads

to implement the program for their organizations, inasmuch as they do not come under the Civil Service Commission. We suggest that a new paragraph be added to section 305, worded as follows:

"The Architect of the Capitol shall prescribe regulations necessary for the administration of this act for the employees under the Office of the Architect of the Capitol or the Botanic Gardens. The Librarian of Congress shall prescribe regulations necessary for the administration of this act for employees under the Library of Congress. The head of an office, agency or other establishment in the judicial branch shall prescribe regulations necessary for the administration of this act for employees under those organizations."

Section 4

Agencies, subject to provisions in negotiated agreements and adherence to premium pay statutes, are required to establish programs providing for flexible or compressed work schedules. An agency may request an exemption from the Commission should it feel such a schedule would substantially disrupt agency operations. Otherwise, it appears the Commission's role in this area is merely to provide educational materials and assistance. As previously stated, we prefer an approach where the Commission is given authority to approve and evaluate experiments voluntarily proposed by agencies.

Title I--Flexible Scheduling of Work Hours

Section 101

This section defines overtime hours and credit hours. The distinction drawn here should prevent any misunderstandings over whether an employee's entitlement for hours worked in excess of 8 in a day or 40 in a week is compensable at the overtime rate or the basic rate.

Section 102

Agencies are given the authority to experiment with flexible schedules. Although the Commission lacks the authority to approve agency experiments, it can terminate them, subject to the terms of a negotiated agreement, if they are not in the best interests of the public, the Government, or the employees. Also, agencies may restrict the schedule's scope. To this extent, these measures should help protect the interests of the parties concerned.

Section 103

Employees are permitted to use compensatory time for overtime hours worked, if so requested and approved. Also, credit hours cannot be compensated at overtime rates. Shift differentials will not normally be paid if employees choose to work a portion of their flexible time during those periods when the differential is otherwise authorized if the basic work schedule would permit them to accomplish their work schedules during

hours when the differential is not authorized. These provisions should prevent unjust entitlement to shift differentials.

Section 104

This section is designed to insure that employees assigned to flexible schedules will be paid for Federal holidays which prevent them from working. This is in accord with the holiday provision of 5 U.S.C. § 6302(a).

Section 105

Agencies are permitted to use time-recording devices. Presently, they are prohibited in the District of Columbia. Although employee organizations may oppose their use, the devices should aid supervisors in ensuring that employees are completing their work schedules. Use of such devices is common in the private sector and we have no objection to the provision as written.

Section 106

Full-time employees may accumulate not more than 10 credit hours from a biweekly pay period for carryover to a succeeding biweekly pay period, while part-time employees may accumulate up to one-eighth of the hours worked in a biweekly pay period. This arrangement will provide employees additional flexibility in setting their work schedules. Agencies, however, are authorized to prescribe limitations on credit hour accumulation to meet their particular requirements.

Title II--4 Day Week and Other Compressed Work Schedules

Section 201

This section provides the definitions required to establish the parameters for the compressed work schedules. It defines overtime hours as those in excess of the specified hours constituting the compressed schedule and makes provisions for part-time employees. These definitions appear to be adequate.

Section 202

Agencies are given the authority to experiment with compressed schedules. Although the Commission lacks authority to approve experiments, either it or the agency may terminate the experiment, subject to the terms of a negotiated agreement. An employee in a unit not accorded exclusive recognition will not be required to participate in an experiment unless a majority of unit employees so vote. Additionally, any employee may request an exemption should the schedule impose a personal hardship. If an agency determines this, it must then place the employee in a position suitable to the parties. These provisions are designed to protect the interests of the concerned parties.

Section 203

This section concerns premium pay protection for employees working under compressed schedules.

Title III--Administrative Provisions

Section 301

This section defines the terms "day" or "workday" as employed in various statutes in title 5 of the United States Code as 8 hours when applied to employees participating in work schedule experiments under this bill. This provision is necessary so that employees working flexible and compressed work schedules will receive the same entitlements as employees working normal schedules.

Section 302

Employees in a unit accorded exclusive recognition may not participate in altered schedules unless so provided in an agreement. Similarly, such an agreement may not contain premium pay provisions inconsistent with the act. These provisions aid in affording the parties the necessary protection so the experiments may proceed voluntarily and properly.

Section 303

This section provides sanctions for coercing certain employees by interfering with their selecting a flexible work schedule or on voting to participate in a compressed schedule or seek exemption therefrom. An employee found violating this provision may be removed, suspended, or disciplined in some other manner by final order of the Commission. However, as we interpret these provisions, these protections apply only to employees not under exclusive recognition. We presume that employee organizations will protect the rights of employees in exclusive bargaining units through the negotiation of similar sanctions into their bargaining agreements.

Section 304

An interim report with possible legislative recommendations will be required by the Commission after 2-1/2 years. This should be a sufficient time to determine whether continuation of altered schedules is desirable.

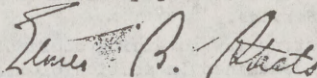
Section 305

This section directs the Commission to promulgate regulations necessary for the administration of this act. If our recommendations to include agencies outside the executive branch is adopted, it is further recommended that section 305, line 2, page 17, be amended to include the phrase "for the executive branch" after the word "regulations." This change would make clear that Commission regulations apply only to the executive branch. In addition see the suggested change in our comments on section 3 above.

Section 306

This section establishes the date on which the program is to become effective. We believe that 90 days will be sufficient for advance planning for implementation if the bill is enacted.

Sincerely yours,



Comptroller General
of the United States

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20543

B-179117
FPC-77-31

MAY 9 1977

The Honorable Robert N. C. Nix, Chairman
Committee on Post Office and Civil Service
House of Representatives

Dear Mr. Chairman:

We refer to your letter of March 15, 1977, requesting that we report on H. R. 1627, a bill which, if enacted, would provide increased employment opportunity by executive agencies for persons unable to work standard working hours, and would be cited as the "Part-Time Career Opportunity Act." This bill is similar to S. 792, on which we commented to the former Chairman of your Committee on September 4, 1975.

The bill establishes as a policy that all executive agencies of the Government, with the exception of the Federal Bureau of Investigation and any agency referred to in 5-U.S.C. § 5102(a) (1)(i)-(viii) (1970), shall make available a certain percentage of its positions in each grade through grade GS-15 on a part-time, flexible-hours employment basis for persons who cannot or do not desire to work full-time. The bill requires that each agency restructure 2 percent of its positions in each grade level not later than 1 year after enactment, and thereafter restructure additional positions in each grade in annual increments of at least 2 percent until 10 per centum of all positions in each grade have been made available for flexible-hours employment, not later than 5 years after the date of enactment, unless the Civil Service Commission (CSC) reduces or waives a required set-aside percentage.

Responsibility for monitoring agency progress toward achievement of part-time employment goals required by the bill is assigned to the CSC. Each agency must report quarterly to the CSC on progress made on the program and CSC must report annually to Congress on efforts undertaken to meet the percentage goals and reasons for failure to do so where pertinent. Also, the CSC has been assigned the task of conducting research and experimentation projects designed to promote part-time employment in the Federal Service.

The existing law governing hours of work for Government employees is contained in section 6101 of title 5, United States Code. It provides for a 40-hour administrative workweek, consisting of five 8-hour days, normally running from Monday through Friday. However, the law does not make it a mandatory requirement that every employee work 40 hours per week. The CSC in implementing the aforementioned statute has made provisions for a workweek of less than 40 hours for part-time employees by defining "Regularly Scheduled Administrative Workweek" in 5 C.F.R. § 610.102(b) to include any "officially prescribed days and hours within an administrative workweek during which these employees are required to be on duty regularly." Moreover, there is a strong statement of encouragement for agencies to foster part-time employment contained in section B-4, appendix B, chapter 312, of the Federal Personnel Manual.

Section 3206 of the bill proposes that agencies count an employee employed in a flexible-hours position for purposes of personnel ceiling requirements on a pro rata basis according to the average number of hours such employee works in a 40-hour workweek. The existing Office of Management and Budget policy with respect to agency personnel ceiling requirements on counting part-time employees is set forth in sections B-2 and B-3, appendix B to chapter 312, Federal Personnel Manual, 1969 edition. It establishes two kinds of ceilings; full-time permanent employment and total employment. If the permanent ceiling is subtracted from the total employment ceiling, the difference, called a "derived ceiling," constitutes in effect a limitation of the number of part-time, temporary and intermittent employees who can be hired. However, agencies are free to hire part-time employees against either the derived ceiling or, if not high enough, against the full-time ceiling. In some cases, agencies may apply to the Office of Management and Budget to split full-time jobs. Thus it appears that existing law and regulations already permit a great deal of flexibility in applying personnel ceiling requirements to agency needs.

We fully support the objectives of the bill, namely, to insure that positions in all grades are freely available to part-time workers. However, we believe that rigid adherence to the percentage formulae for part-time career employment positions in all cases would prove to be impractical from an administrative standpoint. We note that as of December 1976, there were 2,851,686 Federal civilian employees (Federal Civilian Workforce Statistics, United States Civil Service Commission, March 1977), of which 2,586,235 were permanent full-time employees, 167,031 were part-time regularly scheduled employees and 98,420 were intermittent employees. Since the numbers and grade levels of this magnitude of positions located in all 50 states and numerous foreign countries

are subject to constant variation, we believe it is not entirely feasible to require, as H. R. 1627 proposes, that at all times a specified percentage of positions in each grade be designated and set aside for part-time employment. We suggest, instead, that a yearly percentage of total employment in grades below GS-16 be set aside for flexible-hours workers without specifying a fixed percentage for each grade. Moreover, in our recent review of the feasibility of increasing the use of part-time employees to supplement the Federal work force, agency officials advised this Office that it generally is not practical or effective to use part-time employees in supervisory or management positions because of continuity, workload and travel considerations.

For these reasons, we believe that the CSC should have discretionary authority to permanently exempt higher grade supervisory and managerial positions from the percentage set aside requirements of this bill if the agency submits compelling justification for such exemption on the basis that compliance would severely disrupt the agency's ability to perform its mission. Hence, we suggest that section 3203(b), line 1, page 4, of the bill be amended by inserting after the word "agency" "* * * on a permanent basis for grades GS-13 and above managerial and supervisory positions and other positions * * *."

Sincerely yours,

PAUL G. DEMBLING

~~Acting~~ Comptroller General
of the United States

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

April 26, 1977

The Honorable Robert N. C. Nix, Chairman
Committee on Post Office and Civil Service
House of Representatives

Dear Mr. Chairman:

In response to your letter dated March 15, 1977, we are reporting on H. R. 2930, a bill to authorize Federal agencies to experiment with flexible and compressed work schedules.

In our report to the Congress, entitled "Legal Limitations On Flexible And Compressed Work Schedules For Federal Employees" (B-179810, dated October 21, 1974), we recommended that the Chairman, Civil Service Commission, seek legislation to amend title 5 and the Fair Labor Standards Act, as amended, to permit testing of flexible and compressed work schedules. We also

recommended that the Commission help implement and monitor these tests, maintain data to identify schedules contributing to efficient agency operations, and to determine whether they have wider applicability, and if so, seek appropriate legislation.

The subject bill, H. R. 2930, is essentially identical to H. R. 9043 which passed the House of Representatives in the 94th Congress on May 6, 1976. This bill was prepared by the Commission in response to our report and was favorably reviewed by us. Likewise, we believe H. R. 2930 is responsive to our recommendations and should provide a sound basis for evaluating the feasibility of using flexible and compressed work schedules in the Federal Government.

We offer the following comments on individual sections of the bill.

Section 3

As defined in the bill the term "agency" or "employee" would not include any agencies or employees in the legislative and judicial branches of the Government. Some of these agencies and employees have functions similar to those in the executive branch and might benefit from using altered work schedules. Additionally, their inclusion could further broaden the diversity of the activities included in the program. Therefore it is recommended that subsections 3(1) and 3(2) be deleted and the following subsections be substituted for them: "(1) the term 'agency' has the meaning given it by 5 U.S.C. § 5541(A) through (F); (2) the term 'employee' has the meaning given it by 5 U.S.C. § 5541(A) and (C)". If this recommendation is adopted, a new subsection (5) should be added granting authority to certain agency and office heads to implement the program for their organizations, inasmuch as they do not come under the Civil Service Commission. We suggest the proposed new subsection (5) be worded as follows:

"(5) The Architect of the Capitol may apply the provisions of this act to the employees under the Office of the Architect of the Capitol or the Botanic Gardens. The Librarian of Congress may apply the provisions of this act to employees under the Library of Congress. The head of an office, agency or other establishment in the judicial branch may apply the provisions of this act to employees under those organizations."

Section 4

The Commission is required to establish a master plan containing the criteria and guidelines used to approve and evaluate experiments. The plan is designed to provide a representative sample of organizations to determine the impact of the experiments on a variety of factors. We believe the plan is structured in a manner allowing the Commission to evaluate the feasibility of utilizing altered schedules on a permanent basis.

If our recommendation for broadening the coverage of the bill to include organizations within the legislative and judicial branches is accepted, section 4, page 2, line 21, should be amended by adding the phrase "for the executive branch" after the words "master plan" so as to indicate that the Commission has no authority over organizations outside the executive branch.

Title I--Flexible Scheduling of Work Hours

Section 101

This section defines overtime hours and credit hours. The distinction drawn here should prevent any misunderstandings over whether an employee's entitlement for hours worked in excess of 8 in a day or 40 in a week is compensable at the overtime rate or the basic rate.

Section 102

The Commission is given the authority to approve agency proposals to experiment with flexible schedules. Either the Commission or the agency may terminate the experiment if not found in the best interest of the parties concerned. Similarly, the agency may restrict the scope of the experiment, if necessary. These precautionary measures should help protect the interest of the parties concerned.

Section 103

Employees are permitted to use compensatory time for overtime hours worked, if so requested and approved. Also, credit hours cannot be compensated at overtime rates. Shift differentials will not normally be paid if employees choose to work a portion of their flexible time during those periods when the differential is otherwise authorized if the basic work schedule would permit them to accomplish their work schedules during hours when the differential is not authorized. These provisions should prevent unjust entitlement to shift differentials.

Section 104

This section is designed to insure that employees assigned to flexible schedules will be paid for Federal holidays which prevent them from working. This is in accord with the holiday provision of 5 U.S.C. § 6302(a).

Section 105

Agencies are permitted to use time-recording devices. Presently, they are prohibited in the District of Columbia. Although employee organizations may oppose their use, the devices should aid supervisors in ensuring that employees are completing their work schedules. Use of such devices is common in the private sector and we have no objection to the provision as written.

Section 106

Full-time employees may accumulate not more than 10 credit hours from a biweekly pay period for carryover to a succeeding biweekly pay period, while part-time employees may accumulate up to one-eighth of the hours worked in a biweekly pay period. This arrangement will provide employees additional flexibility in setting their work schedules. Agencies, however, are authorized to prescribe limitations on credit hour accumulation to meet their particular requirements.

Title II--4 Day Week and Other Compressed Work Schedules

Section 201

This section provides the definitions required to establish the parameters for the compressed work schedules. It defines overtime hours as those in excess of the specified hours constituting the compressed schedule and makes provisions for part-time employees. These definitions appear to be adequate.

Section 202

The Commission is given the authority to approve agency proposals to experiment with compressed schedules. Agencies are required to except any employee for whom a compressed schedule would impose a hardship. This provision is designed in the interest of employee protection. Should the schedule not prove in the best interest of the parties concerned, either the Commission or the agency may terminate it.

Section 203

This section concerns premium pay protection for employees working under compressed schedules. An employee in a unit not accorded exclusive recognition must waive in writing certain rights to premium pay. Although we favor protection for these employees, it may also inhibit the experimental use of compressed schedules. We have no way of knowing how much impact it will have on program experimentation.

Title III--Administrative Provisions

Section 301

This section defines the terms "day" or "workday" as employed in various statutes in title 5 of the United States Code as 8 hours when applied to employees participating in work schedule experiments under this bill. This provision is necessary so that employees working flexible and compressed work schedules will receive the same entitlements as employees working normal schedules.

Section 302

Employees in a unit accorded exclusive recognition may not participate in altered schedules unless so provided in an agreement. Similarly, such an agreement may not contain premium pay provisions inconsistent with the act. These provisions aid in affording the parties the necessary protection so the experiments may proceed voluntarily and properly.

Section 303

This section provides sanctions for coercing certain employees by interfering with their selecting a work schedule or executing a waiver. An employee found violating this provision shall either be removed or suspended for not less than 30 days. However, these protections apply only to employees in a unit not accorded exclusive recognition as we interpret them. We presume that employee organizations will protect the rights of employees in exclusive bargaining units through the negotiation of similar sanctions into their bargaining agreements.

Section 304

An interim report with possible legislative recommendations will be required by the Commission after 2-1/2 years. This should be a sufficient time to determine whether continuation of altered schedules is desirable.

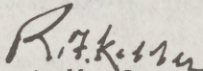
Section 305

This section directs the Commission to promulgate regulations necessary for the administration of this act. If our recommendations to include agencies outside the executive branch in the program is adopted, it is further recommended that section 305, line 5, page 15, be amended to include the phrase "for the executive branch" after the word "regulations." This change would make clear that Commission regulations apply only to the executive branch.

Section 306

This section establishes the date on which the program is to become effective. We believe that 90 days will be sufficient for advance planning for implementation if the bill is enacted.

Sincerely yours,


[Deputy] Comptroller General
of the United States

THE GENERAL COUNSEL OF THE TREASURY
WASHINGTON, D. C. 20220

JUN 8 - 1977

The Honorable
Robert N.C. Nix, Chairman
Committee on Post Office
and Civil Service
House of Representatives
Washington, D. C. 20515

Dear Mr. Chairman:

Reference is made to your request for the views of this Department on H.R. 2732 and H.R. 2930, similar bills, entitled, "Federal Employees Flexible and Compressed Work Schedules Act of 1977."

The proposed legislation, inter alia, would authorize agencies of the Federal Government to experiment with flexible work schedules and compressed work schedules. Flexible work schedules allow employees to choose their time of arrival at and departure from work, subject to the requirement that all employees be present during a core time, and with compressed work schedules. Compressed work schedules, for example, would allow an 80-hour bi-weekly basic work requirement to be scheduled for less than 10 workdays. The experiment would be for a three-year period.

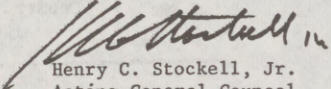
The bills would allow flexibility by providing a management tool to be introduced when appropriate. It should be noted that alternative work schedules are optional features, discretionary on the part of an agency, and, in actuality, will not be feasible in all organizational situations.

Although the flexible and compressed work schedules may generally be related to full-time employees, part-time employees are also covered by the bills. This Department feels that a side benefit of implementing flexible work schedules will be to enhance the part-time employment program. With the full-time employees working a staggered shift that requires only that all employees be present during the core time, the setting is quite natural and compatible for part-time employees. To the degree that it exists, the reluctance on the part of managers, supervisors, and co-workers toward introducing part-time employees into their full-time work program should begin to dissipate since their communications and work flow are geared to a flexible work schedule that centers on the core time.

In view of the above, this Department supports the concept proposed in the two bills. We defer to the Civil Service Commission as to the best method of implementation of that concept.

The Department has been advised by the Office of Management and Budget that there is no objection from the standpoint of the Administration's program to the submission of this report to your Committee.

Sincerely yours,


Henry C. Stockell, Jr.
Acting General Counsel

THE GENERAL COUNSEL OF THE TREASURY
WASHINGTON, D.C. 20220

JUL 1 1977

The Honorable
Robert N.C. Nix, Chairman
Committee on Post Office
and Civil Service
House of Representatives
Washington, D. C. 20515

Dear Mr. Chairman:

This report responds to your request for the Department's views on H.R. 1627, "To provide increased employment opportunity by executive agencies of the United States Government for persons unable to work standard working hours, and for other purposes."

The bill would provide that a certain percentage of all positions in each grade of each agency shall be available to individuals on a part-time career employment basis. The percentage would increase yearly until, five years after enactment, 10 per centum of the positions would be available on a part-time basis.

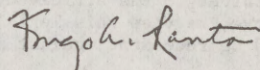
The Department supports the use and expansion of part-time employment; however, the bill would decrease management flexibility in determining the best staffing patterns through its requirement that a certain percent of positions be part-time. Moreover, though the bill would allocate a percentage of positions in each grade, positions in the higher grades which are predominately of a management or supervisory nature would not appear to be compatible with part-time employment.

It is the Department's experience that at the present time there is adequate flexibility in the Federal personnel management system to hire part-time employees. Thus, the bill is not necessary to promote the desired end of increasing part-time employment.

In the circumstances, the Department is opposed to the bill.

The Office of Management and Budget has advised that there is no objection from the standpoint of the Administration's program to the submission of this report to your Committee.

Sincerely yours,



Acting General Counsel

GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE

WASHINGTON, D. C. 20301

June 2, 1977

Honorable Robert N.C. Nix
Chairman, Committee on Post Office
and Civil Service
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

This is in response to your request for the views of the Department of Defense on H.R. 1627, 95th Congress, a bill "To provide increased employment opportunity by executive agencies of the United States Government for persons unable to work standard working hours, and for other purposes."

The basic objective of H.R. 1627 is to enlarge part-time employment opportunities within the Federal government. The manner in which the bill seeks to achieve this objective is through imposition of an arbitrary and impractical requirement that a fixed percentage of positions at all levels under the General Schedule, except levels 16, 17, and 18, be set aside for part-time work. Under this bill, two percent of the jobs at each level would have to be converted to part-time employment each year until the required 10% quota is met.

This inflexible requirement does not recognize the wide variations which exist in the nature of the work to be done in government and the work cycles that are necessary to best accomplish this work. Neither does it recognize the fact that large blocks of positions within the government do not lend themselves to part-time employment. For example, consider the disruption and inefficiency that would be caused by the requirement for restructuring many supervisory and management positions to part-time. The same considerations would apply to positions requiring continuity of operation, those requiring frequent or extensive travel, and those involving investigative functions.

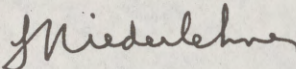
If enacted, H.R. 1627 would not only severely reduce a manager's flexibility to determine the best employee mix to meet his organization's objectives, but it would also generate an excessive amount of non-productive administration and paper work to document compliance and to justify exceptions.

The Department of Defense supports the concept of providing employment opportunities for persons unable to work standard working hours. The average monthly part-time and intermittent employment in the Department during calendar year 1976 was nearly 15,000 employees.

The Department of Defense considers the proposed legislation as a very serious threat to the efficiency of its operations. For the reasons given above, we view this legislation as both undesirable and unnecessary, and we recommend against its enactment.

The Office of Management and Budget advises that, from the standpoint of the Administration's program, there is no objection to the presentation of this report for the consideration of the Committee.

Sincerely,


for Deanne C. Siemer

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

JUN 14 1977

Honorable Robert N. C. Nix
Chairman, Committee on Post Office
and Civil Service
House of Representatives
Suite 309 Cannon House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

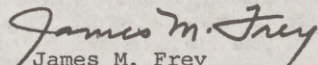
This is in reply to the Committee's requests for the views of this Office on H.R. 2732 and H.R. 2930, bills to authorize Federal agencies to experiment with flexible and compressed work schedules.

Both of these bills would authorize a three-year experimental program with flexible and compressed work schedules in Federal agencies. H.R. 2732 would make such experiments mandatory in all agencies, and would provide only a limited role for the Civil Service Commission. Under H.R. 2930, the program would be based on voluntary participation by a limited number of agencies, selected by the Commission, aimed at providing a representative sample of agencies varying in size, mission, workforce, location and other relevant factors; there would be a carefully structured basic plan designed by the Commission to provide appropriate data which will permit evaluation of altered work schedules in terms of Government efficiency, service to the public, and their impact on energy consumption and conservation.

The Administration supports legislation to permit Government agencies to test significant innovations in workday scheduling. In reports and testimony, the Civil Service Commission stated a number of reasons for supporting a carefully-controlled program of experimentation by Government agencies.

For the reasons stated by the Commission, we support the approach proposed in H.R. 2930. Enactment of H.R. 2930 would be consistent with the Administration's objectives.

Sincerely,


James M. Frey
Assistant Director for
Legislative Reference

UNITED STATES COMMISSION ON CIVIL RIGHTS

WASHINGTON, D. C. 20425

Honorable Robert N.C. Nix
Chairman
House Committee on Post Office and
Civil Service
309 Cannon House Office Bldg.
Washington, D.C. 20515

Dear Mr. Chairman:

The U.S. Commission on Civil Rights fully endorses the "Part-Time Career Opportunity Act." We feel that such a bill requiring all government agencies over a 5-year period to make available 10 percent of all sub-GS-16 career positions on a part-time basis represents a much needed step towards ending the discrimination, particularly against women, inherent in our society's work patterns.

In addition to affording individuals with an opportunity to balance family responsibilities and educational activities with gainful and significant employment, the Part-Time Career program should be advantageous to Federal agencies. The program will not only facilitate the entry or re-entry of skilled individuals into the labor market, but will also serve to create a pool of workers who can readily meet the needs of numerous jobs which do not require full-time attention. Additionally, the program will permit many government employees to continue their education, and will, thereby, improve the overall calibre of the Federal service.

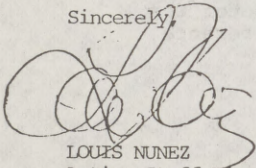
In addition to the limitations set out in proposed section 3205, the Commission favors inclusion of a clause which would ensure that certain groups of employees and applicants for Federal employment, especially women, are not channeled into part-time positions. Such channeling, of course, could obviate the Act's potential for expanding employment opportunities and reducing sex discrimination in the federal service.

In this regard, a clause similar to the one set out in the "Flexible Hours Employment Act" bill introduced by Senator Tunney in the 93rd Congress might be appropriate. Senator Tunney's bill provided:

"No person who is otherwise qualified for full-time Federal employment should be required to accept Flexible Hours Employment (defined in the bill as part-time employment) as a condition of new or continued employment."

In conclusion, the Commission believes that enactment of this bill and establishment of complimentary programs of child care for working parents would significantly improve the quality of both working and family life for many citizens. If you have any questions, please have a member of your staff contact Lucy Edwards or Jim Lyons at 254-6626.

Sincerely,



LOUIS NUNEZ
Acting Staff Director

UNITED STATES CIVIL SERVICE COMMISSION

WASHINGTON, D.C. 20415

• APR 21 1977

Honorable Patricia Schroeder
U.S. House of Representatives
Committee on Post Office and Civil Service
Subcommittee on Employee Ethics and Utilization
603 House Office Building Annex 1
Washington, D.C. 20515

Dear Ms. Schroeder:

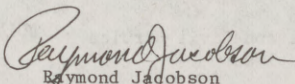
This responds to your letter of March 31, 1977, requesting statistical data to support your Subcommittee's planned hearings on bills to expand flexible work hours and part-time employment in Federal agencies.

We will be happy to provide the statistics you request. Some are currently available "on the shelf" and can be produced quickly, while others will require some extensive computer runs to produce. I am enclosing data indicating the total number of part-time workers (excluding the Postal Service) by sex within selected agencies. These data were extracted from the Central Personnel Data File (CPDF) as of April 30, 1976. As of that date there were 22,828 non-postal permanent part-time workers in the government. This figure represents 1.1 percent of the total non-postal workforce included in the file. Of the total, 16,766 (73.4 percent) were women and 6,062 (26.6 percent) were men. Of these employees 3,803 work in the Washington, D.C., Metropolitan area, 18,774 work in the United States (outside D.C.); and 251 work in areas outside the United States.

The remaining data that you require on the number of employees holding permanent part-time appointments by grade level, hires by agency, the elderly, handicapped occupations, and minorities can also be extracted from the CPDF. This will require rather extensive special programming and computer runs. In order that we can be totally responsive to your needs, I suggest that one of your staff assistants contact Mr. Phil Etzel in our Bureau of Manpower Information Systems (254-5899) so that all details of your requirements (e.g., what time periods should be covered for the hiring data and what summary data you need) can be finalized and a production schedule agreed upon. Unfortunately, employees who are hired on a part-time "job sharing" basis cannot be identified in the CPDF.

If I can be of any assistance, please do not hesitate to let me know.

Sincerely yours,


Raymond Jacobson
Executive Director

UNITED STATES CIVIL SERVICE COMMISSION
BUREAU OF MANPOWER INFORMATION SYSTEMS

Honorable Patricia Schroeder JULY 21, 1977
U.S. House of Representatives
Committee on Post Office and Civil Service
Subcommittee on Employee Ethics and Utilization
603 House Office Building Annex 1
Washington, D. C. 20515

Dear Ms. Schroeder:

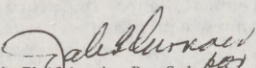
On May 23, 1977, members of your staff were provided with reports showing the distribution of permanent part-time employment by occupational series, sex, pay plan, grades, minority status, age grouping and handicapped status as of April 30, 1974 through April 30, 1976. These reports partially satisfied your requirements to get a focus on the part-time employment sector of the Federal workforce.

In our letter of May 23, 1977 we indicated that any remaining data to satisfy your request would be forwarded upon completion. Subsequent to your original specifications, one additional output was requested -- part-time permanent employment by selected agency, sex, and General Schedule and equivalent grades.

We are forwarding to you the remaining reports on part-time permanent employment which will complete this project. Specifically, the following reports are enclosed: Table B (Part-time Permanent Employment of the Handicapped, Minorities, Youth, and by Age Group as of April 30, 1973), Table C-4 (Appointments of Part-time Permanent Employees by Grade/Salary during Calendar Year 1973), and Table D (Part-time Permanent Employment by Selected Agencies by GS and Equivalent Grade as of April 30, 1976). As requested, 3 copies of each report are attached.

We were happy to be able to meet your needs for statistical data and if we can serve you in the future, don't hesitate to let me know.

Sincerely,


(Dr.) Philip A. D. Schneider
Associate Director for Workforce Information

UNITED STATES CIVIL SERVICE COMMISSION
BUREAU OF POLICIES AND STANDARDS

Honorable Patricia Schroeder
Chairwoman, Subcommittee on Employee
Ethics and Utilization
Committee on Post Office and Civil Service
U.S. House of Representatives
Washington, D.C. 20515

JULY 29, 1977

Dear Mrs. Schroeder:

This is in reply to your letter of June 1, 1977, requesting certain information on issues relating to part-time employee work schedules to be made part of the record of the hearings conducted by your subcommittee on bills pending in Congress involving this subject. We have answered the questions in the order in which your letter presented them.

1. You asked that we provide our proposals to accomplish the goal of H.R. 1627, i.e., to increase part-time employment opportunities in Federal agencies.

After reviewing the proposed approaches in the House and Senate bills and experiences of the several States which have statutorily-mandated part-time employment programs, we are convinced that legislation is not the answer to this problem.

I wish to emphasize that we favor the expansion of part-time opportunities in the Federal service. This purpose can, and we hope, will be achieved administratively. We are currently exploring several possibilities in this area, including ceiling modifications and methods for stimulating part-time employment interest among Federal managers. We will keep you advised on our progress.

2. We are enclosing a sample of an output done for a previous study which shows separation rates for full-time permanent employment by General Schedule and similar grade levels. This output covers the time period April 1975 to March 1976. Similar outputs for part-time employment could be run. (Based on previous outputs of this type, considerable processing of transaction files is required, with associated costs of \$5,000 to \$20,000.) Before preparing such outputs, we would, therefore, like to resolve such questions as population coverage (i.e., total or permanent only, pay systems, period covered, etc.).

3. Outputs of persons hired as part-time workers covering calendar years 1974, 1975, and 1976 were previously furnished (May 23, 1977). It may be possible through the use of transaction history files to produce some data on full-time workers who converted to part-time status. Here again, we would need to address with your staff specific coverage and time period (i.e., 6 months, 1 year, etc.) requirements before beginning extensive computer runs.

To further define and obtain statistics discussed in answers 2 and 3, your staff should contact Mr. Ronnie H. Byers, Chief, Workforce Surveys and Information Section at 254-6546.

Since question 4 which requested information on various aspects of retirement counseling was broken down into four parts, we have provided answers to each part in the sequence in which they were asked.

- a) Who Does Counseling ... Individual counseling is most often performed by a professional member of the personnel office, although clerical and technical support staff may develop the annuity estimate and supply forms for completion and/or signature.

In addition, many agencies supplement this effort with other information and counseling. Pre-retirement seminars may use technical experts from the Social Security Administration, local banks, and hospitals or clinics. Other speakers may include retired employees and members of retiree organizations. A few agencies use commercially prepared booklets which are mailed to the residences of employees nearing retirement eligibility.

These booklets cover a wide variety of general subjects, such as handling your taxes, and are prepared by topical experts. The Civil Service Commission also produces a large number of informational materials covering retirement and other benefits.

b) When Is Counseling Initiated ... Individual counseling is available to each employee at any time during his or her career. In fact, when a new employee is first hired, a Certificate of Membership in the Civil Service Retirement System is provided to that employee. It contains much of the basic information about the retirement system -- eligibility requirements, creditable service, annuity computation formula, and more.

Formal retirement counseling seminars are usually aimed at employees who are within 5 years of eligibility, i.e., generally age 50 and up. However, as space is available, classes are often open to any interested employee.

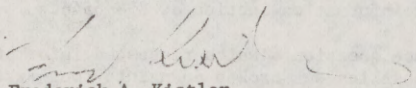
c) Counseling Content ... Chapter Supplements 831-1, 870-1, and 890-1 of the Federal Personnel Manual require that counseling must be available to employees about benefits to which they are entitled by right of their employment. Thus, at their request, employees must be provided information on retirement, health benefits, and life insurance programs and the employees' rights and obligations. If pre-retirement courses are conducted, general information about civil service benefits is provided, with specific individualized counseling available from the personnel office.

Beyond these required topics, agencies are permitted to exercise considerable discretion in deciding on the scope and content of the programs. Many agencies do include information on such topics as social security benefits, Medicare, financial planning, psychological and physiological aspects of aging, or leisure and volunteer activities.

d) Inclusion of Spouse ... Although participation is generally low, many agencies do invite the spouses of employees attending pre-retirement counseling courses. In instances when the employee dies while still employed, agency personnel offices offer to assist the survivor in making application for death benefits.

I hope this information is useful to you as you continue your deliberations on the flexitime and part-time employment bills pending in Congress.

Sincerely yours,


Frederick A. Kistler
Director

UNITED STATES CIVIL SERVICE COMMISSION

WASHINGTON, D.C. 20415

MAY 23 1977

Honorable Patricia Schroeder
U.S. House of Representatives
Committee on Post Office and Civil Service
Subcommittee on Employee Ethics and Utilization
603 House Office Building Annex 1
Washington, D. C. 20515

Dear Ms. Schroeder:

In response to your letter of March 31, 1977, we provided some preliminary "on the shelf" data on part-time permanent employment in our letter of April 21, 1977. On May 20, 1977, an amended table containing part-time permanent employment data was supplied to Ms. Linda Ittner of your staff. Please note, permanent employment refers to employees with permanent appointments as opposed to those in permanent positions.

Through further telephone conversations with members of your staff, we determined that additional data from the Central Personnel Data File (CPDF) on part-time permanent employment would be required. These data are contained in the attached Tables A, B, and C. As requested, 3 copies of each report are being forwarded for your use.

Table A-1 shows part-time permanent employment by occupational series code for each of the following pay plan groupings: General Schedule (GS) and equivalent pay plans, Postal pay plans, and other pay plans. The pay plans that are defined "equivalent" to the GS include: pay plans similar to the GS, the GS for the Canal Zone Government, Stay-in-School employment paid at rates similar to GS, pay plans for Foreign Service Officers, Foreign Service Reserves, Foreign Service Information Officers, Foreign Service Staff, and medical-dental and nursing pay plans of the Veterans Administration. "Other" pay plans include any remaining white-collar pay plans such as Executive levels and those administratively determined and all blue-collar pay plans. Corresponding titles for each occupational series code are given in attachment 1.

Table A-2 distributes part-time permanent employment in each occupational series by sex by GS and equivalent grades. Both Tables A-1 and A-2 reflect data as of April 30, 1976.

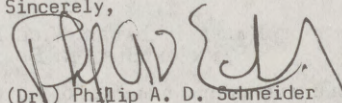
Table B distributes part-time permanent employment by agency for various special interest categories. The 2-digit agency codes (at the left of the table) are defined in attachment 2. The data for Table B is as of April 30, 1976.

Tables C-1, C-2, and C-3 show the number of part-time permanent appointments by grade or salary levels during Calendar Years 1976, 1975, and 1974, respectively.

Table B will be run as of April 30, 1975, 1974, and 1973. Table C will also be run for Calendar Year 1973. We will transmit these remaining outputs as they are completed.

If you have any questions about these data, please have your staff contact Mr. Phil Etzel (254-5899).

Sincerely,


(Dr.) Philip A. D. Schneider
Associate Director for Manpower
Information

SEPARATIONS BY GRADE—FULL-TIME PERMANENT GENERAL SCHEDULE AND SIMILAR, APRIL 1975-MARCH 1976

Grade—	Total separations	Rate	Average number of employees
1.....	427	33.0	1,295
2.....	6,648	33.7	19,718
3.....	19,849	22.4	88,662
4.....	25,059	15.2	164,442
5.....	19,355	10.9	177,823
6.....	7,873	9.3	84,841
7.....	10,359	8.2	126,829
8.....	1,924	7.1	27,240
9.....	9,072	6.7	135,720
10.....	1,384	6.3	21,869
11.....	9,210	5.7	144,268
12.....	6,946	5.0	137,658
13.....	5,373	5.0	107,048
14.....	2,742	5.5	49,874
15.....	1,752	6.9	25,223
16.....	305	8.6	3,560
17.....	121	11.2	1,078
18.....	68	17.7	384
Unspecified.....	3	14.3	21
Total.....	127,470	19.8	1,298,523

¹ Adjusted to exclude FBI, which is not in total separations column.

PART-TIME PERMANENT EMPLOYMENT BY SEX FOR SELECTED AGENCIES, APR. 30, 1976 (AMENDED)

Agency	Total employment	Part-time permanent employment	Percent of total	Men	Women
Total, all agencies ¹	2,071,349	39,260	1.9	18,229	20,896
State.....	17,214	227	1.3	32	195
Treasury.....	132,737	3,107	2.3	699	2,362
Defense, total.....	(969,845)	(2,463)	(.3)	(919)	(1,544)
Army.....	353,817	867	.2	280	587
Navy.....	301,331	1,328	.4	541	787
Air Force.....	243,613	198	.1	80	118
Other Defense activities.....	71,084	70	.1	18	52
Justice.....	53,163	260	.5	84	176
Interior.....	84,768	2,733	3.2	1,082	1,596
Agriculture.....	123,355	3,576	2.9	989	2,586
Commerce.....	37,558	866	2.3	217	644
Labor.....	16,023	112	.7	13	97
Health, Education, and Welfare.....	148,344	3,954	2.7	813	3,141
Housing and Urban Development.....	17,263	112	.6	12	100
Transportation.....	74,000	172	.2	70	102
Civil Service Commission.....	9,170	322	3.5	55	266
General Services Administration.....	38,801	220	.6	56	160
National Aeronautics and Space Administration.....	25,643	10	(²)	3	7
Veterans' Administration.....	225,162	20,247	9.0	12,953	7,285
All other agencies.....	98,303	879	.9	232	635

¹ Excludes the U.S. Postal Service, Tennessee Valley Authority, Library of Congress, White House Office, Architect of the Capitol, Botanic Garden, Postal Rate Commission, Central Intelligence Agency, and the National Security Agency.

² Less than 0.05 percent.

STATEMENT OF RALPH P. FADER, VICE PRESIDENT, FIRST NATIONAL BANK OF BOSTON, BOSTON, MASS.

Madame Chairwoman and members of the Subcommittee, my name is Ralph P. Fader. I am vice president in the Personnel Division of the First National Bank of Boston. Our bank, the largest in New England, was one of the early users of flexible working hours in the banking industry.

Flexible working hours, or flextime, as it is known at our bank, is a program whereby staff members have the opportunity to arrange their hours of work in a week to suit their own conveniences as long as their work, in essence the bank's work, is done and the basic coverage of jobs is provided for.

To the best of my knowledge, The First National Bank of Boston was among the first in our part of the country to try this alternative to the fixed work week and to continue and expand the program. I believe that our observations are valid judgments about our experience, and I suspect that the work situations in which we are using flexible working hours are likely to be similar to many situations that will be encountered by federal agencies that take part in the 3-year test program authorized by the bills pending before this committee.

We feel that an account of our experience with flexible working hours may be useful to the committee in its consideration. I would therefore like to summarize and update information that I presented to the National Personnel Conference of the American Bankers Association in San Francisco about a year ago. Looking at developments in our organization since then, I am more than ever convinced of the validity of these observations taken from actual working experience in implementing a flexible working hours system.

The key element in success or failure, in my opinion, is very closely related to careful and thorough implementation that is given much more than lip-service from the top executive level. We introduced our version of flexitime to our staff in November, 1973, on a fairly small experimental scale. Since then we have increased the number of employees on it, so that we now have about 1,000 on the program. This represents 30 percent of the eligible staff in our Boston operation. We are continually reviewing the work schedules of employees in departments which aren't on the program to determine the feasibility of including them. We look upon flexitime as an ongoing time system for us, and we are very satisfied with the results.

Implementing flexitime programs

The concept of permitting employees the privilege of selecting their hours of work recognizes that there must be a mature, trusting, responsible relationship between employer and employee, between employees and their working associates, and further that the employee assumes a significant degree of responsibility for his own job as well as the role he plays in his departmental assignment. We feel it worthwhile to actively and enthusiastically promote these basic considerations among our staff in introducing the program in each area of our bank. Our experience shows that the employees are reacting favorably in these respects.

When introducing the program to departments of the Bank, it has been our practice to select one or two departments at a time and present the program first to the department heads and exempt supervisors. After they understand the program and agree to it for their areas, we then present the program to their staffs at group meetings.

In our presentation to the staff we describe the flexitime system as an opportunity for them to arrange their hours of work in a week to suit their own convenience, as long as their work—the Bank's work—is done and coverage of jobs is provided. We then mention some specifics of the program and refer to two words which are peculiar to the system and which first have to be defined. The first is "bandwidth", which is the period of time within which employees may select their hours of work each day. For example, our former workday, prior to flexitime, was 8:45-5:00 or 7¼ hours of work time plus an hour for lunch. This provided a total of 36¼ hours in a five day week. Under flexitime the workday period of bandwidth time is typically 7:30 AM-6:00 PM. Within that span of time in each day, each employee may individually choose to work a selected number of hours, with the provision that he must work some hours each day, and must work a total of 36¼ hours in the week—standard workweek—and obviously must complete the duties of the job assignment.

The second word to be defined is "core time". This is the period of time each day when all staff members in a work unit must be present at the work location. For instance, core time may be from 9:30 to 11:00 or 10:00 to 11:00 or 11:00 to 12:00 or some other variation. Core time provides supervisors with an opportunity to conduct meetings, communicate instructions or policies while the entire staff is present.

Prior to the staff meetings describing flexitime, the department manager and supervisors determine bandwidth, core time and the minimum staffing requirements for job coverage in their department. Then at the staff meeting this information is presented to the group. This permits the staff to consider coverage arrangements and agree to a schedule among the members of the unit. After the staff has agreed to try flexitime, we state that the program will be conducted on a trial basis

for a few weeks, after which a questionnaire will be sent to each employee and a vote will be taken to determine the continuance or discontinuance of flexitime in particular departments. This staff participation in the fate of flexitime permits each employee a voice in a decision-making process which affects him. After these meetings, the department head, supervisors and staff know the ground rules for flexitime and for the effective operation of the work flow in the department, and flexitime can begin.

Recording of time worked

As part of our flexitime system, we use time recording equipment, referred to as time accumulators or consoles, which we have purchased from Hecon Corporation of New Jersey, Flexitime Division. This equipment is significantly more sophisticated in function and appearance than old style time clocks. Each employee receives a plastic activator key which is individually coded for his own use. This key is inserted into his designated slot in the console; a monitor light goes on; and the time record begins accumulating. It is a visible record showing full hours and minutes expressed in decimals. The time accumulator is similar to your car's odometer for recording miles traveled. When the employee removes the key for lunch or while on personal business or at the end of the day, his clock stops; the light goes out, and time only starts again when the key is inserted for additional accumulation. At the end of the week the total number of hours worked by each employee shows in each slot area of the time bank and can be posted on an attendance sheet for permanent record purposes. The supervisor then resets the time console for the following week's activity.

We feel that overtime is better controlled under flexitime since each employee is required to alert his supervisor whenever the total time is approaching the standard weekly hours and additional work must be completed within the week. This permits a rearrangement of the work load or at least authorization of overtime. This is one of the most important efficiencies of flexitime. Use of the time can be oriented to the work load and the flow of the work rather than letting this management function be handled in a haphazard fashion.

The equipment cost averages about \$50 per employee. Although similar accumulated time records could be maintained on a manual system, we felt it would be more efficient, less time-consuming and less subject to error for us to "go" with the equipment. In addition to these reasons, the employees like it better than a manual system. We tried both methods in our Personnel Department. Prior to flexitime, each employee entered his "in and out" times on an attendance sheet, and we recognized that an "erosion" of time existed under this system. By "erosion" of time, I mean that an employee was supposed to be at work at 8:45 and actually may have arrived at 8:50 or later, but he entered 8:45 on the time sheet to avoid being recorded as tardy. Therefore, an erosion of 5 minutes was created—if we multiply this 5 minute erosion by X number of employees by X number of incorrect arrivals or departures or nonposted long lunch hours, I imagine the total hours could be significant. Also, the highly responsible supervisor or his designee who was trying to have his staff maintain accurate entries on the sheets was having a constant hassle of "policing" and thereby using his valuable time inappropriately. We acknowledge that some employees may try to beat the Flexitime system in various ways, possibly by leaving the key activator in the time bank while out to lunch. Therefore, supervision is still required; but because there is widespread staff satisfaction with flexitime, employees want to remain on it. They realize that if they don't abide by the rules, their manager or supervisor can discontinue the system for the section or for an individual. There is also peer pressure to "play the game" and stick with the rules.

Advantages of flexitime

The following are some of the advantages of flexitime as we have analyzed the answers to questionnaires to both managers and staff.

1. There is definite improvement in staff morale, cooperation and teamwork. Although these factors may be difficult to prove statistically, the responses to the questionnaires to the staff after they've been on flexitime strongly indicate an improvement in these important areas. Department managers also report the same reaction as they observe these factors among their staff. Also, on average, over 90 percent of the staff on the program vote to continue it.

2. A significant advantage is that the system promotes cross-training by the employees themselves. In some cases supervisors are forced to implement, and staff are required to learn, other jobs in their work units in order to maintain a minimum staff for daily coverage. At this same time supervisors are obligated to take a hard look at their operation and spruce it up.

3. A third advantage is that the program practically eliminates tardiness. An employee can only be tardy if not present during the start of core time.

4. A fourth advantage, as I previously mentioned, is that there is no erosion of the workday—such as the five and ten minute daily losses we experienced with some employees on the former attendance sheets. Also, the use of the time accumulator has eliminated the practice of making daily time entries on hand posted attendance sheets and of manually totaling these entries at the end of each week. The discontinuance of this manual operation represents approximately \$10,000 annually in work effort.

5. Another advantage is that the employee can adjust his time to blend better with his commuting schedule and “rush hour” traffic, family needs or personal business. This tie selection may be quite significant for some mothers with young school children. Also, some employees may be “geared up” to start working early and thereby leave early, while others may operate on a different time wave length whereby they work best when arriving late and leaving later. Our experience shows that about 75% of the staff prefer arriving on an early schedule over the long term.

6. In terms of productivity, performance, turnover and absenteeism, some of our studies in some departments showed that within each of these factors there was improvement in varying degrees. In other departments, improvements were negligible. But the “purist”—the scientific analyst—after looking at our data, may suggest that other factors in existence at the same time as the implementation of flexitime may have been the overriding influence. For instance, the analyst may say that skills improved, or economic conditions such as unemployment in the community, were prevalent, or increased management emphasis may have had more effect than flexitime on productivity or turnover or absenteeism.

However, one time standard study in our Secretarial Services Department showed:

	Percent
Average monthly volume.....	Increased by 10.9
Average productivity by employee.....	Increased by 5.7
Cost per item.....	Decreased by 11.0
Average weekly overtime hours worked.....	Decreased by 29.4
Absenteeism.....	Decreased by 8.6
Termination rate.....	Decreased by 11.0

We now have had flexitime for almost four years at our Bank, and our management and staff are both very pleased with the significant role it has played in the daily and weekly time features of the employees' work habits and work efforts. We believe that in certain departments where productivity can be measured, we have reached a higher plateau of production and that it has been maintained. We also know that morale within flexitime departments is markedly better—both management and staff agree on that.

Flexitime has given our staff an opportunity to participate in the decision-making process of determining hours of work and they have made and abided by their decisions. These decisions have in turn enabled managers and supervisors to more effectively fulfill their managerial roles. Flexitime at the First has worked first-rate, and we would recommend it for any work situation that is similar to our own. I hope this description of our experience will be helpful to you, and we would be pleased to supply any additional information you may wish to have.

STATEMENT OF J. PETER ROSS, PRESIDENT, VARITIME SYSTEMS
CORPORATION CORTE MADERA, CALIF.

Madame Chairwoman and Members of the Subcommittee, my name is J. Peter Ross. I am President of Varitime Systems Corporation. My company, founded in 1973, specializes in the implementation of flexible work hours programs. We have created programs for 75 organizations involving more than 100,000 employees.

Our experience includes most types of white collar jobs in the public and private sectors of the economy. Our Federal Government programs include the U.S. Army Corps of Engineers in San Francisco, U.S. Naval Finance Center in Long Beach, Social Security Administration Region Nine and perhaps most important, the Disability Evaluation Branch of the State of California funded by the Social Security Administration.

I support the objectives of H.R. 2930 and 2732 and the testimony that has been given outlining the benefits to be gained through implementation of a

properly designed Flextime program. We have, as part of our services, analyzed results in numerous programs, and have in fact documented significant benefits to employers as well as employees in the areas outlined in previous testimony, such as:

EMPLOYEE BENEFITS

Reduced commute time, hassle and expense.
More time for family and personal responsibilities.
Greater involvement in decision making.

EMPLOYER BENEFITS

Reduced work day erosion.
Increased quality and quantity of work.
Greater cross training and joint responsibility.
Reduced overtime.
Improved management techniques.

We have also experienced a great variation in the degree of benefit achieved through the implementation of Flextime programs. These variations were due to: (1) the amount of flexibility designed into the program; (2) the methods and processes used for implementation; and (3) the management systems used for job and time accountability.

The degree of variation was so great that some programs failed (in spite of the prevalent rumor that no Flextime program has ever failed) while others succeeded beyond the fondest wishes of their proponents.

The variations in program success are important to this Committee's discussions for the entire intent of the legislation is to provide for an environment in which the effect of flexible work hours can be analyzed without some of the existing constraints on work hours.

The amount of flexibility designed into a program has major effects on all participants. It determines amount of variation the individual may choose to build into the duration as well as the schedule of each work day and work week.

This in turn determines the effectiveness with which the individual can cope with conflicting demands for time, the feeling of personal control, and consequently the perceived personal benefits.

The greater the personal benefit to the individual participant, the harder he will work to maintain these benefits and thus the more benefit the employer will realize.

The amount of flexibility which can be built into a program is constrained by three major factors:

1. Overtime and shift differential restrictions due to legal and contractual requirements for premium pay for non-standard hours.
2. Supervisory and management concerns about loss of operating efficiency due to lessened control over work schedules.
3. Management's concern over loss of administrative control over work hours.

The proposed legislation deals with the first point specifically, the second point indirectly and the third point not at all.

I support the need to recognize the difference between extra time where it is the employee's choice to deviate from the standard hours and overtime where it is the employer's requirements that such a deviation be made.

In addition, I feel far greater emphasis must be placed on the management systems used for job and time accountability and the methods and processes used for program implementation. It is only through adequate investment in these areas that the true potential of Flextime can be achieved.

Flextime can and should be a balanced program where the individual has greater personal control over time in return for greater responsibility for time planning, time management and time accountability.

Our experience in the private as well as public sector shows that employees welcome the opportunity to assume this greater responsibility given sufficient training, information with which to work, and the incentive of greater personal control over time.

The most effective management systems for job and time accountability involve a combination of procedures and equipment to keep participants informed of job requirements and the time that has been worked. This information is used by employees and supervisors to plan time use to meet job requirements and to account for work hours.

The most effective implementation process progressively involves all levels of the participating organization in the design of the program and in a commitment to make it work.

By this technique participants are made aware of their responsibilities for job planning, time accountability and interaction with other participants as well as their privilege of greater personal control of work hours.

Flexitime presents a unique opportunity to improve the quality of work life for Federal employees and at the same time increase productivity by reducing work day erosion factors and increasing work effectiveness for those hours spent on the job. These results do not come automatically, however, or without cost. Flexitime requires an investment of management, supervisor and employee time to properly implement and a capital investment in time management and accountability systems to properly operate.

Without this investment Flexitime loses its balance between privilege and responsibility, and the opportunity to increase time accountability and productivity while improving the quality of working life is lost.

I, therefore, recommend that the experimental period be oriented to determining the appropriate systems for Flexitime program implementation and management as well as effect on employees, and that the investment character of this program be recognized for what it is:

An investment in improved productivity and quality of work life.

STATEMENT OF WILLIAM R. CATER, NATIONAL PRESIDENT, NATIONAL ASSOCIATION OF SUPERVISORS, FEDERAL GOVERNMENT

Madam Chairman, as National President of the National Association of Supervisors, Federal Government, it is a privilege to present to you and your Subcommittee members the views of this management organization relative to the use of flexitime in personnel management in the Federal Government.

The National Association of Supervisors, Federal Government is a management organization of approximately 12,500 members—all management personnel—in 15 departments and agencies of the Federal Government. Our membership is about evenly divided between so-called blue collar and white collar managers. We have members who are managers in such diverse functional areas as—Civil Engineering, Overhaul and Repair of Hardware, Finance and Accounting and Research and Development.

In National Convention, February 1977, the delegates by unanimous vote adopted the following resolution:

“Be it resolved that the NAS, FG disapprove the adoption of flexitime in production shops and departments directly supporting the production shops—This does not preclude our supporting flexitime on a trial basis in administrative areas if management determines it to be feasible.

Madam Chairman, you can see from the above resolution that our members adopt the concept of flexitime where it is feasible and oppose it where the Government would not profit.

With little imagination you can recognize the impracticability of flexitime in a shop overhauling jet engines.

Likewise, as managers we see the use of flexitime in hundreds of functions as an employee morale builder, as a means of increasing productivity and of decreasing sick leave—We have in mind such functional areas as: budget work, development of public relations material, procurement, financial management and personnel.

We feel, Madam Chairman, that top management should bring the first-level supervisors into all plans for instituting flexitime. After all it is his or her responsibility to see that the employees do perform their assigned tasks, whether at 6 AM or 6 PM. To what degree is an activity head willing to allow employees to work with limited or no supervision?

Another important question, who is responsible for the acts of employees who have come to work hours before the normal working hours of the Supervisor?

We have seen elaborate flexitime programs arranged between the “Front Office” and Employee Union Leaders, but no communication with even the second-level supervisors much less the first-level.

The use of flexitime unquestionably places another burden on supervisors; but, we are willing to accept this additional responsibility provided Top Management is also willing and does recognize the fact.

Some personnel managers feel the flexitime concept may be just another way for the disinterested—marginal employees to avoid doing a day's work. And, that may be true. However, we do believe that first-level management should be able to determine if an employee is not suitable to be on flexitime—but must work during the regular hours of an immediate supervisor.

There is no doubt that there must be a series of hard-core hours when all employees are present.

There is also an excellent opportunity for flexitime to offer more services to the American taxpayers, for examples—public offices of Social Security or Internal Revenue. This may well be needed since the flexitime concept can also be another flaw in the eyes of critical taxpayers of Government personnel—now labeled as being paid too much for too little work.

In conclusion, Madam Chairman we are quite willing to see more flexitime used in the Federal Government where it is practical to do so and where it will, over the long haul, benefit the Government. Sound management of the technique will be necessary, otherwise we will find ourselves with another fringe benefit to our Federal employees—costing more than it is worth to the American public.

Sound management simply means the full recognition at all levels of the management hierarchy of the reasons, the mechanics, and the scope of the personnel innovation.

We certainly would not wish to see basic changes in daily work hours or weekly work hours without first testing fully the flexitime concept and then on a limited trial basis.

Thank you, Mrs. Schroeder for this opportunity to present our position on this key personnel management issue.

STATEMENT OF DR. JOHN HALDI, PRESIDENT, HALDI ASSOCIATES, INC.

I would like to direct my first remarks to H.R. 2732 and H.R. 2930. These two bills, which are somewhat similar, are concerned with flexible and compressed work schedules for federal employees. They are both limited to rearranging the weekly hours of work, and their effect is quite different from H.R. 1627, which focuses on part-time career opportunities within the federal civil service.

The provisions for schedules that offer more flexibility and individual choice for employees have been discussed extensively by others who have testified before this committee. I will therefore limit my comments on flexible schedules to the statement that I strongly favor the proposed experimentation contained in H.R. 2732 and 2930. Such experimentation is in the interest of the employees themselves, the government's interest as employer, and it is also in the public interest as a model for the private sector to study and to possibly emulate.

Turning to compressed four-day workweeks, the firm which I represent has, as part of a larger study of alternative work schedules, undertaken a survey of firms reported to be using four-day weeks. Major findings of this survey should be of interest to this committee. They are:

Women with children at home typically do not prefer 10-hour working days, no matter that they are fewer in number. The higher the proportion of such women in a firm's labor force, the less likely the success of a four-day experiment.

When work is fatiguing the four-day week is less attractive. Longer hours at physically demanding jobs are particularly hard on women. As regards boredom, when white collar workers could barely stand an 8-hour shift, a longer shift made the job intolerable for some workers, despite the extra day off.

Continued employee acceptance of a four-day 40-hour week appears to be strongly influenced by a mild climate and the ability to engage in outdoor activities. Thus the four-day 40-hour week was far more popular in the "sun-belt states" than in the northern tier of the country. Some firms in the Northeast and Midwest have developed a seasonal compromise; they adopt a four-day 40-hour week between Memorial Day and Labor Day and then revert to a standard five-day week throughout the remaining months of the year.

The compressed work week was likely to be more successful in firms with high start-up and shut-down costs.

In approximately half the firms surveyed the four-day week appeared to have withstood the test of time, but it had been abandoned in the other half of the cases. Compressed weeks are clearly not for everyone.

A major problem with compressed four-day weeks is that, while some people prefer them, others may for good personal reasons be strongly opposed. This

problem is fundamental to any rigid work schedule. When rearranging the hours of work, an important question that ought to be considered is: How can more individual preferences be satisfied without doing injustice to others?

I suggest that a good solution to this problem is contained in Title I of these two bills, which deals with "Flexible Scheduling of Work Hours."

What needs to be recognized more widely is that flexitime schedules are fully compatible with compressed workweeks. Moreover, a creative flexitime plan can permit optional 4-day weeks without mandating them for everyone by (1) allowing people to work extra "credit" hours on some days, and (2) having no required core hours on one day of the week such as Friday or (Monday).

Under the work rules just given, those employees who prefer to work longer days in return for an extra day off can opt for a four-day week, while the remainder of the work force continues on a five-day schedule. This enables both sides—those favoring and those opposed to four-day weeks—to each have their own way. A plan embodying this much flexibility may not be applicable or feasible for all facilities and installations of the federal government, but mandating four-day weeks for everyone employed at a facility may not be especially applicable either.

The spirit of the legislation contained in bills H.R. 2732 and 2930 is chiefly permissive, and is not mandatory to any particular facility. I therefore recommend that in the final version you incorporate four-day weeks on an optional basis within the flexible hours provision of Title I. This will enable the government to obtain widespread and sufficient experience on an experimental basis without forcing people to adopt schedules which may result in considerable personal inconvenience and hardship.

* * * * *

Let us now focus attention on H.R. 1627, the Part-time Career Opportunities Act.

This bill is an important piece of forward-looking legislation. It recognizes that there are gross imbalances (1) in the schedules offered to or demanded of people, and (2) in the way that work is now distributed, both over a person's lifetime, and between various members of society.

Under the provisions of this bill the federal government, through the civil service, would begin gradually to rectify a few of these imbalances and, by so doing, provide leadership for other sectors of our economy. I will attempt to cover briefly the more important reasons why this legislation deserves your favorable consideration.

First, this is perhaps the best way to create jobs with minimum inflationary impact. We have just experienced the worst recession since World War II, with the highest rate of unemployment since the 1930's. By the standards of the 1950's and 1960's, today's unemployment rate is still at a recession level. The country thus has an enormous need to create jobs:

For those currently unemployed.

For those not counted in the labor force, but who would like to work if jobs were available—the so-called hidden unemployed.

For those millions of young people who will be seeking their first job during the next few years.

Because of the "baby boom" during the 1950's, millions of additional people are now entering the labor force. At the same time, we also have a large army of subemployed and hidden unemployed. No one knows exactly how many new jobs would have to be created in order to achieve full employment over the next two to three years, but I have seen estimates ranging as high as 9 to 10 million jobs. Estimates such as these are another reflection of the serious imbalance in the way work is distributed in our economy.

Now we all recognize that the bill under discussion, H.R. 1627, is not a full-employment act, nor is it a public works program. But it is inescapable that we do need to create meaningful jobs for many people, and in the least inflationary way. This bill at least points the way in the right direction. It is thus consistent with—rather than counter to—national needs and policy.

A second major and immediate impact of this bill should receive explicit recognition. Namely, creating and offering part-time career opportunities will induce many people—especially housewives—to enter the labor force. The net result, in aggregate, will be more people looking for work, more people employed and more total work output. Some people still have myopic vision concerning jobs that require fewer hours. They think that this will automatically reduce total output of the economy. But that view is not necessarily correct. It overlooks the

fact that part-time employment enables literally millions of additional people to hold productive jobs and contribute to the economy. The influx of the additional millions—many of whom would not otherwise work—causes our gross national product to increase, not decrease.

Reasons for favoring this legislation rest on far more than the few jobs which it would create or the few additional people that might be induced into the labor force. This legislation is not just a Band-Aid for our short-term problems. More importantly, it points in the right direction of solving serious long-term problems now confronting society. To appreciate fully why this legislation is forward-looking, and why it should be enacted, one needs first to understand where long-term trends in the hours and distribution of work have brought us, and—equally important—where we need to go from here.

The steady decline in lifetime working hours

Succintly, men's lifetime hours of work have declined steadily in a trend which dates back at least to 1900, and extends right up to the present. For over 80 years our society has taken about 25 percent of all productivity gains in the form of reduced hours of work. The other 75 percent has been taken in the form of increased real income and consumption. This reduction in lifetime hours of work has occurred in three major overlapping phases.

The first phase lasted from 1900 to 1940. During this phase weekly hours of work were reduced from about 60 to 40 hours a week.

In the second phase, annual hours of work were reduced through the widespread adoption of paid holidays and paid vacations. The second phase started around 1935 and lasted until about 1950, by which time most workers were receiving 16 to 20 days of paid vacations and holidays each year. The number of days off has increased slightly since 1950, but the big breakthrough occurred between 1936 and 1950, when the principle of paid vacations first became accepted and then entrenched.

The third and most recent phase has seen lifetime hours of work reduced through (i) delayed labor force entry, and (ii) earlier retirement. This phase started around 1945, when Congress passed the GI Bill of rights (which enabled many returning veterans to go to college) and when improved Social Security benefits started encouraging more people to retire at age 65. This third phase clearly extended through 1976, but it appears that both components of this trend are now coming to a rather abrupt halt.

The number of young people going to college has actually declined slightly. In part this downturn is attributable to the 1974–75 recession, but of late there has been widespread speculation that many of those going to college should not be there. Tuitions at private schools are soaring, and state legislatures seem increasingly reluctant to give ever-increasing subsidies to higher education without, at the same time, increasing tuition. A change of attitude along these lines will mark the end of the trend to more and more higher education, regardless of the cost of providing that education. It would appear that higher education is no longer a growth industry.

At the same time, we have now reached the point where 75 percent of all men over sixty five are retired (up from 55 percent in 1950). Only ten percent of all women over sixty five are counted in the labor force. Experts on mental health of the aging feel that the trend toward full retirement has perhaps gone too far, and that for their own good, many older persons in good health should work part-time rather than go into full retirement.

The shortening workweek: Reality or illusion?

We should also be clear about what is happening to the length of the workweek. Newspapers and magazines from time to time carry short news items on this topic. Almost invariably, there articles indicate that the length of the average workweek is declining from one decade to the next. However, the vast majority of employed people hold full-time jobs, and each year their lifestyles seem to be more harried, and less leisured. With some justification, people who have held full-time jobs for 20 or 30 years may ask: "Whose workweek is getting shorter? Is it really happening or is it just an illusion?" The answer to these questions requires a short explanation of (1) how workweek statistics are calculated, and (2) which statistics the newspapers are talking about.

At regular intervals the U.S. Department of Labor collects and publishes data on the number of hours worked. These published data show, for instance, the length of the average workweek in major industrial sectors (manufacturing, retailing, services, etc.) and by type of worker (men, women, younger workers, etc.)

Of all the available statistics, the one most often quoted in daily newspapers or on television is the average length of the workweek for all workers: men and women, full-time and part-time workers, etc. This particular average reflects the total numbers of hours worked divided by the total number of people who worked those hours. It is this particular calculation which shows a steady decline in the average workweek, from just over 40 hours per week in 1947 to 36 hours in 1976 (see figure 1). This calculation of the average workweek is undoubtedly correct, but the inclusiveness of the calculation hides two important underlying trends:

The number of part-time workers (women, students and semi-retired workers) is an increasing percentage of the labor force (see figure 2).

The length of the workweek for men aged 25-55 has not declined since 1940 (see figure 3).

Between 1900 and 1940 the workweek was indeed reduced for most workers. Since 1940 though, the average full-time worker has seen virtually no reduction whatsoever in the weekly hours of work; the trend line for full-time workers has been absolutely flat.

The statistical average for all workers has continued to be pulled down by the increasing ranks of part-time workers (women, students, moonlighters, semi-retired workers). So, any full-time worker who reads about the shortening workweek and feels left out should not fret. For full-time workers, the shortening workweek has been a statistical illusion since 1940.

Thus, while the average work week is indeed shorter than it was in 1900, far more women are now working. As a result, the amount of time that husbands and wives have available for family chores and leisure activities is actually less than it was in 1940. In fact, in terms of time, the average family today is no better off than the average family in 1900.

Harried lifestyles: A driving force toward reduced working hours

As discussed previously, most reductions in work since 1970 have gone to (1) those older persons who retired, and (2) those younger people who stayed in college to pursue a higher education. The size of the labor force has nevertheless grown because more and more women between the ages of 20 and 55 are counted in the labor force, and the percentage of working women continues to edge up each year.

Figure 1

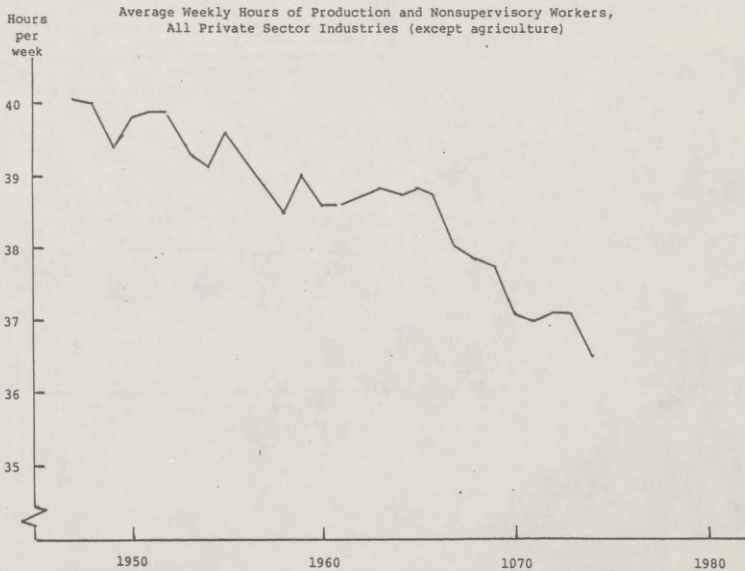


Figure 2

Part Time Workers as a Percent of the
Total Civilian Labor Force

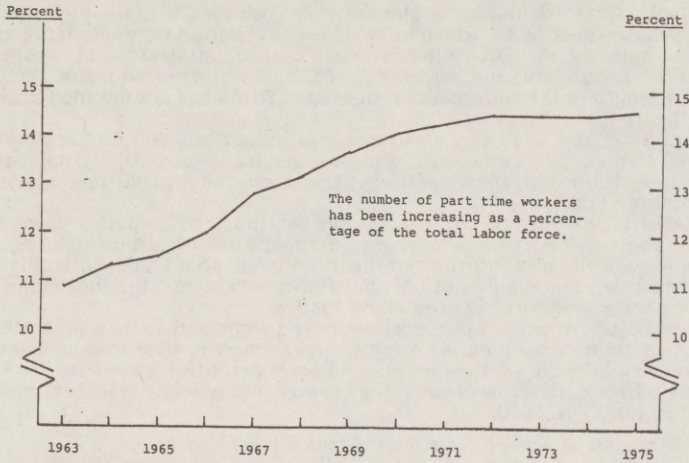
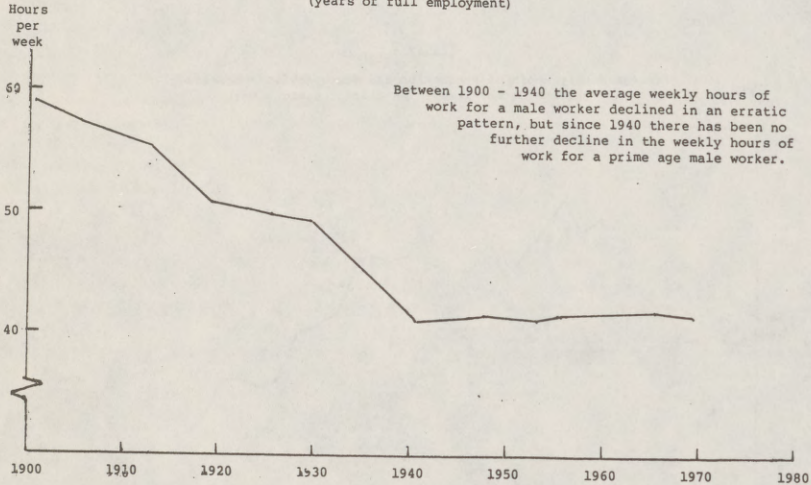


Figure 3

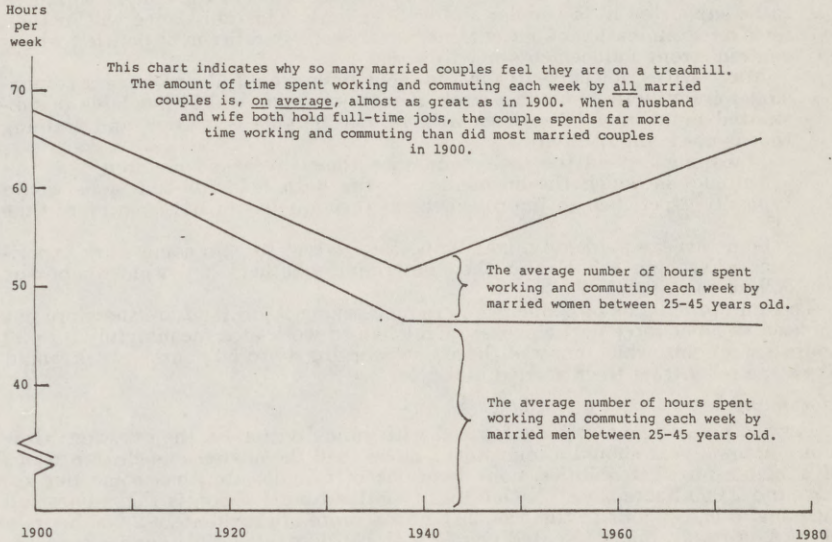
Average Weekly Hours of Work for Male Workers,
25-55 years old
(years of full employment)



These trends have brought about a gradual but dramatic change in lifestyles. As a group, older people now have considerably more leisure than ever before. But just the reverse is true for married couples between the ages of 25 and 55. This is shown in Figure 4.

Figure 4

Perspective on the Harried Life Styles of Modern Married Couples



In 1900, husbands and wives in this age group spent on average about 75 hours a week working and commuting (almost all of this time was contributed by husbands). By 1940 the average amount of time which married couple spent working and commuting had been reduced to 62 hours a week (most husbands spent between 45 to 50 hours working and commuting, but more wives were working). By 1975, however, the great increase in the number of working wives had caused the amount of time which married couple spent working and commuting to rise to an average of 73 hours.

Note that these statistics reflect the average number of hours for all women, regardless of the number who are counted in the labor force. For women, the statistical distribution is what we call "bimodal". In those families where the wife does not work, the hours worked is markedly less than average; but in those families where the wife does have a job, the family will work even more hours than the average reflected in Figure 4.

Thus, while the average workweek is indeed shorter than in 1900, far more women are now working. As a result, the amount of time that husbands and wives have available for family chores and leisure activities is actually less than it was in 1940. In fact, in terms of time, the average family today is no better off than the average family in 1900.

As a result, family scheduling problems have increased dramatically. Working couples with school-age children probably have far more schedule conflicts than did the average family in 1900. The fragile and harried lifestyles of families with two working parents is dramatically illustrated whenever there is an emergency closing of schools, as occurred in many communities during the energy shortage that arose during the cold wave of January 1977. Backup facilities for massive child care needs simply do not exist, which caused many family "crisis" and much absenteeism at work.

The increase in the number of families with two wage earners explains how the statistics that show a shortening of the workweek have been accompanied by an increasingly harried lifestyle for many families. The harried lifestyles of today

reflect the serious social imbalance in the distribution of work that I referred to previously. Specifically:

Many older people need to do some work during the week (to keep their minds occupied and alert; to earn some extra income and perhaps relieve elderly poverty; to feel a sense of belonging to some group and doing something useful, etc.)

For many years to come, persons over 65 years old are going to constitute an increasing percentage of the population, a trend that is sometimes referred to as the "graying of America". The increasing ranks of the elderly will have to be supported by a smaller and smaller base. This imbalance will in time force a reexamination of our current Social Security retirement policies, which contain strong inducements not to work.

Many wives not currently in the labor force would like to have a responsible job for 20 to 30 hours a week, if such jobs were widely available (a substantial number of these women have considerable education and training that is not being utilized).

Many men spend too little time with their wives and children.

Families in which the husband and wife both hold full-time jobs would typically experience an improvement in their quality of life from more time off.

Some college students might be better advised to gain some work experience after high school and then determine whether they want to pursue college educations.

To sum up, millions of people who are not seeking a job (and are therefore not counted as labor force participants) might like to work at a meaningful 20 to 30 hours a week job, while many of those now working 40 to 50 hours a week would like some relief from their harried life style.

How many hours should a family work?

For too many years we have focused with tunnel vision on the question: How many hours a year should a man work? Since 1940 the answer, couched in terms of a man's physical abilities, considerations of fatigue, etc., has come out to: "Around 2,000 hours a year." One result of this tunnel vision is that almost all meaningful career jobs in the economy now require approximately 2,000 hours a year. As a result, many talented people with considerable ability, and a large investment in formal education, but unable to work 2,000 hours a year, have been relegated to second class status in the labor market. Some have worked at available jobs, while others have elected not to work at all. The result has been a great waste of some of our most valuable resources. These individuals have lost income and an opportunity for a more interesting and challenging lifestyle, the business community has lost valuable work output, and society has also lost.

It is time to rephrase the question to: How many hours should a husband and wife contribute to the labor market? The answer to this question clearly depends on more considerations than merely the physical abilities of husband and wife to "endure" 4,000 hours of work without suffering from physical fatigue. It should be self-evident that a proper answer to this question must take account of family structure, or neglect of the family will most assuredly follow. To some degree this is exactly what has been happening throughout the 1950's and 1960's. In order to support more and more people in college and in retirement, many mothers have had to work and parents have been unable to give the younger generation as much time and attention as they deserved. Is it mere coincidence that hippies, flower children, turned-off youth, juvenile delinquency and drug abuse have risen so dramatically during this period of increasingly harried lifestyles for adults in the 25-55 age bracket?

Policy directions for the future

In an era of rampant consumerism and rediscovery of family values, it is striking how much the present structure of the labor market reflects the needs of employees rather than the needs of job holders, both as individuals and as family members. Over the past two generations, as living and working patterns of great masses of the population have changed dramatically, work schedules offered in the labor market have lagged far behind in adjusting to these changes.

The two-earner household has become far more common than before, but there has been no significant response by the labor market to the ever increasing scheduling difficulties of such households. People live longer than ever, but the labor market continues to put older people out to pasture, thereby pushing many of the aged into poverty, while putting the crushing burdens of their support on the

working population. Education has been prolonged well into many people's twenties and beyond, but the labor market has not opened up broad work-study tracks, thereby denying an education to many as well as burdening the working population with the support of hordes of school-bound adults.

The whole geographical structure of settlement has been shifting from the high-density urban cores of the typical nineteenth-century manufacturing cities, housing the masses of workers whose lives were centered on 60-hour workweeks and little else, to the suburbs and to the new cities of the Sunbelt, with their outdoor amenities and leisure-oriented life styles. This shift signals the increasing importance people have been able to attach to their nonworking lives, and compared to their jobs, in determining their life styles. Yet work schedules offered in the labor market continue to reflect in large part earlier rigid concepts of work and living.

Sound policy approaches to alternative work schedules must therefore be built around the purposeful restructuring of the labor market to take account of the individual and family needs of job holders, and to correct the prevailing imbalances between work and social support of the non-working population.

In order to correct this great imbalance in the distribution of work, many changes are necessary. To use current Washington jargon, we need a zero-based agenda for future action. Broadly, we must break down more of our rigid work patterns. More specifically, flexible schedules and four-day weeks will introduce a much-needed variety into weekly schedules. As part of a zero-based agenda for future action, we also need to give attention to:

Creating more part-time career jobs, like those to be pioneered in H.R. 1627.

Creating more flexibility in the work year, as well as in the work week.

More flexible working lives, including more flexible retirement policies.

Sabbatical leaves as an integral part of career development.

Complete review, overhaul, and better integration of the many public and private retirement systems that now exist. Our present Social Security system is leading us to both financial and moral disaster. Fortunately, President Carter has recently announced plans to create a national commission to study this entire issue of overlapping, inconsistent and unfair retirement plans, and to make recommendations designed to completely overhaul the basic structure.

Continuing education, integrated with work and career.

At the head of this agenda I have emphasized the need to create part-time career jobs. By this I mean jobs which, on a full-time basis, would be described by terms such as high-paying, ego-satisfying, high-status, challenging, leading somewhere, responsible, etc. The private sector now generates several million permanent part-time jobs. However, virtually all of these can be characterized by terms such as low-status, repetitive, low-paying, dead-end, etc. It is not particularly difficult to create part-time jobs for secretaries, typists, receptionists, key punch operators, etc. This has already been done for millions of jobs.

The truly innovative part of H.R. 1627 is the creation of career-type jobs in the range GS-13 to GS-15. This is the part at which federal agencies will most likely balk because they have virtually no experience at creating such jobs. Yet this is precisely what is needed. Many talented people are totally turned off by the relatively menial, non-challenging, low-paying jobs that are available on a part-time basis. Yet when these people cannot work full time, the labor market offers them nothing. This bill, H.R. 1627, speaks directly to this problem and helps fill this need. It is thus far-sighted and, perhaps, ahead of its time.

STATEMENT OF MARILYN GOLDWATER, DELEGATE, MARYLAND GENERAL ASSEMBLY

Madam Chairwoman and Members of the Committee, my name is Marilyn Goldwater. I live at 5508 Durbin Road in Bethesda, Maryland. I am a member of the Maryland General Assembly, a registered nurse, and a home-maker.

I appreciate the opportunity to appear before you in support of the legislation under consideration because I feel very strongly that it is the responsibility of legislators, state and federal, to be alert to social trends and changing lifestyles and to anticipate the human needs that arise as a result of changing patterns in our society.

Today's patterns have produced a growing need for alternative work schedules. This has been recognized in other countries and in some areas of the private sector in our own country, and I believe that government should take a strong lead in

providing a wider range of opportunities for part-time employment, flexible working hours, and a compressed work-week.

Acting on that belief, I introduced a bill in the Maryland General Assembly in 1975 to require state agencies to fill 5 percent of all available positions with part-time employees at a rate of one percent each year up to five years after the effective date of the law. The bill passed and was enacted into law that same year.

I am submitting for the record a copy of the law, together with the rules and regulations and a "Report on Part-Time Employment in Maryland State Government" issued by the State Department of Personnel in August 1976. Also submitted for your information is a study entitled, "Part-Time Employment in Maryland's Public Sector," written by Phyllis G. West for the Graduate School of Arts and Science of The George Washington University.

I am proud to say that Maryland is only the second state to enact such a law as this. I hope it becomes a model for other state legislation and that our experience with it proves helpful to this committee.

While part-time employment is not a new concept, formalizing it through legislation is new. Employees and employee unions welcome this legislation with its built-in safeguards to protect both part-time and full-time workers from inequities. The law provides that part-time workers shall receive fringe benefits on a pro-rata basis, and it provides that full-time workers cannot be demoted to part-time employment against their will. Under the law, a full-time job cannot be changed to part-time without the permission of the employee occupying that slot. Vacant positions can be redesignated as part-time.

Needless to say, the law was not enacted without difficulties.

There was the usual resistance from those who fear any new program.

There was resistance from government officials who feared that part-time employment would disrupt their work schedules. Provision has been made to exempt from the requirement any agency that can prove such disruption would indeed result.

Reaction of my fellow legislators was favorable, although some were reluctant to adopt quotas for part-time employment. However, I was convinced that the state agencies would not implement the law unless the targets were clearly defined.

Experience supports that conviction. Implementation has been slow. The rules and regulations were not issued as quickly as we had hoped, nor has agency action been as prompt as it might be. Negative attitudes are the major roadblocks to implementation. Attitudes change slowly, but I am confident that experience with the part-time employment program will produce favorable results and win support from employers as well as employees.

This legislation is often regarded as a women's issue. It is not exclusively a women's issue, although there are many women—as well as men—who would prefer part-time employment in their field and at their level of expertise. They range in age and experience, from high school students to retirees.

Young people of both sexes need job experience and income to promote their education.

Many parents of young children are looking for part-time employment to allow them more time to function as mothers and fathers.

Many working adults who are responsible for the care of elderly or handicapped parents find part-time employment suits their needs.

Other adults may want additional free time to resume their formal education, either to advance in their chosen careers or to carve out new careers.

There are handicapped persons and people recovering from major illnesses who want to be productive but do not have the physical stamina for full-time work. Any one of us here might find ourselves in that situation at some future time.

There are older workers who want to scale down their activities and coast gradually into retirement.

And there are retired men and women who find they need the supplementary income or the challenge and structure provided by regular employment.

In passing the Maryland legislation, we hoped to help people in all these categories. Now we are attempting to analyze the results to date, and to determine how many employees have benefited, and in which categories.

But the employees are not the only ones to benefit. Their families benefit from the more relaxed schedule. Society benefits from the increased productivity which makes part-time employment cost-effective for government and, consequently, the taxpayers. Evidence of this increased productivity is presented in the study by Phyllis G. West, which I am submitting to the committee.

In brief, it has been found that workers are happier and more productive when they have some control over their own schedules and working conditions.

Recognition of that fact prompted me to introduce a resolution in the Maryland General Assembly this year to provide for experimentation with flexible working hours. The resolution was adopted and is being implemented in several state agencies. Experience has been too limited to date to produce significant results, but I believe some of the benefits are foreseeable. For example, with the combination of part-time and flexi-time, government agencies should be able to extend their service hours to evenings and weekends to suit the convenience of the public. Moreover, these options will provide not only greater job choices for a considerable segment of the population, but greater choices of applicants for the employer to consider in filling a position.

We cannot ignore the wealth of human resources that is wasted day by day, year by year, because there are so many educated, skilled, qualified, employable people who do not fit easily into the "9 to 5" mold. For their sake, and for the sake of the society they could be serving, I urge this committee to act favorably on the legislation under study here today.

Thank you.

REPORT ON PART-TIME EMPLOYMENT IN MARYLAND STATE GOVERNMENT, AUGUST 1976

I. Preface

In recent years there has been a great deal of discussion, study and experimentation concerning non-traditional work schedules. Concepts of tandom, flexible hours and part-time employment have been developed as alternatives to full-time employment for the benefit of both employers and employees. Since man is a social being, the "healthy" organization must afford individuals within the organization the opportunity to fulfill their tendencies and capacities for social growth. Although these tendencies can never be completely maximized over a period of time and in balance, they must be approached. An employee's job performance is the product of his ability times his motivation and satisfaction of social needs is a principal motivator of behavior. Therefore, satisfaction of social needs would seem to offer the best opportunity to motivate employees to improved job performance.

Part-time employment is envisioned as one approach to satisfying social needs of employees. With life styles changing rapidly and radically, traditional employment practices must be modified and adapted. Employment must be made available for persons who cannot or do not desire to work full-time. Experience with part-time employment programs in government and industry has shown that employers can benefit from them as well in establishing efficient staffing patterns and maximizing the utilization of available necessary manpower.

Resistance to part-time employment has been based on two principal arguments, that benefits for part-time workers are costly and working part-time is abnormal. Generally, the cost argument is inaccurate in that prorating benefits for part-time workers does not exceed the cost of benefits that a full-time worker would be entitled to. The argument that a part-time work schedule is abnormal or not serious should also be discounted. As recently as the 1920's a 10-hour day, 6-day week was common practice. In that context, today's definition of full-time, an 8-hour day, 5-day a week, would be viewed as part-time and abnormal.

In response to all of this, the Maryland General Assembly in 1975 enacted legislation establishing as State policy that certain percentages of the total number of positions in the work force be established to provide part-time employment opportunities. Part-time employment in State service preexisted this law, but had not been promoted or encouraged in the manner dictated by the law. The remainder of this report is a synopsis of the highlights of the law and how it will be administered.

II. The part-time employment law

Provisions for permanent part-time employment were enacted as part of the State Merit Law by the General Assembly in 1975 and amended in 1976 (Sections 50 and 51 of Article 64A of the Maryland Annotated Code.) There are six major areas included in this law as follows:

1. In scope, it covers all departments and agencies in the Executive Branch of State government.

2. It defines permanent part-time employment as working at least two days per workweek for at least 50 percent but not more than 75 percent of full-time. Employees in such part-time positions are included under the State Merit System.

3. It mandates that 1 percent of positions at all levels in all executive agencies be available for part-time employment during the first year after the law took effect and an additional 1 percent per year thereafter, not to exceed 5 percent. It also provides that the Secretary of Personnel can waive these requirements for a given agency, if it is found that compliance would materially impair an agency's ability to perform its mission, would impair an agency's efficiency or when an agency is undergoing a reduction in force.

4. It requires the State Department of Personnel to develop, promote and encourage part-time employment programs for executive agencies.

5. Agencies are required to formally report quarterly to the Secretary of Personnel on their efforts to promote and encourage the program and their progress toward achieving the required levels of part-time employment. The Secretary of Personnel reports annually to the General Assembly in the same manner.

6. Persons employed in part-time positions receive, on a pro rata basis, all benefits normally available to full-time employees in similar position, grade and length of service.

III. How part-time positions are created

The State's agencies may create part-time positions through the normal budget process. The Department of Personnel plays no role in establishing positions for other agencies other than the determination of proper classifications. However, we are in the process of apprising the agencies of their obligation under the law to create such positions. The agencies have been advised of the fact that existing full-time positions can be administratively divided into part-time positions by the use of the MS 310 Status Document. Positions can also be established between sessions of the General Assembly by action of the Board of Public Works upon requests of the agencies.

IV. How part-time positions are filled

Generally, part-time positions are filled by use of the same Merit System selection process as is used for filling full-time positions. As part-time positions are available, advertising will note this availability. Procedures preexisted passage of this law and will continue to be followed to give pro rata credit for part-time experience in determining whether or not applicants qualify for classifications applied for. The same tests are used for part-time and full-time positions. Candidates appearing for tests are advised that they may choose to be considered for full-time positions only, part-time positions only, or for both. Names appearing on eligible lists will be certified for full-time employment. However, statements beneath a candidate's name will note if they are also available for part-time employment or part-time only.

Promotion of part-time job opportunities will be included in the General Information Sheet sent to all persons applying for State employment. This will also be publicized in our monthly information sheets sent to all State agencies.

V. How benefits of part-time employees are proposed to be administered.

For the past two months, a committee of staff of the Department of Personnel has met twice a week to revise rules and regulations for the administration of this law. This process is nearly complete and within the next few weeks proposed rule changes will be forwarded to the Division of State Documents to formally amend the State Personnel Rules. The following is a summary of those proposed rule changes affecting rights and benefits of part-time employees.

1. Part-time employees will have the same right to reinstatement after a period of separation from State service as that available to full-time employees.

2. Permanent employees may transfer between full-time and part-time positions.

3. Permanent part-time employees earn, may accumulate and may anticipate annual (vacation) and sick leave on a pro rata basis as these benefits are available to full-time employees. They are also entitled to payment for unused annual leave upon separation from State service.

4. Permanent part-time employees are paid for holidays falling on days they are normally scheduled to work.

5. Permanent part-time employees are entitled to the same personal leave benefit, three days per year, as is available to full-time employees. They are also entitled to paid leave for active military service, jury duty, being summoned to appear in a court action by subpoena and to take merit system examinations in the same fashion as full-time employees.

6. Permanent part-time employees are treated in the same manner as full-time employees with regard to payment of cash overtime and earning of compensatory leave.

7. Out-service training benefits (e.g. tuition reimbursement) are available to permanent part-time employees in the same fashion that they are available to full-time employees.

Health insurance coverage, which is not governed by rules, is also available to part-time employees in the same fashion as it is available to full-time employees. How part-time employees are to be treated under the State Employees' Retirement System has not yet been totally resolved, but is being pursued by the committee.

STATEMENT BY JOHN D. OWEN, PROFESSOR OF ECONOMICS, WAYNE STATE UNIVERSITY

Thank you for giving me this opportunity to present my findings on the part-time labor market. The economic and social effects of the proposed legislation, H.R. 1627, will depend upon its impact upon the market for part-time labor. Yet very little is known about how this market functions. In order to fill a portion of this knowledge gap, the Employment and Training Administration of the United States Department of Labor funded "An Empirical Analysis of the Voluntary Part-time Labor Market" (U.S.D.O.L. Grant 21-26-76-13), which I have just now completed and submitted for review. My own interest in the subject was fostered by my earlier work as principal investigator of the National Science Foundation project, "A Technology Assessment of Alternative Work Schedules," which endeavored to provide an overview of the entire subject of nonstandard work schedules. It is my understanding that Haldi Associates has submitted testimony to this Committee summarizing some of that work.

GROWTH OF THE VOLUNTARY PART-TIME LABOR MARKET

Voluntary part-time employment¹ rose from more modest beginnings before World War II to one in twelve workers in 1956, and then to one in seven workers in 1976.

This growth has reflected several underlying trends. There has been a sharp increase in the number of people working, or seeking work, among those groups who have typically been interested in part-time employment. For example, females now constitute about one-third of the labor force. Students comprise about six per cent of the male labor force. Finally, many more older workers are now interested in part-time employment (rather than full-time work), because they are supported by pensions and because the earnings limit of the social security program discourages full-time employment.

A second source of growth is the increased employer interest in part-time workers. The availability of qualified part-timers, often at low wage rates, is of course one incentive to their employment. But there has also been a gradual shift in aggregate employment from such industries as manufacturing, mining and railroads to the service sector, which has greatly encouraged the use of part-timers. Increasingly, Americans are employed in providing services on a face-to-face basis to customers or users, often during the latter's leisure time. This is characteristic of such sectors as the recreation, restaurant and other food service, retail trade, health, security, adult education, and some repair services. These sectors are often characterized by an uneven flow of demand over the work day and by a demand for services on evenings or weekends. Such conditions create a ready market for the part-timer, who can work during peak periods, or during off-hours. In industries where work-weeks for full-timers have been reduced (as in retail trade), a special incentive is afforded for the use of part-timers, to enable the employer to maintain service over a long work day, and for six or seven days a week.

LIMITS ON THE USE OF PART-TIMERS

Despite the rapid growth in demand for part-timers, their use has been limited in a number of ways. They are generally not employed where extensive on-the-job training is required or where "promotability" is an important consideration. A useful study by Nollen, Eddy, and Martin finds that turnover rates of part and

¹ Voluntary part-timers are defined here as those working from 1-34 hours a week, who do not wish full-time employment. In the rest of my statement, the term part-time refers only to voluntary part-time.

full-timers are broadly similar. But part-timers work only about half as many hours a week as do full-timers, so that the total number of hours spent with the employer would be about one-half as many for the part-timer as for the full-timer. This factor will discourage the employer from making investments in hiring, screening and training part-time employees. Instead, he will tend to hire part-timers for positions where they can learn the job fairly quickly.

Another limit on the use of part-timers is in complex organizations. Switching from full to part-timers would generally at least double the number of employees. But this can considerably increase supervisory, coordination, communications, and other managerial costs. In large, complex organizations, or in job situations where workers are highly interdependent, this factor may provide an effective limit on the use of part-timers. Part-timers would also be of limited use in manufacturing, mining or railroads, where it is quite costly to provide an employee's work station, so that part-timers can only be used economically in shifts.

EMPIRICAL RESULTS

An analysis of over thirteen thousand full and part-timers (a random sample of the working population in the United States in 1973) found that part-timers were paid significantly less than full-timers. Even after adjustments were made for differences in sex, race, education, and years out of school, male full-timers earned half again as much per hour as part-timers. Among females, full-timers earned almost one-third more per hour than part-timers.

Earnings per hour varied widely within the part-time group. In fact, an additional year of schooling, or of experience, yielded as large or larger percentage gain in hourly earnings among part-timers as it did among full-timers. The data obviously contradict the naive view that part-timers are all confined to an amorphous, unskilled labor market.

On the other hand, the data also indicate that part-timers are generally barred from the better jobs in the economy—as one would predict from the attitudes of employers towards training and promoting part-timers, or using them in complex organizational settings. When employment was broken down into 200 occupation-industry categories (10 occupations and 20 industries), it was found that as much as two-thirds of the wage gap between part and full-timers was explained by a tendency to employ part-timers in sectors where the wage of full-timers was low.²

More generally, in trying to explain differences among sectors in the utilization of part-timers one finds that:³

The higher the wage paid to full-timers, the lower the employment of part-timers.

Part-timers are little used in the manufacturing, mining and railroad sectors.

In the rest of the economy, employment of part-timers is positively related to the proportion of workers on non-standard schedules (i.e. who are employed outside the usual 6:30 A.M. to 6:30 P.M. interval).

In those sectors where a high proportion of the full-time labor force is composed of individuals traditionally interested in part-time work (for example, mothers of small children, older workers, and youths), there is indeed a higher proportion of part-time jobs offered. This suggests that employers are responsive to the needs of their workers in setting up part-time schedules.

Employers are highly sensitive to the cost of hiring part-time workers. For every one per cent difference among sectors in the ratio of part-time to full-time wage rates, there was a decline of several per cent in the proportion of part-time employees that employers would hire.

CONCLUDING REMARKS

The rapidly growing market for part-timers provides jobs for many workers who probably would not otherwise be employed. The use of part-timers also makes possible the efficient operation of a number of service industries, enabling them to serve the public in the evening, on weekends, or in rush periods. Otherwise, employers might have to hire an excessive number of full-timers, who would remain idle during slack times.

² All wage data in this analysis by sector were adjusted for race, sex, education, and years since leaving school.

³ These statements all hold when other determinants of part-time utilization are held constant. For a description of the statistical method used (two stage least squares regression), see the full report.

In determining the mix of full-time and part-time positions employers generally show some responsiveness to the needs of their staff and to labor market availability. However, in more highly paid jobs; in complex positions, especially those that require on-the-job training; and in blue collar jobs in the mining, manufacturing, and railroad industries where the cost of providing a work station is high, relatively little use is made of part-time workers.

THE GRAY PANTHERS OF METROPOLITAN WASHINGTON,
August 31, 1977.

Ms. LINDA ITTNER,
House Office Building Annex 2,
Washington, D.C.

DEAR MS. ITTNER: The Gray Panthers of Metro Washington heartily endorse the passage of the Part-Time Career Opportunity Act.

Please, continue to support this bill in order to further meet the needs of the increasing older population.

Thank you for your continued efforts.

Sincerely,

LOUIS TEITELBAUM AND CECELIA FINE,
Co-Conveners.

THE URBAN INSTITUTE,
Washington, D.C., September 2, 1977.

HON. PATRICIA SCHROEDER,
Chairwoman, Subcommittee on Employee Ethics and Utilization, House Committee on Post Office and Civil Service.

MADAM CHAIRWOMAN: I regret that I was unable to accept your kind invitation to testify at the hearings on H.R. 1627, H.R. 2732, and H.R. 2930. My colleagues and I in the Urban Institute's Program of Research on Women and Family Policy are interested in identifying and analyzing policies which will meet the changing needs of a society in which there is greater economic equality between men and women. The appropriate role of part-time work and jobs with flexible hours in helping women to achieve greater equality in the labor market is controversial. Would federal support for such jobs really be helpful?

The enclosed paper on part-time jobs addresses this issue. In it, I conclude that considerable attention should be focused on the kinds of jobs that should be encouraged. Policies that do nothing more than encourage more part-time jobs in traditional part-time occupations may perpetuate the occupational segregation of women. On the other hand, if ways can be found to broaden the range of occupations in which part-time work is possible, then this could be a means of reducing segregation.

I would be pleased to answer any questions you may have on this paper and to have the paper included in the record of your hearings.

Sincerely,

RALPH E. SMITH,
Senior Research Associate,
Program of Research on Women and Family Policy.

THE EFFECTS OF HOURS RIGIDITY ON THE LABOR MARKET STATUS OF WOMEN

(By Ralph E. Smith ¹)

The issue of alternative work schedules—especially part-time jobs—has generated a debate among individuals concerned with improving the economic status of women. Would the existence of more part-time jobs really be good for women? Some proponents claim that part-time jobs should be encouraged because they permit women to work, while still meeting their home responsibilities. They assume that the traditional division of labor within the home is satisfactory or, at least, tolerable. Other advocates are not content with the traditional division of labor and see part-time jobs for women *and* men as a way of reallocating home responsibilities. This assumes that men will take part-time jobs. Opponents view

¹ Senior Research Associate, The Urban Institute. The opinions expressed are his own and do not necessarily reflect the views of The Urban Institute or its sponsors. I wish to thank Isabel Sawhill for her helpful comments on an earlier draft.

part-time jobs as a means of perpetuating the traditional division of labor outside and within the home. They argue that these jobs are bad for women because the jobs usually have low wages and little chance for advancement. To progress in the labor market women should be encouraged to take full-time jobs. They also contend that few men will take the part-time jobs.

The purpose of my remarks is to present some evidence relevant to this debate. I will report some estimates of the price that women who wish to work on a part-time schedule are now paying and of the potential impact of broadening the range of occupations in which part-time schedules are available. As background for considering the effects of work schedules on women's labor market status, I will first discuss women's progress and failures in the labor market in recent years.²

Women's status in the labor market

Three patterns dominate: first, the sharp increase in the proportion of working-age women who have been seeking to participate in the paid labor market; second, the persistence of occupational segregation between men and women; and third, the persistence of lower wages received by women.

The proportion of working-age females seeking to participate in the paid labor market has increased in nearly every year since World War II. In 1950, 34 percent of all women aged 16 and over were working or looking for work. Last year, over 47 percent were in the labor force. The reasons for this dramatic rise include increases in job opportunities and wage rates and changes in sex role attitudes, marriage, and fertility patterns. Earlier retirements and longer schooling, meanwhile, have reduced the proportion of the male population participating in the work force. Consequently, six out of every ten net additions to the work force since 1950 have been women. Most have found jobs.

However, a closer examination reveals a second pattern that is not very promising. The jobs that women have been able to find are often quite different from those held by men. There is a pervasive and persistent pattern of segregation in which some jobs are readily identifiable as "women's work" and others as men's. Examples of the former include prekindergarten, kindergarten, and elementary school teachers, cashiers, bookkeepers, waitresses, telephone operators, nurses, and secretaries. Women's jobs often have lower pay and status than men's jobs requiring an equivalent amount of education and training. Often the jobs are logical extensions of the homemaker role, with the boss being male. This pattern has improved only slightly in recent years.

The third pattern, closely related to the preceding one, is that women's average wages are much lower than those of men. This too has not changed much through the years. For the past two decades the typical female worker who worked at least 35 hours a week earned less than two-thirds of what the typical male earned.³ A major reason for this differential is the pattern of occupational segregation. Women may sometimes be paid less than men for doing the same job, but the more important problem is that they perform in different jobs and the ones women are doing usually pay less. Both problems are particularly serious for women seeking part-time jobs, as will be discussed below.

The price women pay

One-quarter of all women in the labor force are either voluntarily employed on a part-time basis (less than 35 hours per week) or looking for part-time jobs. This fraction has not changed much in recent years.⁴ What price are women paying for their need or desire to work less than the standard week? What impact might more wide-spread use of non-standard work schedules have on women's success in the labor market? In particular, would it help to break down the pattern of occupational segregation and would it help to narrow the gap in wage rates between men and women? The answers depend, of course, on the specific means by which alternative work schedules are introduced and the way employers, male employees and women, themselves, react to the changes.

² For an analysis of the impact of the recent recession on women's employment and of women's prospects through the remainder of the decade see my "The Impact of Macroeconomic Conditions on Employment Opportunities For Women," U.S. Congress, Joint Economic Committee (Washington: GPO, 1977).

³ U.S. Department of Labor, Women's Bureau, *The Earnings Gap Between Women and Men* (1976). In May 1976 the median usual weekly earnings of female full-time workers was \$145, 62 percent of that of men; see Paul O. Flaim, "Weekly and Hourly Earnings Data From the Current Population Survey," U.S. Bureau of Labor Statistics Special Labor Force Report 195 (1977), p. 8.

⁴ Employment and Training Report of the President, 1976, pp. 254-255.

Clearly, if an expansion in the number of part-time job opportunities merely means more of the same, the opponents have a strong case. Women do pay a price for their schedule preference. Existing part-time employment is heavily concentrated in low-wage occupations. For example, over one-third of all women with part-time schedules are employed in food service, retail sales, and private household service occupations. Furthermore, the wage rates of women part-timers are usually lower than those of women full-timers in the same occupations. For example, in May 1976 the median hourly wage rate of women on part-time schedules in food service was \$2.28, \$.13 below the median wage of women on full-time schedules (and \$.86 below that of men on full-time schedules in this occupation). As a result of these differences in occupational distribution and wage rates within the same occupation, women with part-time schedules are paid about 25 percent less than women on full-time schedules. In May 1976 the average usual hourly earnings of female part-timers was \$2.71, compared with \$3.59 for females with full-time schedules.

Also, as the opponents point out, relatively few men take part-time jobs. In 1976, there were only 4.6 million males in the part-time labor force, compared with 9.3 million females; only 3 in 10 of the male part-timers were adults under age 55, compared with 6 in 10 of the female part-timers.⁵ Thus, under the existing conditions in the labor market and within the home, very few men choose to voluntarily work a part-time schedule after they have completed their education until nearing retirement.

The problems with part-time employment need not occur if such jobs could be made available across the entire occupational structure of the labor market. Suppose, for example, that women now working on part-time schedules were at least given the same occupational distribution as women with full-time jobs now have. A comparison of this hypothetical situation with the existing one provides information about the potential impact of broadening the range of part-time job opportunities, as distinct from increasing the number of part-time jobs.

To illustrate the potential direct effect on working women of schedule changes, I did some calculations using recent data on the usual hourly earnings of workers on part-time and full-time schedules in about forty occupations. A description of these data and of my analysis is available in a technical appendix to my presentation. Here I will simply summarize my results.

As a standard for estimating the effects of hours rigidity on occupational segregation, I first computed an index of dissimilarity between the occupations in which men and women were employed in 1976. On a scale of 0-1 in which 1 equals complete segregation (all women are in one set of occupations and all men in another) and 0 equals complete integration, the overall index was .581. This, incidentally, is only slightly lower than the degree of dissimilarity that existed in 1970.⁶

Next, I estimated the direct effect of redistributing the women who are presently on part-time schedules into the same occupations presently employing women on full-time schedules. This would bring the female workers, as a group, up to the level of segregation now experienced by female full-time workers. If women who were working on a part-time schedule had the same occupational distribution as women on full-time schedules, this would lower the degree of dissimilarity to .558. That is, redistributing the women currently on the part-time schedules would reduce segregation by about two percentage points. This is an improvement, but not a very dramatic one. It is about three-quarters of the integration that occurred between 1960 and 1970.

The direct effect is not very large because the jobs women with part-time schedules hold are not very different from those with full-time schedules. For the most part they are a sub-set of the traditionally women's jobs. (The index of dissimilarity between the occupations of women working full-time vs. part-time was only .281.) As previously noted, the retail sales and service sectors provide a large portion of part-time opportunities. These tend to be among the lowest paid of the traditional women's fields.

I used the same set of data to estimate the potential impact on women's wages of introducing wide-spread part-time job opportunities. In May 1976, the median usual hourly earnings of women with part-time schedules was \$2.71, \$.88 below the wage for female full-time workers. Part of this difference is due to lower pay

⁵ Employment and Earnings, Vol. 24 (January 1977), p. 144.

⁶ In the "Economic Report of the President," 1973, p. 155, it was estimated that the index was .598 in 1970 and .629 in 1960; these were based on more detailed occupational categories, which tend to pick up more dissimilarity.

within the same occupations; part is due to part-time workers being in occupations that have lower wages for everyone. If women with part-time schedules had the same occupational distribution as women with full-time schedules, the latter differential would be eliminated. I estimated this would raise the median wage rate of the part-timers by about \$.35 per hour; that is, over one-third of the gap between the wage rates of part-time and full-time female wage earners is directly related to occupational dissimilarity. If the typical part-time worker worked a thousand hours a year, this would increase her annual earnings by \$350, a 13 percent increase. (Providing women currently in part-time jobs with the same wage rates as women in full-time jobs within the same occupations would have a similar impact.)

One major caveat to my estimates must be mentioned. I was not able to estimate the extent to which the different occupational distribution of part-timers and their lower wage rates are due to differences in the characteristics of the women themselves, such as their education and training. It would be useful to isolate the pure effect of being a part-time worker on one's job assignment and wage rate, but this would require additional data.

These estimates also ignore a more subtle way in which the distribution of part-time jobs contributes to segregation and lower earnings. They indicate only the impact of a minor redistribution of women who are already in the labor market. Undoubtedly some women currently employed in full-time jobs were influenced in their occupational choice by the availability of part-time employment. They may have started out as part-timers or may be planning to switch to a part-time schedule later. Thus, if part-time opportunities were more wide-spread, full-time workers would be affected as well. One reason that women take retail sales jobs, for example, is that it is relatively easy to switch back and forth between part-time and full-time schedules. The long-run impact of wide-spread availability of part-time and other alternative work schedules on the labor market status of women would therefore be larger. As women began to make their education, training and first job decisions with less concern with how their future careers would fit in with their future home responsibilities, the global pattern of occupational dissimilarity would diminish.

Another important, but unknown, impact of a broader range of jobs with non-standard schedules would be on the size of the female labor force. How many women not now in the labor force would enter if a broader range of such job opportunities were available? How many women who would have left the labor force would, instead, remain? This supply effect could diminish the potential short-run wage gains. In the longer run, however, the increased work experience that this would provide to working women would have a positive effect.⁷

Concluding comments

Returning to the issue posed at the opening of these remarks, I would conclude that considerable attention should be focused on the kinds of jobs that should be encouraged. Policies that do nothing more than encourage more part-time jobs in traditional part-time occupations may, as opponents fear, perpetuate a bad situation. My estimates indicate that the price of being a part-time worker is significant. On the other hand, if ways can be found to broaden the range of occupations in which part-time work is possible, this could lower that price.

Encouraging employers to offer alternative work schedules in job categories that have always been filled by people on fixed 40-hour schedules will not be easy. Policies intended to do so should be formulated with an understanding of the legitimate reasons for employer reluctance. There are real costs that firms would incur.⁸ For example, there are substantial costs associated with recruiting and training a full-time worker in many of the better paying occupations. Hiring two part-time employees roughly doubles these costs. It is no coincidence that part-time employment opportunities are most common in occupations that require relatively little on-the-job-training.

⁷ Richard D. Morgenstern and William Hamovitch analyzed differences in the supply behavior of full-time vs. part-time workers. One of their findings was that the availability of higher wage rates has a larger (positive) impact on women in part-time field. See "Labor Supply of Married Women in Part-Time and Full-Time Occupations," *Industrial and Labor Relations View*, vol. 30 (October 1976), pp. 59-67.

⁸ For a discussion of these costs and of the policy options, see Isabel V. Sawhill and Ralph E. Smith, testimony on "Changing Patterns of Work in America," Hearings before the Subcommittee on Employment, Poverty, and Migratory Labor of the Senate Committee on Labor and Public Welfare, Apr. 8, 1976.

Various proposals have been made for the federal government to encourage the growth of jobs with alternative work schedules. For example, in January Rep. Conable reintroduced a bill to allow employers a tax credit for the expenses incurred in increasing the number of permanent part-time employees on their payrolls.⁹ Such proposals should be examined very carefully to determine what effect they would have on the occupational distribution of part-time job opportunities. A fundamental goal of any policy or program to increase the number of jobs with alternative work schedules should be to broaden the range of such jobs.

TABLES

PART-TIME HIRING GOALS OF H.R. 1627 AND CORRESPONDING ATTRITION RATES

Grade	Number of full-time permanent employees ¹	Number of current part-time employees ²	2 percent of full-time permanent employees	10 percent of full-time permanent employees	Total number of separations ³	Percentage of separations ³
1	1,295	548	26	130	427	33.0
2	19,718	2,326	384	1,920	6,648	33.7
3	88,662	4,260	1,763	8,815	19,849	22.4
4	164,442	4,835	3,289	16,445	25,059	15.2
5	177,823	3,398	3,556	17,780	19,355	10.9
6	84,841	879	1,697	8,485	7,873	9.3
7	126,829	1,357	2,537	12,685	10,359	8.2
8	27,240	114	545	2,725	1,924	7.1
9	135,720	753	2,714	13,570	9,072	6.7
10	21,869	126	437	2,185	1,384	6.3
11	144,268	778	2,885	14,425	8,210	5.7
12	137,658	499	2,753	13,765	6,946	5.0
13	107,048	369	2,141	10,705	5,373	5.0
14	49,874	145	997	4,985	2,742	5.5
15	25,223	59	506	2,220	1,752	6.9
Total	1,317,549	20,450			127,470	9.7

¹ Found by averaging the number of full-time employees in April 1975 with March 1976.

² As of April 1976.

³ From April 1975 to March 1976.

Note: This information was supplied by the U.S. Civil Service Commission.

PART-TIME PERMANENT EMPLOYMENT BY GS AND EQUIVALENT GRADES BY SEX (AS OF APR. 30, 1976)

GS and equivalent grades	Total	Men	Women	Unspecified
GS-1	548	81	467	0
GS-2	2,326	367	1,944	15
GS-3	4,260	655	3,576	29
GS-4	4,835	949	3,864	22
GS-5	3,398	1,045	2,333	20
GS-6	879	154	717	8
GS-7	1,357	547	802	8
GS-8	114	35	79	0
GS-9	753	288	464	1
GS-10	126	21	105	0
GS-11	778	437	340	1
GS-12	499	226	272	1
GS-13	369	178	190	1
GS-14	145	80	65	0
GS-15	59	43	16	0
GS-16	0	0	0	0
GS-17	2	2	0	0
GS-18	1	1	0	0
Unspecified	1	0	0	1
Total	20,450	5,109	15,234	107

⁹ H.R. 2403, the Private Sector, Part-Time Employment Act.

NEW HIRES OF PART-TIME EMPLOYEES BY GRADE/SALARY BY YEAR

[As of 1973]

	Total	Men	Women	Unspecified
GS and equivalent:				
GS-1	19	5	13	1
GS-2	614	120	480	14
GS-3	533	63	468	2
GS-4	286	81	204	1
GS-5	120	51	68	11
GS-6	19	6	13	
GS-7	73	19	53	1
GS-8	3		3	
GS-9	47	20	27	
GS-10	4	3	1	
GS-11	44	30	14	
GS-12	24	17	7	
GS-13	27	22	5	
GS-14	7	7		
GS-15	6	6		
GS-17	2	2		
Total	1,828	452	1,356	20
Postal Service pay plans:				
Through \$9,999	29,935	22,112	7,817	6
\$10,000 to \$13,999	729	500	229	
Unspecified salary	1	1		
Total	30,665	22,613	8,046	6
Regular nonsupervisory (WG)	1,696	871	812	13
Other wage pay plans	3	3		
Other pay systems:				
Through \$9,999	1,144	757	385	2
\$10,000 to \$13,999	2,744	2,486	250	7
\$14,000 to \$17,999	487	438	47	2
\$18,000 to \$23,999	24	24		
\$24,000 to \$35,999	282	261	19	2
Unspecified salary	55	25	30	
Total	4,736	3,992	732	13
Total, all pay systems	38,928	27,931	10,945	52

New Hires of Part-Time Permanent Employees by Grade/Salary by Year

Grade/Salary	CY 1976				CY 1975				CY 1974			
	Total	Men	Women	Unsp.*	Total	Men	Women	Unsp.	Total	Men	Women	Unsp.
TOTAL (All Pay Systems)	33,860	21,309	12,451	100	21,347	12,853	8,451	43	47,105	31,147	15,919	39
GS AND EQUIVALENT												
GS-01	63	43	20	0	166	36	130	0	1,311	151	1,160	0
GS-02	2,905	458	2,440	7	3,684	449	3,176	9	1,767	327	1,432	8
GS-03	1,734	323	1,396	15	1,414	281	1,121	12	1,890	268	1,619	3
GS-04	1,552	566	976	10	1,245	519	722	4	948	354	586	8
GS-05	964	536	427	1	709	386	317	6	399	204	192	3
GS-06	52	13	36	3	49	10	39	0	41	13	28	0
GS-07	334	200	134	0	241	133	103	5	144	85	59	0
GS-08	5	1	4	0	8	1	7	0	8	2	6	0
GS-09	124	67	57	0	89	42	47	0	89	37	52	0
GS-10	6	1	5	0	7	0	7	0	0	0	0	0
GS-11	74	53	21	0	95	57	37	1	64	37	27	0
GS-12	65	46	19	0	43	25	17	1	36	20	16	0
GS-13	25	20	5	0	34	23	11	0	29	20	9	0
GS-14	16	11	5	0	9	5	4	0	17	15	2	0
GS-15	7	6	1	0	5	5	0	0	5	5	0	0
TOTAL	7,926	2,344	5,546	36	7,798	2,022	5,738	38	6,748	1,538	5,188	22
POSTAL SERVICE PAY PLANS												
Thru \$ 9,999	6	4	2	0	202	70	132	0	17,480	12,654	4,819	7
\$10,000 - \$13,999	16,723	11,611	5,108	4	4,167	3,312	854	1	14,275	10,350	3,922	3
\$14,000 - \$17,999	153	107	46	0	0	0	0	0	0	0	0	0
\$18,000 - \$23,999	0	0	0	0	0	0	0	0	3	3	0	0
\$24,000 - \$35,999	2	1	1	0	1	1	0	0	0	0	0	0
\$36,000 and Over	0	0	0	0	0	0	0	0	0	0	0	0
Unspecified Salary	3	2	1	0	3	3	0	0	0	0	0	0
TOTAL	16,887	11,725	5,158	4	4,373	3,386	986	1	31,758	23,007	8,741	10

(Continued)

*Unspecified

Part-Time Permanent Employment by
the 20 Occupations with the Highest Number of Part-Time Employees by Pay Plan Group
(as of April 30, 1976)

Occupational Series	All Pay Plans			GS and Equivalent ¹			Postal Pay Plans			Other Pay Plans ²		
	Total	Men	Women	Unsp ³	Total	Men	Women	Unsp	Total	Men	Women	Unsp
Other Postal Distribution (02315) ⁴	45,808	30,261	15,544	3	0	0	0	0	45,808	30,261	15,544	3
Postal Collection & Delivery (02310)	30,362	27,601	2,761	0	0	0	0	0	30,362	27,601	2,761	0
Distribution Window (Postal) (02340)	30,196	7,427	22,768	1	0	0	0	0	30,196	7,427	22,768	1
Medical Officer (00602)	10,319	9,411	900	8	159	121	38	0	12	12	0	0
Clerk-Typist (00322)	3,975	165	3,796	14	3,893	162	3,717	14	69	2	67	0
Food Service Working Series (74008)	3,906	1,518	2,384	4	0	0	0	0	0	0	0	0
Gen. Clerical & Administration (00301)	3,876	464	3,387	25	3,794	432	3,338	24	20	14	6	0
Nurse (00610)	1,733	27	1,706	0	104	0	104	0	36	2	34	0
Laboring Series (35002)	1,338	1,266	72	0	0	0	0	0	1,124	1,092	32	0
Clerk-Stenographer & Reporter (00312)	1,090	6	1,082	2	972	6	964	2	113	0	113	0
Automotive Equipment Operating Series (57003)	1,087	1,086	1	0	0	0	0	0	1,045	1,044	0	0
Janitorial Series (35066)	1,073	909	162	2	0	0	0	0	511	491	20	0
Contact Representative (00962)	770	274	494	2	769	274	493	2	0	0	0	0
Secretary (00318)	669	3	662	4	665	3	658	4	2	0	2	0
Postal Window & Related Service (02320)	605	195	410	0	0	0	0	0	605	195	410	0
Tax Accounting (00592)	558	231	304	23	555	231	301	23	0	0	0	0
Sales Store Clerical (02091)	481	34	447	0	444	27	417	0	0	0	0	0

(Continued)

¹See the Note at the end of the Table.²See the Note at the end of the Table.³Unspecified⁴Occupational Series Code

Part-Time Permanent Employment by
the 20 Occupations with the Highest Number of Part-Time Employees by Pay Plan Group
(as of April 30, 1976)

Occupational Series	All Pay Plans			GS and Equivalent			Postal Pay Plans			Other Pay Plans		
	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women
Nursing Assistant (00621)	452	121	331	0	452	121	331	0	0	0	0	0
Biological Technician (00404)	443	261	182	0	419	237	182	0	0	0	24	0
Mail & File (00305)	439	203	233	3	439	203	233	3	0	0	0	0

Note: The pay plans that are defined "equivalent" to the GS include: pay plans similar to the GS, the GS for the Canal Zone Government, Stay-in-School employment paid at rates similar to GS, pay plans for Foreign Service Officers, Foreign Service Reserves, Foreign Service Information Officers, Foreign Service Staff, and medical-dental and nursing pay plans of the Veterans Administration.

"Other" pay plans include any remaining white-collar pay plans such as Executive levels and those administratively determined, and all blue-collar pay plans.

Part-Time Permanent Employment by Main Occupational Series Heading by Pay Plan Group
(as of April 30, 1977)

Occupational Series	All Pay Plans			GS and Equivalent ¹			Postal Pay Plans			Other Pay Plans ²						
	Total	Men	Women	Unsp3	Total	Men	Women	Unsp	Total	Men	Women	Unsp	Total	Men	Women	Unsp
TOTAL	149,900	86,937	62,824	139	20,450	5,099	15,244	107	110,640	68,708	41,928	4	18,810	13,130	5,652	28
WHITE COLLAR	139,938	80,265	59,554	119	20,325	5,043	15,176	106	107,315	65,538	41,773	4	12,298	9,684	2,605	9
Trades, Crafts, and Labor (00000-00099) ⁴	503	448	55	0	434	397	37	0	6	4	2	0	63	47	16	0
Social Science (00100-00199)	701	254	445	2	685	242	441	2	0	0	0	0	16	12	4	0
Personnel Management (00200-00299)	476	52	422	2	472	52	418	2	2	0	2	0	2	0	2	0
Clerical and Administrative (00300-00399)	11,213	1,058	10,096	59	10,855	1,012	9,785	58	270	25	245	0	88	21	66	1
Biological Science (00400-00499)	991	702	289	0	966	677	289	0	0	0	0	0	25	25	0	0
Accounting, Clerical & Adm. (00500-00599)	1,140	448	667	25	1,120	435	660	25	3	1	2	0	17	12	5	0
Health Science (00600-00699)	13,617	10,129	3,479	9	1,566	570	995	1	48	14	34	0	12,003	9,545	2,450	8
Veterinary Science (00700-00799)	15	14	1	0	15	14	1	0	0	0	0	0	0	0	0	0
Engineering (00800-00899)	450	399	47	4	448	397	47	4	1	1	0	0	1	1	0	0
Law (00900-00999)	1,585	524	1,059	2	1,583	523	1,058	2	0	0	0	0	2	1	1	0
Arts and Information (01000-01099)	238	59	177	2	237	59	176	2	0	0	0	0	1	0	1	0
Business and Industry (01100-01199)	160	49	110	1	160	49	110	1	0	0	0	0	0	0	0	0
Patent, Copyright and Trademark (01200-01299)	1	1	0	0	1	1	0	0	0	0	0	0	0	0	0	0
Physical Science (01300-01399)	599	341	249	9	596	339	248	9	0	0	0	0	3	2	1	0
Library Science (01400-01499)	187	26	161	0	181	26	155	0	0	0	0	0	6	0	6	0

(Continued)

³Unspecified⁴Occupational Series Codes¹See the Note at the end of the Table.²See the Note at the end of the Table.

Part-Time Permanent Employment by Main Occupational Series Heading by Pay Plan Group
(as of April 30, 1977)

Occupational Series	All Pay Plans			GS and Equivalent			Postal Pay Plans			Other Pay Plans		
	Total	Men	Women	Unsp	Total	Men	Women	Unsp	Total	Men	Women	Unsp
WHITE COLLAR (cont.)												
Mathematical Science (01500-01599)	199	41	158	0	197	41	156	0	1	0	1	0
Facilities and Equipment (01600-01699)	4	3	1	0	4	3	1	0	0	0	0	0
Education and Training (01700-01799)	157	60	97	0	137	56	81	0	0	0	4	0
Investigation (01800-01899)	104	71	33	0	102	70	32	0	0	0	1	0
Quality (01900-01999)	13	1	12	0	12	1	11	0	0	0	0	0
Supply (02000-02099)	579	87	492	0	535	75	460	0	0	0	12	0
Transportation (02100-02199)	21	6	15	0	19	4	15	0	1	1	0	0
Postal Service (02300-02399)	106,983	65,492	41,487	4	0	0	0	0	106,983	65,492	41,487	4
Student Aid - YOC	2	0	2	0	0	0	0	0	0	0	0	0
BLUE COLLAR												
Wire Communications Equip. Installation & Maintenance Family (25000-25999)	9,524	6,366	3,140	18	0	0	0	0	3,301	3,152	149	0
Elec. Equip. Installation & Maintenance Family (26000-26999)	2	1	1	0	0	0	0	0	2	1	1	0
Quartz Crystal Work Family (27000-27999)	4	4	0	0	0	0	0	0	0	0	0	0
Elec. Installation and Maintenance Family (28000-28999)	0	0	0	0	0	0	0	0	0	0	0	0
	16	16	0	0	0	0	0	0	16	16	0	0
									6,223	3,214	2,991	18
									0	0	0	0

(Continued)

Part-Time Permanent Employment by Main Occupational Series Heading by Pay Plan Group
(as of April 30, 1977)

Occupational Series	All Pay Plans			GS and Equivalent			Postal Pay Plans			Other Pay Plans		
	Total	Men	Women	Unsp	Total	Men	Women	Unsp	Total	Men	Women	Unsp
BLUE COLLAR (cont.)												
Elec. Equip. Operation Family (29000-29999)	0	0	0	0	0	0	0	0	0	0	0	0
Fabric & Leather Work Family (31000-31999)	5	1	4	0	0	0	0	0	5	1	4	0
Glass Work Family (32000-32999)	0	0	0	0	0	0	0	0	0	0	0	0
Instrument Maintenance (33000-33999)	3	3	0	0	0	0	1	0	2	2	0	0
Machine Tool Work Family (34000-34999)	9	5	1	3	0	0	0	0	9	5	1	3
Manual Labor Family (35000-35999)	2,642	2,315	325	2	0	0	0	0	1,863	1,720	143	0
Masonry, Plastering & Roofing Family (36000-36999)	3	3	0	0	0	0	0	0	0	3	0	0
Metal Processing Family (37000-37999)	14	14	0	0	0	0	0	0	10	10	0	0
Metal Work Family (38000-38999)	5	5	0	0	0	0	0	0	3	3	0	0
Motion Picture, Radio, Television & Sound Recording Family (39000-39999)	4	4	0	0	0	0	0	0	0	0	0	0
Optical Work Family (40000-40999)	0	0	0	0	0	0	0	0	0	0	0	0
Painting & Paper Hanging Family (41000-41999)	17	16	1	0	0	0	0	0	0	17	16	1
Pipefitting Family (42000-42999)	6	6	0	0	0	0	0	0	0	6	6	0
Plastic Work Family (43000-43999)	0	0	0	0	0	0	0	0	0	0	0	0
Printing & Reproduction (44000-44999)	26	17	9	0	0	0	0	0	1	1	0	0

(Continued)

Part-Time Permanent Employment by Main Occupational Series Heading by Pay Plan Group
(as of April 30, 1977)

Occupational Series	All Pay Plans			GS and Equivalent			Postal Pay Plans			Other Pay Plans		
	Total	Men	Women	Unsp	Total	Men	Women	Unsp	Total	Men	Women	Unsp
BLUE COLLAR (cont.)												
Rubber Work Family (45000-45999)	0	0	0	0	0	0	0	0	0	0	0	0
Woodworking Family (46000-46999)	28	28	0	0	0	0	4	0	24	24	0	0
Gen. Maintenance & Operations Work Family (47000-47999)	225	222	3	0	0	0	55	2	170	169	1	0
Gen. Equip. Maintenance Family (48000-48999)	6	6	0	0	0	0	0	0	6	6	0	0
Plastic Materials Mfg. Family (49000-49999)	0	0	0	0	0	0	0	0	0	0	0	0
Agricultural, Forestry & Kindred Occupations Family (50000-50999)	52	48	4	0	0	0	0	0	52	48	4	0
Miscellaneous Occupations Family (52000-52999)	33	12	21	0	0	0	0	0	33	12	21	0
Fixed Industrial Equip. Maintenance Family (53000-53999)	14	14	0	0	0	0	14	0	0	0	0	0
Fixed Industrial Equip. Operations Family (54000-54999)	93	92	1	0	0	0	87	1	6	6	0	0
Quarry Work Family (55000-55999)	0	0	0	0	0	0	0	0	0	0	0	0
Currency, Securities, Coin & Medal Mfg. Family (56000-56999)	0	0	0	0	0	0	0	0	0	0	0	0
Mobile Industrial Equip. Family (57000-57999)	1,233	1,230	3	0	0	0	1,120	1,118	113	112	1	0
Mobile Industrial Equip. Maintenance Family (58000-58999)	125	125	0	0	0	0	89	89	36	36	0	0

(Continued)

Part-Time Permanent Employment by Main Occupational Series Heading by Pay Plan Group
(as of April 30, 1977)

Occupational Series	All Pay Plans			GS and Equivalent			Postal Pay Plans			Other Pay Plans		
	Total	Men	Women	Unsp	Total	Men	Women	Unsp	Total	Men	Women	Unsp
BLUE COLLAR (cont.)												
Marine Operations Family (59000-59999)	48	48	0	0	0	0	0	0	0	48	0	0
Railroad Operation Family (60000-60999)	0	0	0	0	0	0	0	0	0	0	0	0
Railroad Maintenance Family (61000-61999)	0	0	0	0	0	0	0	0	0	0	0	0
Marine Maintenance Family (62000-62999)	0	0	0	0	0	0	0	0	0	0	0	0
Ammunition, Explosives & Toxic Material Work Family (65000-65999)	1	1	0	0	0	0	0	0	1	1	0	0
Armanent Work Family (66000-66999)	1	1	0	0	0	0	0	0	1	1	0	0
Manufacture & Repair Ship Operation Family (67000-67999)	0	0	0	0	0	0	0	0	0	0	0	0
Warehousing Family (69000-69999)	119	109	10	0	0	0	52	0	67	57	10	0
Packing & Processing Family (70000-70999)	4	3	1	0	0	0	0	0	4	3	1	0
Laundry & Dry Cleaning Family (73000-73999)	43	21	22	0	0	0	0	0	43	21	22	0
Food Preparation & Serving Family (74000-74999)	4,027	1,598	2,416	13	0	0	0	0	4,027	1,598	2,416	13
Medical Services Family (75000-75999)	2	0	2	0	0	0	0	0	2	0	2	0
Merchandising & Personal Services Family (76000-76999)	671	360	311	0	0	0	0	0	671	360	311	0
Animal Caretaking Family (77000-77999)	36	32	4	0	0	0	0	0	36	32	4	0

(Continued)

Part-Time Permanent Employment by Main Occupational Series Heading by Pay Plan Group
(as of April 30, 1976)

Occupational Series	All Pay Plans			GS and Equivalent			Postal Pay Plans			Other Pay Plans		
	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women
BLUE COLLAR (cont.)												
Fluid Systems Family (82000-82999)	2	2	0	0	0	0	0	0	0	2	2	0
Instrumentation Family (83000-83999)	0	0	0	0	0	0	0	0	0	0	0	0
Reclamation Work Family (84000-84999)	0	0	0	0	0	0	0	0	0	0	0	0
Aircraft Propeller Overhaul Family (85000-85999)	0	0	0	0	0	0	0	0	0	0	0	0
Aircraft Engine Overhaul Family (86000-86999)	1	1	0	0	0	0	0	0	0	1	1	0
Manufacture, Repair, & Industrial Support Supervising Family (87000-87999)	0	0	0	0	0	0	0	0	0	0	0	0
Aircraft Overhaul Family (88000-88999)	1	1	0	0	0	0	0	0	0	1	1	0
Film Processing Family (90000-90999)	3	2	1	0	0	0	0	0	0	3	2	1
UNSPECIFIED (99999)	438	306	130	2	124	67	1	24	18	290	232	57

Note: The pay plans that are defined "equivalent" to the GS include: pay plans similar to the GS, the GS for the Canal Zone Government, Stay-in-School employment paid at rates similar to GS, pay plans for Foreign Service Officers, Foreign Service Reserves, Foreign Service Information Officers, Foreign Service Staff, and medical-dental and nursing pay plans of the Veterans Administration.

"Other" pay plans include any remaining white-collar pay plans such as Executive levels and those administratively determined, and all blue-collar pay plans.

Part-Time Permanent Employment by Occupation by GS and Equivalent Grades
(as of April 1976)

Occupation	Total	GS-01 thru GS-03			GS-04 thru GS-06			GS-07 thru GS-09			GS-10 thru GS-12			GS-13 thru GS-15			GS-16 thru GS-18			Unsp.		
		M* W* U*			M W U			M W U			M W U			M W U			M W U			M W U		
		M*	W*	U*	M	W	U	M	W	U	M	W	U	M	W	U	M	W	U	M	W	U
TOTAL	20,450	1,103	5,987	44	2,148	6,914	50	870	1,345	9	684	717	2	301	271	1	3	0	0	1	0	0
Trades, Crafts & Labor (00000-00099)**																						
Community Planning (00020)	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Outdoor Recreation Planning (00023)	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Park Management (00025)	10	0	0	0	4	0	0	5	1	0	0	0	0	0	0	0	0	0	0	0	0	0
Park Technician (00026)	61	3	5	0	38	15	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0
Environmental Protection Specialist (00028)	2	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Chaplain (00060)	273	0	0	0	0	0	0	0	0	0	0	273	0	0	0	0	0	0	0	0	0	0
Security Administration (00080)	1	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0
Fire Protection & Prevention (00081)	7	0	0	0	7	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Police (00083)	6	0	0	0	6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Guard (00085)	34	8	0	0	25	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Guide (00090)	2	0	1	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
General Student Trainee (00099)	36	5	1	0	21	9	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Social Science (00100-00199)																						
Social Science (00101)	31	0	0	0	0	1	0	1	4	0	4	12	0	0	0	0	0	0	0	0	0	0
Social Science Aid & Technician (00102)	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Social Insurance Administration (00105)	276	0	0	0	65	40	0	14	42	0	14	97	0	1	3	0	0	0	0	0	0	0
Economic (00110)	56	0	0	0	0	0	0	7	4	0	8	13	0	4	19	1	0	0	0	0	0	0
Economic Assistant (00119)	3	0	0	0	1	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Food Assistance Program Specialist (00120)	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Foreign Affairs (00130)	3	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0
International Relations (00131)	1	0	0	0	0	0	0	0	0	0	0	2	0	0	1	0	0	0	0	0	0	0
Intelligence (00132)	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
International Cooperation (00136)	1	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0
Manpower Research & Analysis (00140)	1	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0
Manpower Development (00142)	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Manpower Research (00143)	10	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0
Geography (00150)	3	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0
Equal Opportunity (00160)	27	0	0	0	0	0	0	3	5	0	3	12	0	1	3	0	0	0	0	0	0	0
History (00170)	8	0	0	0	0	1	0	0	0	0	1	1	0	0	0	0	0	0	0	0	0	0
Psychology (00180)	101	0	0	0	0	0	0	1	8	0	27	14	0	36	15	0	0	0	0	0	0	0

*M indicates Men, W indicates Women, and U indicates Unspecified.

**Occupational Series Codes

(Continued)

Part-Time Permanent Employment by Occupation by GS and Equivalent Grades
(as of April 1976)

Occupation	Total	GS-01 thru GS-03			GS-04 thru GS-06			GS-07 thru GS-09			GS-10 thru GS-12			GS-13 thru GS-15			GS-16 thru GS-18			Unsp.			
		M	W	U	M	W	U	M	W	U	M	W	U	M	W	U	M	W	U	M	W	U	
Clerical and Administrative (cont.)																							
Computer Specialist (00334)	127	0	0	0	3	5	0	13	22	1	19	42	0	5	17	0	0	0	0	0	0	0	0
Computer Aid & Technician (00335)	65	3	6	0	20	27	2	1	3	2	0	0	1	0	0	0	0	0	0	0	0	0	0
Administrative Officer (00341)	33	0	0	0	2	6	0	2	18	0	1	3	0	0	1	0	0	0	0	0	0	0	0
Office Services Management & Supervision (00342)	26	0	0	0	1	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0
Management Analysis (00343)	25	0	0	0	0	1	0	0	5	0	2	6	0	0	0	0	0	0	0	0	0	0	0
Management Clerical & Assistance (00344)	64	0	1	0	1	14	0	7	5	0	1	2	0	0	5	0	0	0	0	0	0	0	0
Program Analysis (00345)	37	15	16	0	0	0	0	4	7	0	3	25	0	5	20	0	0	0	0	0	0	0	0
Office Machine Operating (00350)	4	1	0	0	0	3	1	0	0	1	0	0	0	0	0	0	0	0	0	1	0	0	
Printing Clerical (00351)	140	3	93	0	1	42	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Data Transcriber (00356)	26	2	7	3	4	10	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Coding (00357)	7	0	1	0	3	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Electric Accounting Machine Operation (00359)	91	2	65	3	0	21	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Telephone Operating (00382)	17	1	6	0	4	6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Teletypist (00385)	1	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cryptographic Equipment Operation (00388)	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Communications Relay Operation (00390)	1	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Communications Management (00391)	1	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0
General Communications (00392)	9	0	0	0	2	6	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0
Communications Specialist (00393)	1	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Communications Clerical (00394)	2	0	0	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Biological Science (00400-00499)																							
General Biological Science (00401)	50	0	0	0	1	1	0	5	27	0	8	5	0	1	2	0	0	0	0	0	0	0	0
Microbiology (00403)	30	0	0	0	0	3	0	3	13	0	2	3	0	5	1	0	0	0	0	0	0	0	0
Biological Technician (00404)	419	82	44	0	139	94	0	16	44	0	2	0	0	5	1	0	0	0	0	0	0	0	0
Pharmacology (00405)	6	0	0	0	0	0	0	0	0	0	0	3	0	0	3	0	0	0	0	0	0	0	0
Zoology (00410)	2	0	0	0	1	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0
Physiology (00413)	8	0	0	0	0	0	0	2	1	0	1	1	0	2	1	0	0	0	0	0	0	0	0
Entomology (00414)	1	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Plant Pest Control Technician (00421)	1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Botany (00430)	2	0	0	0	1	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0
Plant Pathology (00434)	2	0	0	0	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0

Occupation	Total	GS-01 thru GS-03			GS-04 thru GS-06			GS-07 thru GS-09			GS-10 thru GS-12			GS-13 thru GS-15			GS-16 thru GS-18			Unsp.
		M	W	U	M	W	U	M	W	U	M	W	U	M	W	U	M	W	U	
<u>Health Science (cont.)</u>																				
Dental Assistant (00681)	5	0	1	0	0	4	0	0	0	0	0	0	0	0	0	0	0	0	0	
Dental Hygiene (00682)	4	0	0	0	0	4	0	0	0	0	0	0	0	0	0	0	0	0	0	
Dental Laboratory Aid & Technician (00683)	2	0	1	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	
Public Health Program Specialist (00685)	10	0	0	0	0	0	0	0	1	1	0	0	3	0	5	0	0	0	0	
Consumer Safety (00696)	2	0	0	0	0	1	0	0	1	0	0	0	0	0	0	0	0	0	0	
Environmental Health Technician (00698)	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Health Aid & Technician (00699)	70	12	5	0	20	24	0	6	3	0	0	0	0	0	0	0	0	0	0	
<u>Veterinary Science (00700-00799)</u>																				
Veterinary Medical Science (00701)	13	0	0	0	0	0	0	0	0	0	3	1	0	0	9	0	0	0	0	
Animal Health Technician (00704)	2	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
<u>Engineering (00800-00899)</u>																				
General Engineering (00801)	7	0	0	0	0	0	0	0	2	0	1	1	0	0	3	0	0	0	0	
Engineering Technician (00802)	135	15	1	0	68	12	3	31	2	0	2	1	0	0	0	0	0	0	0	
Materials Engineering (00806)	1	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	
Landscape Architecture (00807)	5	0	0	0	0	1	0	4	0	0	0	0	0	0	0	0	0	0	0	
Architecture (00808)	12	0	0	0	2	0	0	3	0	0	6	1	0	0	0	0	0	0	0	
Construction Control (00809)	59	0	0	0	9	0	0	50	0	0	0	0	0	0	0	0	0	0	0	
Civil Engineering (00810)	21	0	0	0	3	0	0	6	2	0	6	1	0	0	0	0	0	0	0	
Surveying Technician (00817)	19	5	0	0	12	0	0	2	0	0	0	0	0	0	0	0	0	0	0	
Engineering Drafting (00818)	56	6	2	0	32	10	1	2	0	0	0	0	0	0	0	0	0	0	0	
Sanitary Engineering (00819)	1	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	
Construction Analyst (00828)	2	0	0	0	0	0	0	1	0	0	1	0	0	0	0	0	0	0	0	
Mechanical Engineering (00830)	11	0	0	0	0	0	0	1	0	0	5	1	0	0	4	0	0	0	0	
Nuclear Engineering (00840)	2	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	
Electrical Engineering (00850)	5	0	0	0	1	0	0	1	0	0	1	1	0	0	1	0	0	0	0	
Electronics Engineering (00855)	24	0	0	0	0	0	0	0	6	0	9	1	0	0	8	0	0	0	0	
Electronics Technician (00856)	33	0	0	0	11	0	0	17	1	0	4	0	0	0	0	0	0	0	0	
Biomedical Engineering (00858)	4	0	0	0	0	0	0	1	0	0	2	0	0	0	1	0	0	0	0	
Biomedical Engineering (00860)	3	0	0	0	2	0	0	1	0	0	1	0	0	0	0	0	0	0	0	

Part-Time Permanent Employment by Occupation by GS and Equivalent Grades
(as of April 1976)

Occupation	Total	GS-01 thru GS-03			GS-04 thru GS-06			GS-07 thru GS-09			GS-10 thru GS-12			GS-13 thru GS-15			GS-16 thru GS-18			Unsp.			
		M W U			M W U			M W U			M W U			M W U			M W U			M W U			
		M	W	U	M	W	U	M	W	U	M	W	U	M	W	U	M	W	U	M	W	U	
Arts and Information (cont.)																							
Interpreter (01047)	1	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	
Foreign Language Broadcasting (01048)	1	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	
Music Specialist (01051)	2	0	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	
Art Specialist (01056)	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Photography (01060)	11	1	0	0	5	0	0	4	1	0	0	0	0	0	0	0	0	0	0	0	0	0	
Audio-Visual Production (01071)	5	0	0	0	1	0	0	2	1	0	1	0	0	0	0	0	0	0	0	0	0	0	
Public Information (01081)	30	0	0	0	1	2	0	4	5	0	3	4	0	3	8	0	0	0	0	0	0	0	
Writing & Editing (01082)	29	0	0	0	1	0	2	12	2	2	10	0	1	2	0	0	0	0	0	0	0	0	
Technical Writing & Editing (01083)	18	0	0	0	0	2	0	2	7	0	5	0	0	2	0	0	0	0	0	0	0	0	
Visual Information (01084)	12	0	0	0	0	4	0	1	3	0	1	3	0	0	0	0	0	0	0	0	0	0	
Foreign Information (01085)	1	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	
Editorial Assistance (01087)	44	0	2	0	1	36	0	0	5	0	0	0	0	0	0	0	0	0	0	0	0	0	
Business and Industry (01100-01199)																							
General Business & Industry (01101)	21	0	0	0	1	5	0	1	2	0	2	8	0	0	2	0	0	0	0	0	0	0	
Contract & Procurement (01102)	12	0	0	0	1	3	0	0	2	0	0	2	0	0	3	1	0	0	0	0	0	0	
Purchasing (01105)	34	0	0	0	3	30	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	
Procurement Clerical & Assistance (01106)	51	1	8	0	6	36	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Agricultural Program Specialist (01145)	2	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	
Agricultural Marketing (01146)	1	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Industrial Specialist (01150)	1	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	
Financial Analysis (01160)	2	0	0	0	0	0	0	1	0	0	0	0	0	0	1	0	0	0	0	0	0	0	
Loan Specialist (01165)	15	0	1	0	3	0	0	7	3	0	0	0	0	1	0	0	0	0	0	0	0	0	
Internal Revenue Officer (01169)	7	0	0	0	1	0	0	3	0	0	3	0	0	0	0	0	0	0	0	0	0	0	
Realty (01170)	9	0	0	0	1	1	0	2	3	1	1	0	0	0	0	0	0	0	0	0	0	0	
Appraising & Assessing (01171)	3	0	0	0	0	0	0	1	0	0	2	0	0	0	0	0	0	0	0	0	0	0	
Housing Management (01173)	2	0	0	0	0	0	0	1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	
Patent, Copyright & Trademark (01200-01299)																							
Patent Examining (01224)	1	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	

Part-Time Permanent Employment by Occupation by GS and Equivalent Grades
(as of April 1976)

Occupation	Total	GS-01 thru GS-03			GS-04 thru GS-06			GS-07 thru GS-09			GS-10 thru GS-12			GS-13 thru GS-15			GS-16 thru GS-18			Unsp.		
		M		U	M		U	M		U	M		U	M		U	M		U	M		U
Physical Science (01300-01399)																						
General Physical Science (01301)	17	0	0	0	0	0	0	0	4	0	4	2	0	6	1	0	0	0	0	0	0	0
Health Physics (01306)	7	0	0	0	0	0	0	0	0	0	1	1	0	2	1	0	0	0	0	0	0	0
Physics (01310)	52	0	0	0	0	0	0	4	0	0	15	7	0	18	5	0	2	0	0	0	0	0
Physical Science Technician (01311)	157	18	18	2	54	44	1	7	11	0	0	1	0	0	0	0	0	0	0	0	0	0
Geophysics (01313)	6	0	0	0	1	0	0	1	1	0	1	0	0	1	0	0	0	0	0	0	0	0
Hydrology (01315)	19	0	0	0	3	1	0	14	0	0	0	0	0	1	0	0	0	0	0	0	0	0
Hydrologic Technician (01316)	73	3	1	0	49	13	0	4	3	0	0	0	0	0	0	0	0	0	0	0	0	0
Chemistry (01320)	122	0	0	0	4	5	0	17	45	0	13	23	0	11	4	0	0	0	0	0	0	0
Astronomy & Space Science (01330)	6	0	0	0	0	0	0	0	0	0	3	0	0	1	1	0	1	0	0	0	0	0
Meteorology (01340)	4	0	0	0	0	0	0	2	0	0	1	1	0	0	0	0	0	0	0	0	0	0
Meteorological Technician (01341)	9	3	0	0	2	0	0	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Geology (01350)	53	0	0	0	5	2	0	11	12	3	13	5	2	0	0	0	0	0	0	0	0	0
Oceanography (01360)	10	0	0	0	1	0	0	3	1	0	4	1	0	0	0	0	0	0	0	0	0	0
Cartography (01370)	2	0	0	0	0	0	0	0	1	0	0	1	0	0	0	0	0	0	0	0	0	0
Cartographic Technician (01371)	48	3	3	0	18	15	0	3	5	0	1	0	0	0	0	0	0	0	0	0	0	0
Geodesy (01372)	2	0	0	0	0	0	0	0	0	0	0	1	0	0	1	0	0	0	0	0	0	0
Land Surveying (01373)	2	0	0	0	1	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0
Food Technology (01382)	5	0	0	0	0	1	0	1	2	0	0	1	0	0	0	0	0	0	0	0	0	0
Physical Science Student Trainee (01399)	2	1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Library Science (01400-01499)																						
Librarian (01410)	59	0	0	0	0	2	0	5	32	0	1	18	0	0	1	0	0	0	0	0	0	0
Library Technician (01411)	90	5	13	0	7	62	0	0	3	0	0	0	0	0	0	0	0	0	0	0	0	0
Technical Information Services (01412)	23	0	0	0	0	2	0	2	6	0	0	13	0	0	0	0	0	0	0	0	0	0
Archivist (01420)	2	0	0	0	0	0	0	0	1	0	1	0	0	0	0	0	0	0	0	0	0	0
Archives Technician (01421)	7	1	1	0	4	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Mathematical Science (01500-01599)																						
Actuary (01510)	1	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0
Operations Research (01515)	9	0	0	0	0	0	0	0	2	0	3	3	0	0	1	0	0	0	0	0	0	0
Mathematics (01520)	59	0	0	0	2	1	0	2	6	0	7	28	0	5	8	0	0	0	0	0	0	0

Part-Time Permanent Employment by Occupation by GS and Equivalent Grades
(as of April 1976)

Occupation	65-01 thru 65-03			65-04 thru 65-06			65-07 thru 65-09			65-10 thru 65-12			65-13 thru 65-15			65-16 thru 65-18			Unsp. M W U	
	M W U			M W U			M W U			M W U			M W U			M W U				
	Total																			
<u>Investigation (cont.)</u>																				
Customs Warehouse Officer (01895)	10	0	0	0	5	4	0	1	0	0	0	0	0	0	0	0	0	0	0	
Customs Aid (01897)	5	0	0	0	3	1	0	0	1	0	0	0	0	0	0	0	0	0	0	
Miscellaneous Inspection (01899)	12	0	0	0	11	1	0	0	0	0	0	0	0	0	0	0	0	0	0	
<u>Quality (01900-01999)</u>																				
Quality Assurance (01910)	1	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	
Agricultural Commodity Aid (01981)	11	0	0	0	0	0	0	1	10	0	0	0	0	0	0	0	0	0	0	
<u>Supply (02000-02099)</u>																				
General Supply (02001)	4	0	1	0	2	0	0	0	0	0	1	0	0	0	0	0	0	0	0	
Supply Program Management (02003)	1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Supply Clerical & Technician (02005)	86	20	18	0	22	24	0	2	0	0	0	0	0	0	0	0	0	0	0	
Sales Store Clerical (02091)	444	27	414	0	0	3	0	0	0	0	0	0	0	0	0	0	0	0	0	
<u>Transportation (02100-02199)</u>																				
General Transportation (02101)	2	0	0	0	1	0	0	1	0	0	0	0	0	0	0	0	0	0	0	
Freight Rate (02131)	1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Travel (02132)	12	0	0	0	0	10	0	0	2	0	0	0	0	0	0	0	0	0	0	
Shipment Clerical (02134)	3	0	0	0	1	2	0	0	0	0	0	0	0	0	0	0	0	0	0	
Air Traffic Control (02152)	1	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	
<u>Unspecified</u>	124	2	12	0	12	8	0	19	35	1	10	9	0	13	3	0	0	0	1	0

Part-Time Permanent Employment by the 20 Executive Departments/Independent Agencies
with the Highest Percentage of Part-Time Permanent Employees
(as of April 30, 1976)

Agency	Total Employment	Part-Time Permanent Employment				Total Handi- capped	Total Minor- ities	Total Youth Under 23	Total Older Adults 55 & Above
		Total PIP ¹	% ²	Men	Women				
Commission of Fine Arts	2	1	50.0	1	0	0	0	1	0
Upper Great Lakes Regional Commission	6	1	16.7	0	1	0	0	0	0
Post Office	686,761	110,640	16.1	68,708	41,928	1,597	18,859	13,354	12,297
Pacific North West Regional Commission	7	1	14.3	0	1	0	0	0	0
Selective Service System	610	63	10.3	2	61	0	5	0	26
Council on International Economic Policy	33	3	9.1	3	0	0	0	3	0
Veterans Administration	225,162	20,247	9.0	12,953	7,285	401	3,299	1,396	1,422
Inter-American Foundation	75	5	6.7	0	5	0	0	0	0
National Foundation on the Arts & Humanities	2,430	121	5.0	38	81	2	35	11	1
Council of Economic Advisors	45	2	4.4	0	2	0	0	0	0
Consumer Product Safety Commission	1,031	41	4.0	3	38	0	5	1	6
National Commission on Productivity & Work Quality	53	2	3.8	1	1	0	0	0	2
U.S. Soldiers' & Airmen's Home	1,111	41	3.7	10	26	0	28	15	1
Civil Service Commission	9,170	322	3.5	55	266	10	108	86	20
Commission on the Review of the National Policy Toward Gambling	59	2	3.4	2	0	0	0	1	0
Pennsylvania Avenue Development Corporation	29	1	3.4	0	1	0	1	0	0
Department of the Interior	84,768	2,733	3.2	1,082	1,596	22	435	328	217
Department of Agriculture	123,355	3,576	2.9	989	2,586	67	288	469	295
Federal Election Commission	144	4	2.8	1	2	0	0	1	0
Department of Health, Education & Welfare	148,344	3,954	2.7	813	3,141	62	726	619	296

¹Part-Time Permanent Employment

²Per cent of Total Employment

³Unspecified

Part-Time Permanent Employment by Agency by Year as of April 30

Agency	1976					1975					1974						
	Part-Time Permanent Employment					Part-Time Permanent Employment					Part-Time Permanent Employment						
	Total Employment	Total	% 1	Men	Women U ²	Total Employment	Total	%	Men	Women U	Total Employment	Total	%	Men	Women U		
TOTAL	2,758,110	149,900	5.4	86,937	62,824	139	2,776,781	160,108	5.8	95,169	64,853	86	2,779,675	158,491	5.7	95,592	62,802
TOTAL (Excluding U.S. Postal Service)	2,071,349	39,260	1.9	18,229	20,896	135	2,058,107	35,278	1.7	16,633	18,569	76	2,050,902	29,406	1.4	14,385	14,935
EXECUTIVE BRANCH																	
Executive Office of the President	(3)																
White House Office	79	0	0	0	0	0	80	0	0	0	0	0	72	0	0	0	0
Executive Residence	2	0	0	0	0	0	2	0	0	0	0	0	2	0	0	0	0
Office of the Vice President	685	9	1.3	2	7	0	624	6	1.0	1	5	0	641	5	0.8	1	4
Office of Management & Budget	1	0	0	0	0	0	2	1	50.0	0	1	0	2	1	50.0	0	1
Citizens Advisory Committee on Environmental Quality	45	2	4.4	0	2	0	47	2	4.3	0	2	0	55	1	1.8	0	1
Council of Economic Advisors	60	0	0	0	0	0	66	0	0	0	0	0	53	0	0	0	0
Council on Environmental Quality	33	3	9.1	3	0	0	38	2	5.3	2	0	0	31	3	9.7	2	1
Council on International Economic Policy	47	1	2.1	1	0	0	19	0	0	0	0	0	---	---	---	---	---
Council on Wage & Price Stability	50	0	0	0	0	0	36	1	2.8	0	1	0	30	1	3.3	0	1
Domestic Council	84	0	0	0	0	0	80	0	0	0	0	0	72	0	0	0	0
National Security Council	59	1	1.7	0	1	0	49	1	2.0	0	1	0	43	0	0	0	0
Office of the Special Representatives for Trade Negotiations	77	1	1.3	0	1	0	78	1	1.3	0	1	0	67	0	0	0	0
Office of Telecommunications Policy	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Special Assistance to the President																	
Federal Executive Departments																	
Department of Agriculture	123,355	3,576	2.9	989	2,586	1	117,284	3,480	3.0	1,058	2,422	0	117,828	2,826	2.4	757	2,069
Department of Commerce	37,558	866	2.3	217	644	5	36,291	630	1.7	133	494	3	35,226	465	1.3	101	361
Department of Defense	71,084	70	0.1	18	52	0	73,131	81	0.1	25	56	0	72,849	60	0.1	19	41
Dept. of the Air Force	243,613	198	0.1	80	118	0	258,224	228	0.1	82	146	0	266,418	280	0.1	107	170
Dept. of the Army	353,817	867	0.2	280	587	0	356,284	674	0.2	264	410	0	365,770	445	0.1	206	230
Dept. of the Navy	301,331	1,328	0.4	541	787	0	308,520	1,655	0.5	651	1,001	3	315,407	1,520	0.5	580	938
Department of Health, Education, & Welfare	148,344	3,954	2.7	813	3,141	0	143,179	3,270	2.3	483	2,787	0	136,770	1,682	1.2	234	1,448
Department of Housing & Urban Development	17,263	112	0.6	12	100	0	17,106	86	0.5	5	81	0	17,184	68	0.4	6	61

(continued)

¹Per cent of Total Employment²Unspecified³Not Available

Part-Time Permanent Employment by Agency by Year as of April 30

Agency	Total Employment	1976					1975					1974				
		Part-Time Permanent Employment					Part-Time Permanent Employment					Part-Time Permanent Employment				
		Total	%	Men	Women	U	Total	%	Men	Women	U	Total	%	Men	Women	U
Fed. Executive Departments (cont.)																
Department of the Interior	84,768	2,733	3.2	1,082	1,596	55	1,949	2.4	786	1,150	15	1,296	1.8	519	772	5
Department of Justice	53,163	260	0.5	84	176	0	164	0.3	56	108	0	130	0.3	35	95	0
Department of Labor	16,023	112	0.7	13	97	2	115	0.8	16	97	2	83	0.6	11	72	0
Department of State	17,214	227	1.3	32	195	0	223	1.3	37	185	1	18,053	1.0	27	149	0
Department of Transportation	74,000	172	0.2	70	102	0	416	0.6	102	314	0	71,112	0.6	110	298	0
Department of Treasury	132,737	3,107	2.3	699	2,362	46	1,867	1.5	612	1,212	43	1,206	0.9	475	672	59
Independent Agencies, Commissions																
Action	1,782	6	0.3	1	5	0	1,717	2	0	1	0	1,904	0	0	0	0
Administrative Conference of the U.S.	28	0	0	0	0	0	29	0	0	0	0	23	0	0	0	0
Advisory Commission on Inter-governmental Relations	51	0	0	0	0	0	42	1	2	4	0	3	0	0	0	0
Advisory Committee on Federal Pay	4	0	0	0	0	0	4	0	0	0	0	4	0	0	0	0
American Battle Monuments Commission	45	0	0	0	0	0	44	0	0	0	0	41	0	0	0	0
American Revolution Bicentennial Administration	236	0	0	0	0	0	191	1	0	1	0	93	1	1.1	0	1
Appalachian Regional Commission	10	0	0	0	0	0	10	0	0	0	0	9	0	0	0	0
Atomic Energy Commission	34	0	0	0	0	0	37	0	0	0	0	7,685	49	0.6	6	43
Board for International Broadcasting	13	0	0	0	0	0	14	0	0	0	0	---	---	---	---	---
Cabinet Committee on Opportunities for Spanish-Speaking People	1	0	0	0	0	0	1	0	0	0	0	43	1	2.3	0	1
Canal Zone Government	1,867	45	2.4	28	17	0	1,928	46	2.4	28	18	1,794	42	2.3	30	12
Central Intelligence Agency	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Civil Aeronautics Board	782	4	0.5	1	3	0	704	6	0.9	3	3	669	3	0.4	1	2
Coastal Plains Regional Commission	13	0	0	0	0	0	13	0	0	0	0	0	0	0	0	0
Commission of Fine Arts	2	1	50.0	1	0	0	2	1	50.0	1	0	6	0	0	0	0
Commission on American Shipbuilding	---	---	---	---	---	---	---	---	---	---	---	1	100.0	1	0	0
Commission on CIA Activities within the United States	---	---	---	---	---	---	10	0	0	0	0	---	---	---	---	---
Commission on Federal Paperwork	114	1	0.9	0	1	0	---	---	---	---	---	---	---	---	---	---
Commission on the Organization of the Government for the Conduct of Foreign Policy	---	---	---	---	---	---	32	1	3.1	1	0	30	0	0	0	0

(continued)

Part-Time Permanent Employment by Agency by Year as of April 30

Agency	1976				1975				1974			
	Part-Time Permanent Employment		Total Employment		Part-Time Permanent Employment		Total Employment		Part-Time Permanent Employment		Total Employment	
	Total	%	Men	Women	Total	%	Men	Women	Total	%	Men	Women
Independent Agencies (cont.)												
Commission on the Review of the National Policy Toward Gambling	59	2	3.4	2	0	0	0	0	1	2.1	0	1
Committee for Purchase of Products and Services of the Blind and Other Severely Handicapped	12	0	0	0	0	0	0	0	0	0	0	0
Commodity Futures Trading Commission	414	0	0	0	0	0	0	0	---	---	---	---
Community Services Administration	1,054	3	0.3	0	3	0	3	0	1	0.1	0	1
Consumer Product Safety Commission	1,031	41	4.0	3	38	0	3	35	34	3.1	4	30
Cost of Living Council	95	0	0	0	0	0	0	0	0	0	0	0
Defense Manpower Commission	38	0	0	0	0	0	0	0	0	0	0	0
Delaware River Basin Commission	2	0	0	0	0	0	0	0	0	0	0	0
District of Columbia Government	---	---	---	---	---	---	---	---	---	---	---	---
Energy Research & Development Admin.	9,164	103	1.1	26	77	0	7	70	69	0.9	21	48
Environmental Protection Agency	11,738	131	1.1	40	90	1	11	79	92	0.8	18	74
Equal Employment Opportunity Comm.	2,360	7	0.3	1	5	1	2	3	7	0.3	2	5
Export-Import Bank of the U.S.	477	3	0.6	1	2	0	0	2	3	0.7	1	2
Farm Credit Administration	234	2	0.9	0	2	0	0	2	1	0.5	0	1
Federal Communications Commission	2,120	4	0.2	2	2	0	0	2	6	0.3	2	4
Federal Deposit Insurance Corp.	3,314	6	0.2	0	6	0	0	6	3	0.1	0	3
Federal Election Commission	144	4	2.8	1	2	1	0	1	2	0.1	0	2
Federal Energy Administration	3,624	5	0.1	3	2	0	0	2	5	0.2	1	4
Federal Energy Office	---	---	---	---	---	---	---	---	---	---	---	---
Federal Home Loan Bank Board	1,412	3	0.2	1	2	0	0	2	4	0.3	1	3
Federal Maritime Commission	311	0	0	0	0	0	0	0	1	0.3	0	1
Federal Mediation & Conciliation Service	610	0	0	0	0	0	0	0	0	0	0	0
Federal Metal & Non-Metallic Mine Safety Board of Review	---	---	---	---	---	---	---	---	6	0	0	0
Federal Power Commission	1,376	10	0.7	4	6	0	0	6	11	0.8	2	9
Federal Reserve System	---	---	---	---	---	---	---	---	---	---	---	---
Federal Trade Commission	1,762	16	0.9	3	13	0	1	12	16	1.0	3	13
Foreign Claims Settlement Commission	31	0	0	0	0	0	0	0	0	0	0	0

(continued)

Part-Time Permanent Employment by Agency by Year as of April 30

Agency	1976				1975				1974			
	Total Employment		Part-Time Permanent Employment		Total Employment		Part-Time Permanent Employment		Total Employment		Part-Time Permanent Employment	
			Total	%	Men	Women	Total	%	Men	Women	Total	%
Independent Agencies (cont.)												
Four Corners Regional Commission	7		0	0	0	0	8	0	0	0	0	0
General Services Administration	38,801		220	0.6	56	160	39,444	228	0.6	43	185	0
Harry S. Truman Scholarship Found.	9		0	0	0	0	---	---	---	---	---	---
Indian Claims Commission	42		0	0	0	0	40	0	0	0	0	0
Inter-American Foundation	75		5	6.7	0	5	77	6	7.8	1	5	0
Interstate Commerce Commission	2,053		5	0.2	1	4	2,028	3	0.1	0	3	0
Japan-United States Friendship Commission	5		0	0	0	0	---	---	---	---	---	---
Joint Federal-State Land Use Planning Commission for Alaska	28		0	0	0	0	30	0	0	0	0	0
Marine Mammal Commission	23		0	0	0	0	19	0	0	0	0	0
National Advisory Committee on the Oceans and Atmosphere	31		0	0	0	0	36	0	0	0	0	0
National Advisory Council on Vocational Education	---		---	---	---	---	---	---	---	---	---	---
National Aeronautics & Space Admin.	25,643		10	0.0*	3	7	25,872	6	0.0*	0	6	0
National Capitol Housing Authority	1		0	0	0	0	1	0	0	0	0	0
National Capitol Planning Comm.	64		0	0	0	0	59	0	0	0	0	0
National Commission for Manpower Policy	10		0	0	0	0	---	---	---	---	---	---
National Commission for Review of Federal & State Laws Related to Wiretapping & Electronic Surveillance	15		0	0	0	0	38	2	5.3	0	2	0
National Commission on Electronic Fund Transfers	21		0	0	0	0	---	---	---	---	---	---
National Commission on Libraries & Information Science	---		---	---	---	---	---	---	---	---	---	---
National Commission on Productivity & Work Quality	53		2	3.8	1	1	45	1	2.2	0	1	0
National Commission on Supplies & Shortages	41		0	0	0	0	---	---	---	---	---	---

*Rounded to the nearest decimal point.

(continued)

Part-Time Permanent Employment by Agency by Year as of April 30

Agency	1976				1975				1974			
	Part-Time Permanent Employment		Total Employment		Part-Time Permanent Employment		Total Employment		Part-Time Permanent Employment		Total Employment	
	Total	%	Men	Women	Total	%	Men	Women	Total	%	Men	Women
Independent Agencies (cont.)												
National Council on Indian Oppor- tunities	---	---	---	---	---	---	---	---	13	0	0	0
National Credit Union Administration	613	1 0.2	1	0	588	1 0.2	1	0	522	1 0.2	1	0
National Foundation on the Arts & the Humanities	2,430	121 5.0	38	81	2,054	108 5.3	34	73	1,532	92 6.0	25	67
National Labor Relations Board	2,501	8 0.3	0	8	2,381	11 0.5	2	9	2,391	9 0.4	1	8
National Mediation Board	75	0 0	0	0	71	0 0	0	0	72	0 0	0	0
National Science Foundation	1,888	16 0.8	4	10	1,903	21 1.1	5	15	1,771	24 1.4	6	17
National Security Agency	---	---	---	---	---	---	---	---	---	---	---	---
National Study Commission on Records & Documents of Federal Officials	17	0 0	0	0	---	---	---	---	---	---	---	---
National Transportation Safety Board	309	0 0	0	0	285	1 0.4	1	0	---	---	---	---
New England Regional Commission	11	0 0	0	0	12	0 0	0	0	11	0 0	0	0
Nuclear Regulatory Commission	2,507	30 1.2	7	23	2,082	9 0.4	2	7	---	---	---	---
Occupational Safety & Health Review Commission	172	0 0	0	0	170	2 1.2	2	0	152	1 0.7	1	0
Office of Economic Opportunity	117	0 0	0	0	142	0 0	0	0	1,160	3 0.3	0	3
Office of Emergency Preparedness	389	0 0	0	0	402	0 0	0	0	419	0 0	0	0
Old West Regional Commission	7	0 0	0	0	6	0 0	0	0	8	0 0	0	0
Overseas Private Investment Corp.	136	1 0.7	0	1	131	0 0	0	0	126	2 1.6	1	1
Ozarks Regional Commission	8	0 0	0	0	8	0 0	0	0	6	0 0	0	0
Pacific-Northwest Regional Comm.	7	1 14.3	0	1	6	0 0	0	0	7	0 0	0	0
Panama Canal Company	2,425	25 1.0	6	19	2,268	30 1.3	3	27	2,161	13 0.6	1	12
Pennsylvania Avenue Development Corp.	29	1 3.4	0	1	21	0 0	0	0	19	0 0	0	0
Pension Benefit Guaranty Corp.	313	4 1.3	1	3	---	---	---	---	---	---	---	---
Postal Rate Commission	---	---	---	---	9	0 0	0	0	---	---	---	---
Presidential Clemency Board	23	0 0	0	0	---	---	---	---	---	---	---	---
Privacy Protection Study Comm.	---	---	---	---	---	---	---	---	---	---	---	---
Public International Organizations	---	---	---	---	---	---	---	---	---	---	---	---
Railroad Retirement Board	2,045	2 0.1	1	1	1,950	3 0.2	1	2	1,760	4 0.2	1	3
Renegotiation Board	1,187	0 0	0	0	196	0 0	0	0	192	0 0	0	0
Securities & Exchange Commission	1,982	9 0.5	2	7	2,002	12 0.6	2	10	1,783	7 0.4	1	6
Selective Service System	610	63 10.3	2	61	2,619	265 10.1	3	260	3,599	311 8.6	9	302

(continued)

Part-Time Permanent Employment by Agency by Year as of April 30

Agency	1976				1975				1974				
	Part-Time Permanent Employment		Total Employment		Part-Time Permanent Employment		Total Employment		Part-Time Permanent Employment		Total Employment		
	Total	%	Men	Women	Total	%	Men	Women	Total	%	Men	Women	
Independent Agencies (cont.)													
Small Business Administration	4,679	23	0.5	4	19	0			4,696	12	0.3	3	9
Smithsonian Institution	3,759	53	1.4	13	40	0			3,559	48	1.3	12	36
Special Action Office for Drug Abuse Prevention	9	0	0	0	0	0			70	0	0	0	0
Susquehanna River Basin Commission	4	0	0	0	0	0			3	0	0	0	0
Tennessee Valley Authority	---	---	---	---	---	---			---	---	---	---	---
U.S. Arms Control & Disarmament Agency	266	4	1.5	2	2	0			260	2	0.8	1	1
U.S. Civil Service Commission	9,170	322	3.5	55	266	1			8,979	313	3.5	64	249
U.S. Commission on Civil Rights	314	3	1.0	0	3	0			288	2	0.7	0	2
U.S. Information Agency	4,261	21	0.5	3	18	0			4,296	15	0.3	0	15
U.S. International Trade Commission	376	0	0	0	0	0			388	4	1.0	1	3
U.S. Postal Service	686,761	110,640	16.1	68,708	41,928	4			718,674	124,830	17.4	78,536	46,284
U.S. Soldiers' & Airmen's Home	1,111	41	3.7	10	26	5			1,108	15	1.4	5	10
U.S. Water Resources Council	51	0	0	0	0	0			50	0	0	0	0
Upper Great Lakes Regional Comm.	6	1	16.7	0	1	0			7	2	28.6	0	2
Veterans Administration	225,162	20,247	9.0	12,953	7,285	9			216,180	18,970	8.8	12,035	6,930
JUDICIAL BRANCH	435	1	0.2	1	0	0			359	1	0.3	0	1
LEGISLATIVE BRANCH													
Congress	---	---	---	---	---	---			---	---	---	---	---
Architect of the Capitol	---	---	---	---	---	---			---	---	---	---	---
Botanic Garden	---	---	---	---	---	---			---	---	---	---	---
Cost Accounting Standards Board	49	0	0	0	0	0			48	0	0	0	0
General Accounting Office	5,284	20	0.4	8	12	0			5,576	16	0.3	8	8
Government Printing Office	8,628	1	0.0*	1	0	0			8,709	0	0	0	0
Library of Congress	---	---	---	---	---	---			---	---	---	---	---
National Study Commission	26	0	0	0	0	0			108	0	0	0	0
U.S. Tax Court	180	3	1.7	2	1	0			179	5	2.8	4	1

*Rounded to the nearest decimal point.

Part-Time Permanent Employment of Older Adults 55 and Above by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Older Adults % ²	Total Employment	Total PTP	Total Older Adults %	Total Employment	Total PTP	Total Older Adults %
TOTAL	2,758,110	149,900	15,072	2,776,791	150,108	17,094	2,779,675	158,491	18,622
TOTAL (Excluding U.S. Postal Service)	2,071,349	39,260	2,775	2,058,107	35,278	3,118	2,050,902	29,406	2,897
EXECUTIVE BRANCH									
Executive Office of the President	---	---	---	---	---	---	---	---	---
White House Office	(3)								
Executive Residence	79	0	0	80	0	0	72	0	0
Office of the Vice President	2	0	0	2	0	0	2	0	0
Office of Management & Budget	685	9	0	624	6	0	641	5	0
Citizens Advisory Committee on Environmental Quality	1	0	0	2	1	0	2	1	0
Council of Economic Advisors	45	2	0	47	2	0	55	1	0
Council on Environmental Quality	60	0	0	66	0	0	53	0	0
Council on International Economic Policy	33	3	0	38	2	0	31	3	0
Council on Wage & Price Stability	47	1	0	19	0	0	---	---	---
Domestic Council	50	0	0	36	1	1	30	1	1
National Security Council	84	0	0	80	0	0	72	0	0
Office of the Special Representatives for Trade Negotiations	59	1	0	49	1	0	43	0	0
Office of Telecommunications Policy	77	1	0	78	1	0	67	0	0
Special Assistance to the President	---	---	---	---	---	---	---	---	---
Federal Executive Departments									
Department of Agriculture	123,355	3,576	295	117,284	3,480	366	117,828	2,826	331
Department of Commerce	37,558	866	58	36,291	630	53	35,226	465	43
Department of Defense	71,084	70	5	73,131	81	7	72,849	60	6
Dept. of the Air Force	243,613	198	34	258,224	228	22	266,418	280	35
Dept. of the Army	353,817	867	64	356,284	674	52	365,770	445	49
Dept. of the Navy	301,331	1,328	97	308,520	1,655	122	315,407	1,520	122
Department of Health, Education, & Welfare	148,344	3,954	296	143,179	3,270	456	136,770	1,682	234
Department of Housing & Urban Development	17,263	112	8	17,106	86	9	17,184	68	10

(continued)

¹Part-Time Permanent Employees²per cent of Part-Time Permanent Employment³Not Available

Part-Time Permanent Employment of Older Adults 55 and Above by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Older Adults	Total Employment	Total PTP	Total Older Adults	Total Employment	Total PTP	Total Older Adults
Fed. Executive Departments (cont.)									
Department of the Interior	84,768	2,733	217	79,867	1,949	203	73,903	1,296	164
Department of Justice	53,163	260	13	51,060	164	9	49,774	130	9
Department of Labor	16,023	112	6	14,250	115	10	13,550	83	10
Department of State	17,214	227	18	17,552	223	22	18,053	176	19
Department of Transportation	74,000	172	32	72,209	416	61	71,112	398	65
Department of Treasury	132,737	3,107	87	127,728	1,867	44	128,106	1,206	41
									3.4
Independent Agencies, Commissions									
Action	1,782	6	0	1,717	2	0	1,904	0	0
Administrative Conference of the U.S.	28	0	0	29	0	0	23	0	0
Advisory Commission on Inter- governmental Relations	51	0	0	42	1	0	3	0	0
Advisory Committee on Federal Pay	4	0	0	4	0	0	4	0	0
American Battle Monuments Commission	45	0	0	44	0	0	41	0	0
American Revolution Bicentennial Administration	236	0	0	191	1	0	93	1	0
Appalachian Regional Commission	10	0	0	10	0	0	9	0	0
Atomic Energy Commission	34	0	0	37	0	0	7,685	49	8
Board for International Broadcasting	13	0	0	14	0	0	---	---	16.3
Cabinet Committee on Opportunities for Spanish-Speaking People	1	0	0	1	0	0	43	1	0
Canal Zone Government	1,867	45	0	1,928	46	0	1,794	42	2
Central Intelligence Agency	---	---	---	---	---	---	---	---	4.8
Civil Aeronautics Board	782	4	0	704	6	0	669	3	0
Coastal Plains Regional Commission	13	0	0	13	0	0	7	0	0
Commission of Fine Arts	2	1	0	2	1	0	6	0	0
Commission on American Shipbuilding	---	---	---	---	---	---	1	1	0
Commission on CIA Activities within the United States	---	---	---	10	0	0	---	---	---
Commission on Federal Paperwork	114	1	0	32	1	1	---	---	---
Commission on the Organization of the Government for the Conduct of Foreign Policy	---	---	---	---	---	---	30	0	0

(continued)

Part-Time Permanent Employment of Older Adults 55 and Above by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Older Adults %	Total Employment	Total PTP	Total Older Adults %	Total Employment	Total PTP	Total Older Adults %
Independent Agencies (cont.)									
Commission on the Review of the National Policy Toward Gambling	59	2	0	48	1	0	25	2	0
Committee for Purchase of Products and Services of the Blind and Other Severely Handicapped	12	0	0	13	0	0	11	0	0
Commodity Futures Trading Commission	414	0	0	---	---	---	---	---	---
Community Services Administration	1,054	3	0	1,027	1	0	---	---	---
Consumer Product Safety Commission	1,031	41	14.6	1,080	34	5	877	31	5
Cost of Living Council	95	0	0	97	0	0	923	4	0
Defense Manpower Commission	38	0	0	38	0	0	7	0	0
Delaware River Basin Commission	2	0	0	2	0	0	2	0	0
District of Columbia Government	---	---	---	---	---	---	---	---	---
Energy Research & Development Admin.	9,164	103	7.8	7,707	69	6	---	---	---
Environmental Protection Agency	11,738	131	6.9	11,214	92	8	10,578	73	12
Equal Employment Opportunity Comm.	2,360	7	0	2,275	7	0	2,027	7	0
Export-Import Bank of the U.S.	477	3	33.3	439	3	1	386	0	0
Farm Credit Administration	234	2	0	219	1	0	213	1	0
Federal Communications Commission	2,120	4	25.0	2,020	6	1	1,855	3	1
Federal Deposit Insurance Corp.	3,314	6	0	2,863	3	0	2,642	3	0
Federal Election Commission	144	4	0	6	0	0	---	---	---
Federal Energy Administration	3,624	5	0	3,288	5	0	---	---	---
Federal Energy Office	---	---	---	---	---	---	---	---	---
Federal Home Loan Bank Board	1,412	3	0	1,420	4	0	2,229	2	0
Federal Maritime Commission	311	0	0	313	1	0	1,345	4	0
Federal Mediation & Conciliation Service	610	0	0	531	0	0	297	0	0
Federal Metal & Non-Metallic Mine Safety Board of Review	---	---	---	6	0	0	451	0	0
Federal Power Commission	1,376	10	0	1,400	11	1	1,307	7	1
Federal Reserve System	---	---	---	---	---	---	---	---	---
Federal Trade Commission	1,762	16	6.3	1,618	16	1	1,680	9	1
Foreign Claims Settlement Commission	31	0	0	33	0	0	23	0	0

(continued)

Part-Time Permanent Employment of Older Adults 55 and Above by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Older Adults %	Total Employment	Total PTP	Total Older Adults %	Total Employment	Total PTP	Total Older Adults %
Independent Agencies (cont.)									
Four Corners Regional Commission	7	0	0	8	0	0	8	0	0
General Services Administration	38,801	220	22	39,444	228	23	39,337	217	31
Harry S. Truman Scholarship Found.	9	0	0	---	---	---	---	---	14.3
Indian Claims Commission	42	0	0	40	0	0	45	0	0
Inter-American Foundation	75	5	0	77	6	0	68	3	0
Interstate Commerce Commission	2,053	5	0	2,028	3	0	2,156	4	0
Japan-United States Friendship Commission	5	0	0	---	---	---	---	---	---
Joint Federal-State Land Use Planning Commission for Alaska	28	0	0	30	0	0	32	0	0
Marine Mammal Commission	23	0	0	19	0	0	16	0	0
National Advisory Committee on the Oceans and Atmosphere	31	0	0	36	0	0	34	0	0
National Advisory Council on Voca- tional Education	---	---	---	---	---	---	---	---	---
National Aeronautics & Space Admin.	25,643	10	0	25,872	6	0	26,810	4	0
National Capital Housing Authority	1	0	0	1	0	0	763	0	0
National Capital Planning Comm.	64	0	0	59	0	0	66	0	0
National Commission for Manpower Policy	10	0	0	---	---	---	---	---	---
National Commission for Review of Federal & State Laws Related to Wiretapping & Electronic Surveillance	15	0	0	38	2	0	5	0	0
National Commission on Electronic Fund Transfers	21	0	0	---	---	---	---	---	---
National Commission on Libraries & Information Science	---	---	---	---	---	---	---	---	---
National Commission on Productivity & Work Quality	53	2	2	45	1	0	---	---	---
National Commission on Supplies & Shortages	41	0	0	---	---	---	---	---	---

(continued)

Part-Time Permanent Employment of Older Adults 55 and Above by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Older Adults %	Total Employment	Total PTP	Total Older Adults %	Total Employment	Total PTP	Total Older Adults %
Independent Agencies (cont.)									
National Council on Indian Oppor- tunities	---	---	---	---	---	---	13	0	0
National Credit Union Administration	613	1	0	588	1	0	522	1	0
National Foundation on the Arts & the Humanities	2,430	121	0.8	2,054	108	1	1,532	92	2
National Labor Relations Board	2,501	8	0	2,381	11	3	2,391	9	1
National Mediation Board	75	0	0	71	0	0	72	0	0
National Science Foundation	1,888	16	3	1,903	21	4	1,771	24	5
National Security Agency	---	---	---	---	---	---	---	---	---
National Study Commission on Records & Documents of Federal Officials	17	0	0	---	---	---	---	---	---
National Transportation Safety Board	309	0	0	285	1	0	---	---	---
New England Regional Commission	11	0	0	12	0	0	11	0	0
Nuclear Regulatory Commission	2,507	30	1	2,082	9	1	---	---	---
Occupational Safety & Health Review Commission	172	0	0	170	2	0	152	1	0
Office of Economic Opportunity	117	0	0	142	0	0	1,160	3	0
Office of Emergency Preparedness	389	0	0	402	0	0	419	0	0
Old West Regional Commission	7	0	0	6	0	0	8	0	0
Overseas Private Investment Corp.	136	1	0	131	0	0	126	2	0
Ozarks Regional Commission	8	0	0	8	0	0	6	0	0
Pacific-Northwest Regional Comm.	7	1	0	6	0	0	7	0	0
Panama Canal Company	2,425	25	1	2,268	30	1	2,161	13	0
Pennsylvania Avenue Development Corp.	29	1	0	21	0	0	19	0	0
Pension Benefit Guaranty Corp.	313	4	0	---	---	---	---	---	---
Postal Rate Commission	---	---	---	---	---	---	---	---	---
Presidential Clemency Board	---	---	---	9	0	0	---	---	---
Privacy Protection Study Comm.	23	0	0	---	---	---	---	---	---
Public International Organizations	---	---	---	---	---	---	---	---	---
Railroad Retirement Board	2,045	2	0	1,950	3	1	1,760	4	2
Renegotiation Board	187	0	0	196	0	0	192	0	0
Securities & Exchange Commission	1,982	9	0	2,002	12	0	1,783	7	0
Selective Service System	610	63	26	2,619	265	67	3,599	311	103
			41.3			25.3			33.1

(continued)

Part-Time Permanent Employment of Older Adults 55 and Above by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Older Adults %	Total Employment	Total PTP	Total Older Adults %	Total Employment	Total PTP	Total Older Adults %
Independent Agencies (cont.)									
Small Business Administration	4,679	23	3	4,696	12	2	4,599	7	0
Smithsonian Institution	3,759	53	8	3,559	48	8	3,264	44	5
Special Action Office for Drug Abuse Prevention	9	0	0	70	0	0	98	0	0
Susquehanna River Basin Commission	4	0	0	3	0	0	3	0	0
Tennessee Valley Authority	---	---	---	---	---	---	---	---	---
U.S. Arms Control & Disarmament Agency	266	4	0	260	2	0	218	1	0
U.S. Civil Service Commission	9,170	322	20	8,979	313	18	8,212	140	11
U.S. Commission on Civil Rights	314	3	0	288	2	0	302	4	0
U.S. Information Agency	4,261	21	6	4,296	15	6	4,286	18	4
U.S. International Trade Commission	376	0	0	388	4	1	335	1	0
U.S. Postal Service	686,761	110,640	12,297	718,674	124,830	13,976	728,773	129,085	15,725
U.S. Soldiers' & Airmen's Home	1,111	41	1	1,108	15	0	1,175	17	0
U.S. Water Resources Council	51	0	0	50	0	0	46	0	0
Upper Great Lakes Regional Comm.	6	1	0	7	2	0	6	0	0
Veterans Administration	225,162	20,247	1,422	216,180	18,970	1,519	205,020	17,578	1,563
JUDICIAL BRANCH	435	1	0	359	1	0	305	3	0
LEGISLATIVE BRANCH									
Congress	---	---	---	---	---	---	---	---	---
Architect of the Capitol	---	---	---	---	---	---	---	---	---
Botanic Garden	---	---	---	---	---	---	---	---	---
Cost Accounting Standards Board	49	0	0	48	0	0	47	0	0
General Accounting Office	5,284	20	2	5,576	16	2	5,054	8	1
Government Printing Office	8,628	1	0	8,709	0	0	8,450	0	0
Library of Congress	---	---	---	---	---	---	---	---	---
National Study Commission	26	0	0	108	0	0	59	0	0
U.S. Tax Court	180	3	0	179	5	0	164	1	0

Part-Time Permanent Employment of Youth under 23 by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	total Youth	total Employment	total PTP	total Youth	total Employment	total PTP	total Youth
TOTAL	2,758,110	149,900	17,871	2,776,781	160,108	20,073	2,779,675	158,491	16,132
TOTAL (Excluding U.S. Postal Service)	2,071,349	39,260	4,517	2,058,107	35,278	3,025	2,050,902	29,406	1,607
EXECUTIVE BRANCH									
Executive Office of the President	(3)								
White House Office	---	---	---	---	---	---	---	---	---
Executive Residence	79	0	0	80	0	0	72	0	0
Office of the Vice President	2	0	0	2	0	0	2	0	0
Office of Management & Budget	685	9	1	624	6	0	641	5	0
Citizens Advisory Committee on Environmental Quality	1	0	0	2	1	0	2	1	0
Council of Economic Advisors	45	2	0	47	2	0	55	1	0
Council on Environmental Quality	60	0	0	66	0	0	53	0	0
Council on International Economic Policy	33	3	3	38	2	2	31	3	2
Council on Wage & Price Stability	47	1	1	19	0	0	---	---	---
Domestic Council	50	0	0	36	0	0	30	1	0
National Security Council	84	0	0	80	0	0	72	0	0
Office of the Special Representatives for Trade Negotiations	59	1	0	49	1	0	43	0	0
Office of Telecommunications Policy	77	1	0	78	1	0	67	0	0
Special Assistance to the President	---	---	---	---	---	---	---	---	---
Federal Executive Departments									
Department of Agriculture	123,355	3,576	469	117,284	3,480	301	117,828	2,826	178
Department of Commerce	37,558	866	134	36,291	630	47	35,226	465	33
Department of Defense	71,084	70	7	73,131	81	10	72,849	60	8
Dept. of the Air Force	243,613	198	13	258,224	228	18	266,418	280	18
Dept. of the Army	353,817	867	121	356,284	674	89	365,770	445	60
Dept. of the Navy	301,331	1,328	161	308,520	1,655	199	315,407	1,520	112
Department of Health, Education, & Welfare	148,344	3,954	619	143,179	3,270	543	136,770	1,682	128
Department of Housing & Urban Development	17,263	112	6	17,106	86	3	17,184	68	2

(continued)

¹Part-Time Permanent Employees
²Per cent of Total Part-Time Permanent Employment
³Not Available

Part-Time Permanent Employment of Youth under 23 by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Youth %	Total Employment	Total PTP	Total Youth %	Total Employment	Total PTP	Total Youth %
Fed. Executive Departments (cont.)									
Department of the Interior	84,768	2,733	328	79,867	1,949	159	73,903	1,296	67
Department of Justice	53,163	260	46	51,060	164	16	49,774	130	10
Department of Labor	16,023	112	10	14,250	115	13	13,550	83	6
Department of State	17,214	227	33	17,552	223	25	18,053	176	10
Department of Transportation	74,000	172	14	72,209	416	32	71,112	398	22
Department of Treasury	132,737	3,107	950	127,728	1,867	520	128,106	1,206	262
Independent Agencies, Commissions									
Action	1,782	6	1	1,717	2	0	1,904	0	0
Administrative Conference of the U.S.	28	0	0	29	0	0	23	0	0
Advisory Commission on Inter-governmental Relations	51	0	0	42	1	0	3	0	0
Advisory Committee on Federal Pay	4	0	0	4	0	0	4	0	0
American Battle Monuments Commission	45	0	0	44	0	0	41	0	0
American Revolution Bicentennial Administration	236	0	0	191	1	0	93	1	0
Appalachian Regional Commission	10	0	0	10	0	0	9	0	0
Atomic Energy Commission	34	0	0	37	0	0	7,685	49	10
Board for International Broadcasting	13	0	0	14	0	0	---	---	---
Cabinet Committee on Opportunities for Spanish-Speaking People	1	0	0	1	0	0	43	1	0
Canal Zone Government	1,867	45	0	1,928	46	0	1,794	42	0
Central Intelligence Agency	---	---	---	---	---	---	---	---	---
Civil Aeronautics Board	782	4	1	704	6	2	669	3	0
Coastal Plains Regional Commission	13	0	0	13	0	0	7	0	0
Commission of Fine Arts	2	1	1	2	1	1	6	0	0
Commission on American Shipbuilding	---	---	---	---	---	---	1	0	100.0
Commission on CIA Activities within the United States	---	---	---	10	0	0	---	---	---
Commission on Federal Paperwork	114	1	0	---	---	---	---	---	---
Commission on the Organization of the Government for the Conduct of Foreign Policy	---	---	---	32	1	0	30	0	0

(continued)

Part-Time Permanent Employment of Youth under 23 by Agency by Year as of April 30

Agency	1976			%	1975			%	1974			
	Total Employment	Total PTP	Total Youth		Total Employment	Total PTP	Total Youth		Total Employment	Total PTP	Total Youth	
Independent Agencies (cont.)												
Commission on the Review of the National Policy Toward Gambling	59	2	1	50.0	48	1	1	100.0	25	2	0	0
Committee for Purchase of Products and Services of the Blind and Other Severely Handicapped	12	0	0	0	13	0	0	0	11	0	0	0
Commodity Futures Trading Commission	414	0	0	0	---	---	---	---	---	---	---	---
Community Services Administration	1,054	3	0	0	1,027	1	0	0	877	31	2	6.5
Consumer Product Safety Commission	1,031	41	1	2.4	1,080	34	3	8.8	923	4	0	0
Cost of Living Council	95	0	0	0	97	0	0	0	7	0	0	0
Defense Manpower Commission	38	0	0	0	38	0	0	0	2	0	0	0
Delaware River Basin Commission	2	0	0	0	2	0	0	0	---	---	---	---
District of Columbia Government	---	---	---	---	---	---	---	---	---	---	---	---
Energy Research & Development Admin.	9,164	103	14	13.6	7,707	69	1	1.4	10,578	73	11	15.1
Environmental Protection Agency	11,738	131	9	6.9	11,214	92	9	9.8	2,027	7	0	0
Equal Employment Opportunity Comm.	2,360	7	0	0	2,275	7	0	0	386	0	0	0
Export-Import Bank of the U.S.	477	3	0	0	439	3	0	0	213	1	0	0
Farm Credit Administration	234	2	1	50.0	219	1	0	0	1,855	3	1	33.3
Federal Communications Commission	2,120	4	1	25.0	2,020	6	3	0	2,642	3	0	0
Federal Deposit Insurance Corp.	2,314	6	1	16.7	2,863	3	0	0	---	---	---	---
Federal Election Commission	144	4	1	25.0	6	5	1	20.0	---	---	---	---
Federal Energy Administration	3,624	5	3	60.0	3,288	5	1	---	2,229	2	0	0
Federal Energy Office	---	---	---	---	---	---	---	---	1,345	4	1	25.0
Federal Home Loan Bank Board	1,412	3	0	0	1,420	4	1	100.0	297	0	0	0
Federal Maritime Commission	311	0	0	0	313	1	0	0	451	0	0	0
Federal Mediation & Conciliation Service	610	0	0	0	531	0	0	0	---	---	---	---
Federal Metal & Non-Metallic Mine Safety Board of Review	---	---	---	---	6	0	0	0	7	0	0	0
Federal Power Commission	1,376	10	0	0	1,400	11	1	9.1	1,307	7	0	0
Federal Reserve System	---	---	---	---	---	---	---	---	---	---	---	---
Federal Trade Commission	1,762	16	4	25.0	1,618	16	1	6.3	1,680	9	0	0
Foreign Claims Settlement Commission	31	0	0	0	33	0	0	0	23	0	0	0

(continued)

Part-Time Permanent Employment of Youth under 23 by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PIP	Total Youth %	Total Employment	Total PIP	Total Youth %	Total Employment	Total PIP	Total Youth %
Independent Agencies (cont.)									
Four Corners Regional Commission	7	0	0	8	0	0	8	0	0
General Services Administration	38,801	220	22	39,444	228	21	39,337	217	15
Harry S. Truman Scholarship Found.	9	0	0	---	---	---	---	---	---
Indian Claims Commission	42	0	0	40	0	0	45	0	0
Inter-American Foundation	75	5	0	77	6	0	68	3	0
Interstate Commerce Commission	2,053	5	1	2,028	3	2	2,156	4	2
Japan-United States Friendship Commission	5	0	0	---	---	---	---	---	---
Joint Federal-State Land Use Planning Commission for Alaska	28	0	0	30	0	0	32	0	0
Marine Mammal Commission	23	0	0	19	0	0	16	0	0
National Advisory Committee on the Oceans and Atmosphere	31	0	0	36	0	0	34	0	0
National Advisory Council on Vocational Education	---	---	---	---	---	---	---	---	---
National Aeronautics & Space Admin.	25,643	10	3	25,872	6	1	26,810	4	2
National Capitol Housing Authority	1	0	0	1	0	0	763	0	0
National Capitol Planning Comm.	64	0	0	59	0	0	66	0	0
National Commission for Manpower Policy	10	0	0	---	---	---	---	---	---
National Commission for Review of Federal & State Laws Related to Wiretapping & Electronic Surveillance	15	0	0	38	2	0	5	0	0
National Commission on Electronic Fund Transfers	21	0	0	---	---	---	---	---	---
National Commission on Libraries & Information Science	---	---	---	---	---	---	---	---	---
National Commission on Productivity & Work Quality	53	2	0	45	1	1	---	---	---
National Commission on Supplies & Shortages	41	0	0	---	---	---	---	---	---

(continued)

Part-Time Permanent Employment of Youth under 23 by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total Youth	%	Total Employment	Total Youth	%	Total Employment	Total Youth	%
Independent Agencies (cont.)									
National Council on Indian Oppor- tunities	---	---	---	---	---	---	13	0	0
National Credit Union Administration	613	0	0	588	0	0	522	0	0
National Foundation on the Arts & the Humanities	2,430	11	9.1	2,054	6	5.6	1,532	6	6.5
National Labor Relations Board	2,501	8	0	2,381	0	0	2,391	9	11.1
National Mediation Board	75	0	0	71	0	0	72	0	0
National Science Foundation	1,888	16	6.3	1,903	1	4.8	1,771	24	4.2
National Security Agency	---	---	---	---	---	---	---	---	---
National Study Commission on Records & Documents of Federal Officials	17	0	0	---	---	---	---	---	---
National Transportation Safety Board	309	0	0	285	0	0	---	---	---
New England Regional Commission	11	0	0	12	0	0	11	0	0
Nuclear Regulatory Commission	2,507	30	13.3	2,082	0	0	---	---	---
Occupational Safety & Health Review Commission	172	0	0	170	0	0	152	1	0
Office of Economic Opportunity	117	0	0	142	0	0	1,160	3	0
Office of Emergency Preparedness	389	0	0	402	0	0	419	0	0
Old West Regional Commission	7	0	0	6	0	0	0	0	0
Overseas Private Investment Corp.	136	1	100.0	131	0	0	8	0	0
Ozarks Regional Commission	8	0	0	8	0	0	126	2	0
Pacific-Northwest Regional Comm.	7	0	0	6	0	0	6	0	0
Panama Canal Company	2,425	25	20.0	2,268	5	16.7	2,161	7	30.8
Pennsylvania Avenue Development Corp.	29	1	0	21	0	0	19	0	0
Pension Benefit Guaranty Corp.	313	4	0	---	---	---	---	---	---
Postal Rate Commission	---	---	---	---	---	---	---	---	---
Presidential Clemency Board	---	---	---	9	0	0	---	---	---
Privacy Protection Study Comm.	23	0	0	---	---	---	---	---	---
Public International Organizations	---	---	---	---	---	---	---	---	---
Railroad Retirement Board	2,045	2	50.0	1,950	1	33.3	1,760	4	25.0
Renegotiation Board	187	0	0	196	0	0	192	0	0
Securities & Exchange Commission	1,982	9	22.2	2,002	2	16.7	1,783	7	14.3
Selective Service System	610	63	0	2,619	1	0.4	3,599	311	0.3

(continued)

Part-Time Permanent Employment of Youth under 23 by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Youth %	Total Employment	Total PTP	Total Youth %	Total Employment	Total PTP	Total Youth %
Independent Agencies (cont.)									
Small Business Administration	4,679	23	6	4,696	12	3	4,599	7	3
Smithsonian Institution	3,759	53	0	3,559	48	0	3,264	44	0
Special Action Office for Drug Abuse Prevention	9	0	0	70	0	0	98	0	0
Susquehanna River Basin Commission	4	0	0	3	0	0	3	0	0
Tennessee Valley Authority	---	---	---	---	---	---	---	---	---
U.S. Arms Control & Disarmament Agency	266	4	2	260	2	1	218	1	0
U.S. Civil Service Commission	9,170	322	86	8,979	313	67	8,212	140	15
U.S. Commission on Civil Rights	314	3	0	288	2	0	302	4	1
U.S. Information Agency	4,261	21	1	4,296	15	2	4,286	18	3
U.S. International Trade Commission	376	0	0	388	4	2	335	1	1
U.S. Postal Service	686,761	110,640	13,354	718,674	124,830	17,048	728,773	129,085	14,525
U.S. Soldiers' & Airmen's Home	1,111	41	15	1,108	15	7	1,175	17	4
U.S. Water Resources Council	51	0	0	50	0	0	46	0	0
Upper Great Lakes Regional Comm.	6	1	0	7	2	0	6	0	0
Veterans Administration	225,162	20,247	1,396	216,180	18,970	899	205,020	17,578	602
	435	1	0	359	1	0	305	3	0
JUDICIAL BRANCH									
LEGISLATIVE BRANCH									
Congress	---	---	---	---	---	---	---	---	---
Architect of the Capitol	---	---	---	---	---	---	---	---	---
Botanic Garden	---	---	---	---	---	---	---	---	---
Cost Accounting Standards Board	49	0	0	48	0	0	47	0	0
General Accounting Office	5,284	20	5	5,576	16	2	5,054	8	0
Government Printing Office	8,628	1	0	8,709	0	0	8,450	0	0
Library of Congress	---	---	---	---	---	---	---	---	---
National Study Commission	26	0	0	108	0	0	59	0	0
U.S. Tax Court	180	3	0	179	5	0	164	1	0

Part-Time Permanent Employment of Minorities by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Minorities % ²	Total Employment	Total PTP	Total Minorities %	Total Employment	Total PTP	Total Minorities %
TOTAL	2,758,110	149,900	25,144	2,776,281	160,108	30,214	2,779,675	158,491	30,090
TOTAL (Excluding U.S. Postal Service)	2,071,349	39,260	6,285	2,058,107	35,278	6,674	2,050,902	29,406	5,555
EXECUTIVE BRANCH									
Executive Office of the President	---	---	---	---	---	---	---	---	---
White House Office	(3)								
Executive Residence	79	0	0	80	0	0	72	0	0
Office of the Vice President	2	0	0	2	0	0	2	0	0
Office of Management & Budget	685	9	4	624	6	3	641	5	3
Citizens Advisory Committee on Environmental Quality	1	0	0	2	1	0	2	1	0
Council of Economic Advisors	45	2	0	47	2	0	55	1	0
Council on Environmental Quality	60	0	0	66	0	0	53	0	0
Council on International Economic Policy	33	3	0	38	2	0	31	3	0
Council on Wage & Price Stability	47	1	0	19	0	0	---	---	---
Domestic Council	50	0	0	36	1	0	30	1	0
National Security Council	84	0	0	80	0	0	72	0	0
Office of the Special Representatives for Trade Negotiations	59	1	0	49	1	0	43	0	0
Office of Telecommunications Policy	77	1	0	78	1	0	67	0	0
Special Assistance to the President	---	---	---	---	---	---	---	---	---
Federal Executive Departments									
Department of Agriculture	123,355	3,576	288	117,284	3,480	313	117,828	2,826	290
Department of Commerce	37,558	866	130	36,291	630	83	35,226	465	51
Department of Defense	71,084	70	13	73,131	81	19	72,849	60	14
Dept. of the Air Force	243,613	198	26	258,224	228	36	266,418	280	47
Dept. of the Army	353,817	867	208	356,284	674	158	365,770	445	103
Dept. of the Navy	301,331	1,328	221	308,520	1,655	275	315,407	1,520	257
Department of Health, Education, & Welfare	148,344	3,954	726	143,179	3,270	680	136,770	1,682	325
Department of Housing & Urban Development	17,263	112	24	17,106	86	19	17,184	68	16

(continued)

¹Part-Time Permanent Employees
²Per cent of Total Part-Time Permanent Employment
³Not Available

Part-Time Permanent Employment of Minorities by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Minorities %	Total Employment	Total PTP	Total Minorities %	Total Employment	Total PTP	Total Minorities %
Fed. Executive Departments (cont.)									
Department of the Interior	84,768	2,733	435 15.9	79,867	1,949	342 17.5	73,903	1,296	211 16.3
Department of Justice	53,163	260	34.6	51,060	164	50 30.5	49,774	130	38 29.2
Department of Labor	16,023	112	29 25.9	14,250	115	27 30.5	13,550	83	19 22.9
Department of State	17,214	227	84 37.0	17,552	223	95 42.6	18,053	176	69 39.2
Department of Transportation	74,000	172	32 18.6	72,209	416	42 10.1	71,112	398	40 10.1
Department of Treasury	132,737	3,107	335 10.8	127,728	1,867	425 22.8	128,106	1,206	236 19.6
Independent Agencies, Commissions									
Action	1,782	6	3 50.0	1,717	2	1 50.0	1,904	0	0 0
Administrative Conference of the U.S.	28	0	0	29	0	0	23	0	0 0
Advisory Commission on Intergovernmental Relations	51	0	0	42	1	0	3	0	0 0
Advisory Committee on Federal Pay	4	0	0	4	0	0	4	0	0 0
American Battle Monuments Commission	45	0	0	44	0	0	41	0	0 0
American Revolution Bicentennial Administration	236	0	0	191	1	0	93	1	0 0
Appalachian Regional Commission	10	0	0	10	0	0	9	0	0 0
Atomic Energy Commission	34	0	0	37	0	0	7,685	49	4 8.2
Board for International Broadcasting	13	0	0	14	0	0	---	---	---
Cabinet Committee on Opportunities for Spanish-Speaking People	1	0	0	1	0	0	43	1	100.0
Canal Zone Government	1,867	45	9 20.0	1,928	46	10 21.7	1,794	42	12 28.6
Central Intelligence Agency	---	---	---	---	---	---	---	---	---
Civil Aeronautics Board	782	4	2 50.0	704	6	3 50.0	669	3	1 33.3
Coastal Plains Regional Commission	13	0	0	13	0	0	7	0	0 0
Commission of Fine Arts	2	1	0 0	2	1	0 0	6	0	0 0
Commission on American Shipbuilding	---	---	---	---	---	---	1	1	0 0
Commission on CIA Activities within the United States	---	---	---	10	0	0 0	---	---	---
Commission on Federal Paperwork	114	1	0 0	---	---	---	---	---	---
Commission on the Organization of the Government for the Conduct of Foreign Policy	---	---	---	32	1	0 0	30	0	0 0

(continued)

Part-Time Permanent Employment of Minorities by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PIP	Total Minorities %	Total Employment	Total PIP	Total Minorities %	Total Employment	Total PIP	Total Minorities %
Independent Agencies (cont.)									
Commission on the Review of the National Policy Toward Gambling	59	2	0	0	1	0	25	2	0
Committee for Purchase of Products and Services of the Blind and Other Severely Handicapped	12	0	0	13	0	0	11	0	0
Commodity Futures Trading Commission	414	0	0	---	---	---	---	---	---
Community Services Administration	1,054	3	66.7	1,027	1	0	---	---	---
Consumer Product Safety Commission	1,031	41	12.2	1,060	34	2	877	31	4
Cost of Living Council	95	0	0	97	0	0	923	4	1
Defense Manpower Commission	38	0	0	38	0	0	7	0	0
Delaware River Basin Commission	2	0	0	2	0	0	2	0	0
District of Columbia Government	---	---	---	---	---	---	---	---	---
Energy Research & Development Admin.	9,164	103	11.7	7,707	69	5	10,578	73	10
Environmental Protection Agency	11,738	131	10.7	11,214	92	13	10,578	73	10
Equal Employment Opportunity Comm.	2,360	7	42.9	2,275	7	4	2,027	7	3
Export-Import Bank of the U.S.	477	3	0	439	3	0	386	0	0
Farm Credit Administration	234	2	0	219	1	1	213	1	1
Federal Communications Commission	2,120	4	25.0	2,020	6	1	1,855	3	0
Federal Deposit Insurance Corp.	3,314	6	33.3	2,863	3	0	2,642	3	1
Federal Election Commission	144	4	25.0	6	0	0	---	---	---
Federal Energy Administration	3,624	5	0	3,288	5	0	---	---	---
Federal Energy Office	---	---	---	---	---	---	2,229	2	0
Federal Home Loan Bank Board	1,412	3	0	1,420	4	0	1,345	4	2
Federal Maritime Commission	311	0	0	313	0	0	297	0	0
Federal Mediation & Conciliation Service	610	0	0	531	0	0	451	0	0
Federal Metal & Non-Metallic Mine Safety Board of Review	---	---	---	6	0	0	7	0	0
Federal Power Commission	1,376	10	40.0	1,400	11	5	1,307	7	4
Federal Reserve System	---	---	---	---	---	---	---	---	---
Federal Trade Commission	1,762	16	12.5	1,618	16	5	1,680	9	4
Foreign Claims Settlement Commission	31	0	0	33	0	0	23	0	0

(continued)

Part-Time Permanent Employment of Minorities by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Minorities %	Total Employment	Total PTP	Total Minorities %	Total Employment	Total PTP	Total Minorities %
<u>Independent Agencies (cont.)</u>									
Four Corners Regional Commission	7	0	0	8	0	0	8	0	0
General Services Administration	38,801	220	56	39,444	228	62	39,337	217	61
Harry S. Truman Scholarship Found.	9	0	0	---	---	---	---	---	---
Indian Claims Commission	42	0	0	40	0	0	45	0	0
Inter-American Foundation	75	5	1	77	6	2	68	3	1
Interstate Commerce Commission	2,053	5	2	2,028	3	1	2,156	4	3
Japan-United States Friendship Commission	5	0	0	---	---	---	---	---	---
Joint Federal-State Land Use Planning Commission for Alaska	28	0	0	30	0	0	32	0	0
Marine Mammal Commission	23	0	0	19	0	0	16	0	0
National Advisory Committee on the Oceans and Atmosphere	31	0	0	36	0	0	34	0	0
National Advisory Council on Vocational Education	---	---	---	---	---	---	---	---	---
National Aeronautics & Space Admin.	25,643	10	2	25,872	6	2	26,810	4	1
National Capital Housing Authority	1	0	0	1	0	0	763	0	0
National Capitol Planning Comm.	64	0	0	59	0	0	66	0	0
National Commission for Manpower Policy	10	0	0	---	---	---	---	---	---
National Commission for Review of Federal & State Laws Related to Wiretapping & Electronic Surveillance	15	0	0	38	2	0	5	0	0
National Commission on Electronic Fund Transfers	21	0	0	---	---	---	---	---	---
National Commission on Libraries & Information Science	---	---	---	---	---	---	---	---	---
National Commission on Productivity & Work Quality	53	2	0	45	1	0	---	---	---
National Commission on Supplies & Shortages	41	0	0	---	---	---	---	---	---

(continued)

Part-Time Permanent Employment of Minorities by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Minorities %	Total Employment	Total PTP	Total Minorities %	Total Employment	Total PTP	Total Minorities %
Independent Agencies (cont.)									
National Council on Indian Oppor- tunities	---	---	---	---	---	---	13	0	0
National Credit Union Administration	613	1	0	588	1	0	522	1	0
National Foundation on the Arts & the Humanities	2,430	121	28.9	2,054	108	30	1,532	92	24
National Labor Relations Board	2,501	8	62.5	2,381	11	2	2,391	9	3
National Mediation Board	75	0	0	71	0	0	72	0	0
National Science Foundation	1,888	16	37.5	1,903	21	7	1,771	24	9
National Security Agency	---	---	---	---	---	---	---	---	---
National Study Commission on Records & Documents of Federal Officials	17	0	0	---	---	---	---	---	---
National Transportation Safety Board	309	0	0	285	1	0	---	---	---
New England Regional Commission	11	0	0	12	0	0	11	0	0
Nuclear Regulatory Commission	2,507	30	0	2,082	9	0	---	---	---
Occupational Safety & Health Review Commission	172	0	0	170	2	0	152	1	0
Office of Economic Opportunity	117	0	0	142	0	0	1,160	3	2
Office of Emergency Preparedness	389	0	0	402	0	0	419	0	0
Old West Regional Commission	7	0	0	6	0	0	8	0	0
Overseas Private Investment Corp.	136	1	100.0	131	0	0	126	2	2
Ozarks Regional Commission	8	0	0	8	0	0	6	0	0
Pacific-Northwest Regional Comm.	7	1	0	6	0	0	7	0	0
Panama Canal Company	2,425	25	20.0	2,268	30	5	2,161	13	4
Pennsylvania Avenue Development Corp.	29	1	100.0	21	0	0	19	0	0
Pension Benefit Guaranty Corp.	313	4	0	---	---	---	---	---	---
Postal Rate Commission	---	---	---	---	---	---	---	---	---
Presidential Clemency Board	---	---	---	9	0	0	---	---	---
Privacy Protection Study Comm.	23	0	0	---	---	---	---	---	---
Public International Organizations	---	---	---	---	---	---	---	---	---
Railroad Retirement Board	2,045	2	50.0	1,950	3	1	1,760	4	1
Renegotiation Board	187	0	0	196	0	0	1,192	0	0
Securities & Exchange Commission	1,982	9	44.4	2,002	12	6	1,783	7	3
Selective Service System	610	63	7.9	2,619	265	13	3,599	311	15

(continued)

Part-Time Permanent Employment of Minorities by Agency by Year as of April 30

Agency	1976			1975			1974					
	Total Employment	Total PTP	Total Minorities %	Total Employment	Total PTP	Total Minorities %	Total Employment	Total PTP	Total Minorities %			
Independent Agencies (cont.)												
Small Business Administration	4,679	23	6	26.1	4,696	12	3	25.0	4,599	7	4	57.1
Smithsonian Institution	3,759	53	4	7.5	3,559	48	3	6.3	3,264	44	4	9.1
Special Action Office for Drug Abuse Prevention	9	0	0	0	70	0	0	0	98	0	0	0
Susquehanna River Basin Commission	4	0	0	0	3	0	0	0	3	0	0	0
Tennessee Valley Authority	---	---	---	---	---	---	---	---	---	---	---	---
U.S. Arms Control & Disarmament Agency	266	4	0	0	260	2	0	0	218	1	1	100.0
U.S. Civil Service Commission	9,170	322	108	33.5	8,979	313	124	39.6	8,212	140	54	38.6
U.S. Commission on Civil Rights	314	3	2	66.7	288	2	1	50.0	302	4	4	100.0
U.S. Information Agency	4,261	21	3	14.3	4,296	15	4	26.7	4,286	18	7	38.9
U.S. International Trade Commission	376	0	0	0	388	4	2	50.0	335	1	1	100.0
U.S. Postal Service	686,761	110,640	18,859	17.0	718,674	124,830	23,540	18.9	728,773	129,085	24,535	19.0
U.S. Soldiers' & Airmen's Home	1,111	41	28	68.3	1,108	15	10	66.7	1,175	17	12	70.6
U.S. Water Resources Council	51	0	0	0	50	0	0	0	46	0	0	0
Upper Great Lakes Regional Comm.	6	1	1	100.0	7	2	1	50.0	6	0	0	0
Veterans Administration	225,162	20,247	3,299	16.3	216,180	18,970	3,774	19.9	205,020	17,578	3,568	20.3
JUDICIAL BRANCH	435	1	0	0	359	1	0	0	305	3	1	33.3
LEGISLATIVE BRANCH												
Congress	---	---	---	---	---	---	---	---	---	---	---	---
Architect of the Capitol	---	---	---	---	---	---	---	---	---	---	---	---
Botanic Garden	---	---	---	---	---	---	---	---	---	---	---	---
Cost Accounting Standards Board	49	0	0	0	48	0	0	0	47	0	0	0
General Accounting Office	5,284	20	5	25.0	5,576	16	4	25.0	5,054	8	1	12.5
Government Printing Office	8,628	1	0	0	8,709	0	0	0	8,450	0	0	0
Library of Congress	---	---	---	---	---	---	---	---	---	---	---	---
National Study Commission	26	0	0	0	108	0	0	0	59	0	0	0
U.S. Tax Court	180	3	0	0	179	5	0	0	164	1	0	0

Part-Time Permanent Employment of Handicapped by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Handicapped % ²	Total Employment	Total PTP	Total Handicapped %	Total Employment	Total PTP	Total Handicapped %
TOTAL (Excluding U.S. Postal Service)	2,758,110	149,900	2,267	2,776,781	160,108	2,406	2,779,675	158,491	2,543
EXECUTIVE BRANCH	2,071,349	39,260	670	2,058,107	35,278	598	2,050,902	29,406	592
Executive Office of the President	---	---	---	---	---	---	---	---	---
White House Office	(3)	---	---	---	---	---	---	---	---
Executive Residence	79	0	0	80	0	0	72	0	0
Office of the Vice President	2	0	0	2	0	0	2	0	0
Office of Management & Budget	685	9	0	624	6	0	641	5	0
Citizens Advisory Committee on Environmental Quality	1	0	0	2	1	0	2	1	0
Council of Economic Advisors	45	2	0	47	2	0	55	1	0
Council on Environmental Quality	60	0	0	66	0	0	53	0	0
Council on International Economic Policy	33	3	0	38	2	0	31	3	0
Council on Wage & Price Stability	47	1	0	19	0	0	---	---	---
Domestic Council	50	0	0	36	1	0	30	0	0
National Security Council	84	0	0	80	0	0	72	0	0
Office of the Special Representatives for Trade Negotiations	59	1	0	49	1	0	43	0	0
Office of Telecommunications Policy	77	1	0	78	1	0	67	0	0
Special Assistance to the President	---	---	---	---	---	---	---	---	---
Federal Executive Departments	123,355	3,576	67	117,284	3,480	63	117,828	2,826	56
Department of Agriculture	37,558	866	22	36,291	630	14	35,226	465	18
Department of Commerce	71,084	70	4	73,131	81	2	72,849	60	1
Department of Defense	243,613	198	5	258,224	228	3	266,418	280	9
Dept. of the Air Force	353,817	867	15	356,284	674	15	365,770	445	11
Dept. of the Army	301,331	1,328	17	308,520	1,655	21	315,407	1,520	19
Dept. of the Navy	148,344	3,954	62	143,179	3,270	38	136,770	1,682	36
Department of Health, Education, & Welfare	17,263	112	2	17,106	86	1	17,184	68	1
Department of Housing and Urban Development	---	---	---	---	---	---	---	---	---

(continued)

¹Part-Time Permanent Employees
²Per cent of Total Part-Time Permanent Employment
³Not Available

Part-Time Permanent Employment of Handicapped by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PIP	Total Handi-capped %	Total Employment	Total PIP	Total Handi-capped %	Total Employment	Total PIP	Total Handi-capped %
Fed. Executive Departments (cont.)									
Department of the Interior	84,768	2,733	22	79,867	1,949	19	73,903	1,296	14
Department of Justice	53,163	260	4	51,060	164	4	49,774	130	1
Department of Labor	16,023	112	0	14,250	115	0	13,550	83	1
Department of State	17,214	227	1	17,552	223	1	18,053	176	1
Department of Transportation	74,000	172	1	72,209	416	2	71,112	398	3
Department of Treasury	132,737	3,107	24	127,728	1,867	18	128,106	1,206	5
Independent Agencies, Commissions									
Action	1,782	6	0	1,717	2	0	1,904	0	0
Administrative Conference of the U.S.	28	0	0	29	0	0	23	0	0
Advisory Commission on Inter-governmental Relations	51	0	0	42	1	0	3	0	0
Advisory Committee on Federal Pay	4	0	0	4	0	0	4	0	0
American Battle Monuments Commission	45	0	0	44	0	0	41	0	0
American Revolution Bicentennial Administration	236	0	0	191	1	0	93	1	0
Appalachian Regional Commission	10	0	0	10	0	0	9	0	0
Atomic Energy Commission	34	0	0	37	0	0	7,685	49	0
Board for International Broadcasting	13	0	0	14	0	0	---	---	---
Cabinet Committee on Opportunities for Spanish-Speaking People	1	0	0	1	0	0	43	1	0
Canal Zone Government	1,867	45	0	1,928	46	0	1,794	42	0
Central Intelligence Agency	---	---	---	---	---	---	---	---	---
Civil Aeronautics Board	782	4	0	704	6	0	669	3	0
Coastal Plains Regional Commission	13	0	0	13	0	0	7	0	0
Commission of Fine Arts	2	1	0	2	1	0	6	0	0
Commission on American Shipbuilding	---	---	---	---	---	---	1	1	0
Commission on CIA Activities within the United States	---	---	---	10	0	0	---	---	---
Commission on Federal Paperwork	114	1	0	---	---	---	---	---	---
Commission on the Organization of the Government for the Conduct of Foreign Policy	---	---	---	32	1	0	---	0	0

(continued)

Part-Time Permanent Employment of Handicapped by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Handicapped	Total Employment	Total PTP	Total Handicapped	Total Employment	Total PTP	Total Handicapped
Independent Agencies (cont.)									
Commission on the Review of the National Policy Toward Gambling	59	2	0	48	1	0	25	2	0
Committee for Purchase of Products and Services of the Blind and Other Severely Handicapped	12	0	0	13	0	0	11	0	0
Community Futures Trading Commission	414	0	0	---	---	---	---	---	---
Community Services Administration	1,054	3	0	1,027	1	0	---	---	---
Consumer Product Safety Commission	1,031	41	0	1,080	34	0	877	31	0
Cost of Living Council	95	0	0	97	0	0	923	4	0
Defense Manpower Commission	38	0	0	38	0	0	7	0	0
Delaware River Basin Commission	2	0	0	2	0	0	2	0	0
District of Columbia Government	---	---	---	---	---	---	---	---	---
Energy Research & Development Admin.	9,164	103	1	7,707	69	2	---	---	---
Environmental Protection Agency	11,738	131	2	11,214	92	2	10,578	73	2
Equal Employment Opportunity Comm.	2,360	7	0	2,275	7	0	2,027	7	0
Export-Import Bank of the U.S.	477	3	0	439	3	0	386	0	0
Farm Credit Administration	234	2	0	219	1	0	213	1	0
Federal Communications Commission	2,120	4	0	2,020	6	0	1,855	3	0
Federal Deposit Insurance Corp.	3,314	6	0	2,863	3	0	2,642	3	0
Federal Election Commission	144	4	0	6	0	0	---	---	---
Federal Energy Administration	3,624	5	0	3,288	5	0	---	---	---
Federal Energy Office	---	---	---	---	---	---	---	---	---
Federal Home Loan Bank Board	1,412	3	1	1,420	4	1	2,229	2	0
Federal Maritime Commission	311	0	0	313	1	0	1,345	4	0
Federal Mediation & Conciliation Service	610	0	0	531	0	0	297	0	0
Federal Metal & Non-Metallic Mine Safety Board of Review	---	---	---	6	0	0	451	0	0
Federal Power Commission	1,376	10	0	1,400	11	0	7	0	0
Federal Reserve System	---	---	---	---	---	---	1,307	7	0
Federal Trade Commission	1,762	16	0	1,618	16	0	---	---	---
Foreign Claims Settlement Commission	31	0	0	33	0	0	1,680	9	0
							23	0	0

(continued)

Part-Time Permanent Employment of Handicapped by Agency by Year as of April 30

Agency	1976				1975				1974			
	Total Employment	Total PTP	Total Handi-capped	%	Total Employment	Total PTP	Total Handi-capped	%	Total Employment	Total PTP	Total Handi-capped	%
Independent Agencies (cont.)												
Four Corners Regional Commission	7	0	0	0	8	0	0	0	8	0	0	0
General Services Administration	38,801	220	5	2.3	39,444	228	4	1.8	39,337	217	6	2.8
Harry S. Truman Scholarship Found.	9	0	0	0	---	---	---	---	---	---	---	---
Indian Claims Commission	42	0	0	0	40	0	0	0	45	0	0	0
Inter-American Foundation	75	5	0	0	77	6	0	0	68	3	0	0
Interstate Commerce Commission	2,053	5	0	0	2,028	3	0	0	2,156	4	0	0
Japan-United States Friendship Commission	5	0	0	0	---	---	---	---	---	---	---	---
Joint Federal-State Land Use Planning Commission for Alaska	28	0	0	0	30	0	0	0	32	0	0	0
Marine Mammal Commission	23	0	0	0	19	0	0	0	16	0	0	0
National Advisory Committee on the Oceans and Atmosphere	31	0	0	0	36	0	0	0	34	0	0	0
National Advisory Council on Vocational Education	---	---	---	---	---	---	---	---	---	---	---	---
National Aeronautics & Space Admin.	25,643	10	0	0	25,872	6	0	0	26,810	4	0	0
National Capitol Housing Authority	1	0	0	0	1	0	0	0	763	0	0	0
National Capitol Planning Comm.	64	0	0	0	59	0	0	0	66	0	0	0
National Commission for Manpower Policy	10	0	0	0	---	---	---	---	---	---	---	---
National Commission for Review of Federal & State Laws Related to Wiretapping & Electronic Surveillance	15	0	0	0	38	2	0	0	5	0	0	0
National Commission on Electronic Fund Transfers	21	0	0	0	---	---	---	---	---	---	---	---
National Commission on Libraries & Information Science	---	---	---	---	---	---	---	---	---	---	---	---
National Commission on Productivity & Work Quality	53	2	0	0	45	1	0	0	---	---	---	---
National Commission on Supplies & Shortages	41	0	0	0	---	---	---	---	---	---	---	---

(continued)

Part-Time Permanent Employment of Handicapped by Agency by Year as of April 11 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Handicapped %	Total Employment	Total PTP	Total Handicapped %	Total Employment	Total PTP	Total Handicapped %
Independent Agencies (cont.)									
National Council on Indian Opportunities	---	---	---	---	---	---	13	0	0
National Credit Union Administration	613	1	0	588	1	0	522	1	0
National Foundation on the Arts & the Humanities	2,430	121	2 1.7	2,054	103	2 1.9	1,532	92	2 2.2
National Labor Relations Board	2,501	8	0	2,381	11	0	2,391	9	0
National Mediation Board	75	0	0	71	0	0	72	0	0
National Science Foundation	1,888	16	0	1,903	21	0	1,771	24	0
National Security Agency	---	---	---	---	---	---	---	---	---
National Study Commission on Records & Documents of Federal Officials	17	0	0	---	---	---	---	---	---
National Transportation Safety Board	309	0	0	285	1	0	---	---	---
New England Regional Commission	11	0	0	12	0	0	11	0	0
Nuclear Regulatory Commission	2,507	30	0	2,082	9	0	---	---	---
Occupational Safety & Health Review Commission	172	0	0	170	2	0	152	1	0
Office of Economic Opportunity	117	0	0	142	0	0	1,160	3	0
Office of Emergency Preparedness	389	0	0	402	0	0	419	0	0
Old West Regional Commission	7	0	0	6	0	0	8	0	0
Overseas Private Investment Corp.	136	1	0	131	0	0	126	2	0
Ozarks Regional Commission	8	0	0	8	0	0	6	0	0
Pacific-Northwest Regional Comm.	7	1	0	6	0	0	7	0	0
Panama Canal Company	2,425	25	0	2,268	30	0	2,161	13	0
Pennsylvania Avenue Development Corp.	29	1	0	21	0	0	19	0	0
Pension Benefit Guaranty Corp.	313	4	0	---	---	---	---	---	---
Postal Rate Commission	---	---	---	---	---	---	---	---	---
Presidential Clemency Board	---	---	---	9	0	0	---	---	---
Privacy Protection Study Comm.	23	0	0	---	---	---	---	---	---
Public International Organizations	---	---	---	---	---	---	---	---	---
Railroad Retirement Board	2,045	2	0	1,950	3	0	1,760	4	0
Renegotiation Board	187	0	0	196	0	0	192	0	0
Securities & Exchange Commission	1,982	9	0	2,002	12	0	1,783	7	0
Selective Service System	610	63	0	2,1619	265	0	3,599	311	2 0.6

(continued)

Part-Time Permanent Employment of Handicapped by Agency by Year as of April 30

Agency	1976			1975			1974		
	Total Employment	Total PTP	Total Handi- capped	Total Employment	Total PTP	Total Handi- capped	Total Employment	Total PTP	Total Handi- capped
Independent Agencies (cont.)									
Small Business Administration	4,679	23	1	4,696	12	1	4,599	7	0
Smithsonian Institution	3,759	53	0	3,559	48	0	3,264	44	0
Special Action Office for Drug Abuse Prevention	9	0	0	70	0	0	98	0	0
Susquehanna River Basin Commission	4	0	0	3	0	0	3	0	0
Tennessee Valley Authority	---	---	---	---	---	---	---	---	---
U.S. Arms Control & Disarmament Agency	266	4	0	260	2	0	218	1	0
U.S. Civil Service Commission	9,170	322	10	8,979	313	7	8,212	140	1
U.S. Commission on Civil Rights	4,314	3	0	288	2	0	302	4	0
U.S. Information Agency	4,261	21	0	4,296	15	0	4,286	18	0
U.S. International Trade Commission	376	0	0	388	4	0	335	1	0
U.S. Postal Service	686,761	110,640	1,597	718,674	124,830	1,808	728,773	129,085	1,951
U.S. Soldiers' & Airmen's Home	1,111	41	0	1,108	15	0	1,175	17	0
U.S. Water Resources Council	51	0	0	50	0	0	46	0	0
Upper Great Lakes Regional Comm. Veterans Administration	6	1	0	7	2	0	6	0	0
	225,162	20,247	401	216,180	18,970	376	205,020	17,578	402
	435	1	0	359	1	0	305	3	0
JUDICIAL BRANCH									
LEGISLATIVE BRANCH									
Congress	---	---	---	---	---	---	---	---	---
Architect of the Capitol	---	---	---	---	---	---	---	---	---
Botanic Garden	---	---	---	---	---	---	---	---	---
Cost Accounting Standards Board	49	0	0	48	0	0	47	0	0
General Accounting Office	5,284	20	0	5,576	16	0	5,054	8	1
Government Printing Office	8,628	1	0	8,709	0	0	8,450	0	0
Library of Congress	---	---	---	---	---	---	---	---	---
National Study Commission	26	0	0	108	0	0	59	0	0
U.S. Tax Court	180	3	0	179	5	0	164	1	0

95TH CONGRESS
1ST SESSION

H. R. 2930

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 1, 1977

Mrs. STELLMAN introduced the following bill; which was referred to the Committee on Post Office and Civil Service

A BILL

To authorize Federal agencies to experiment with flexible and compressed employee work schedules.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

SHORT TITLE

4 SECTION 1. This Act may be cited as the "Federal
5 Employees Flexible and Compressed Work Schedules Act
6 of 1977".

CONGRESSIONAL FINDINGS

8 SEC. 2. The Congress finds that new trends in the usage
9 of 4-day workweeks, flexible work hours, and other varia-
10 tions in workday and workweek schedules in the private
11 sector appear to show sufficient promise to warrant carefully

1 designed, controlled, and evaluated experimentation by Fed-
2 eral agencies over a 2-year period to determine whether
3 and in what situations such varied work schedules can be
4 successfully used by Federal agencies on a permanent basis.

DEFINITIONS

5
6 SEC. 3. For the purposes of this Act—

7 (1) the term "agency" means an executive agency
8 and a military department (as such terms are defined in
9 sections 105 and 102, respectively, of title 5, United
10 States Code);

11 (2) the term "employee" has the meaning given it
12 by section 2105 of title 5, United States Code;

13 (3) the term "Commission" means the Civil Serv-
14 ice Commission; and

15 (4) the term "basic work requirement" means the
16 number of hours, excluding overtime hours, which an
17 employee is required to work or is required to account
18 for by leave or otherwise.

EXPERIMENTAL PROGRAMS

19
20 SEC. 4. The Commission shall, not later than 90 days
21 after the effective date of this Act, establish a master plan
22 which shall contain guidelines and criteria by which the
23 Commission will approve and evaluate experiments to be
24 conducted by agencies under titles I and II of this Act. Such

3

1 master plan shall provide for approval of experiments with-
 2 in a sample of organizations of different size, geographic lo-
 3 cation, and functions and activities, sufficient to ensure that
 4 adequate testing occurs of the impact of varied work
 5 schedules on—

- 6 (1) the efficiency of Government operations;
- 7 (2) mass transit facilities and traffic;
- 8 (3) levels of energy consumption;
- 9 (4) service to the public; and
- 10 (5) increased opportunities for full-time and part-
 11 time employment.

12 TITLE I—FLEXIBLE SCHEDULING OF WORK

13 HOURS

14 DEFINITIONS

15 Sec. 101. For purposes of this title—

16 (1) the term "credit hours" means any hours,
 17 within a flexible schedule established under this title,
 18 which are in excess of an employee's basic work require-
 19 ment which the employee elects to work so as to vary
 20 the length of a workweek or a workday; and

21 (2) the term "overtime hours" means all hours in
 22 excess of 8 hours in a day and 40 hours in a week,
 23 which are officially ordered in advance, but does not
 24 include credit hours.

4

1 FLEXIBLE SCHEDULING EXPERIMENTS

2 Sec. 102. (a) Notwithstanding section 6101 of title 5,
 3 United States Code, and consistent with the master plan
 4 established under section 4 of this Act, the Commission
 5 may approve any proposal submitted by an agency for an
 6 experiment to test flexible schedules that include—

7 (1) designated hours and days during which an
 8 employee on such a schedule must be present for work;
 9 and

10 (2) designated hours during which an employee
 11 on such a schedule may elect the time of his arrival at
 12 and departure from work, solely for such purpose or, if
 13 and to the extent permitted, for the purpose of accumu-
 14 lating credit hours to reduce the length of the workweek
 15 or another workday.

16 An election by an employee referred to in paragraph (2)
 17 shall be subject to limitations generally prescribed to ensure
 18 that the duties and requirements of the employee's position
 19 are fulfilled.

20 (b) Notwithstanding any other provision of this Act,
 21 but subject to the terms of any written agreement under sec-
 22 tion 302 (a) —

23 (1) any agency experiment under subsection (a)
 24 of this section may be terminated by the Commission, or
 25 the agency, if it determines that the experiment is not in

5

the best interest of the public, the Government, or the employees; or

(2) if the head of an agency determines that any organization within the agency which is participating in an experiment under subsection (a) is being handicapped in carrying out its functions or is incurring additional costs because of such participation, he may—

(A) restrict the employees' choice of arrival and departure time,

(B) restrict the use of credit hours, or

(C) exclude from such experiment any employee or group of employees.

(c) Experiments under subsection (a) shall terminate not later than the end of the 3-year period which begins on the effective date of this title.

COMPUTATION OF PREMIUM PAY

Sec. 103. (a) For purposes of determining compensation for overtime hours in the case of an employee participating in an experiment under section 102—

(1) the head of an agency may, on request of the employee, grant the employee compensatory time off in lieu of payment for such overtime hours, whether or not irregular or occasional in nature and notwithstanding the provisions of sections 5542 (a), 5543 (a) (1), 5544 (a), and 5550 of title 5, United States Code, sec-

6

tion 4107 (c) (5) of title 38, United States Code, section 7 of the Fair Labor Standards Act, as amended, or any other provision of law; or

(2) the employee shall be compensated for such overtime hours in accordance with such provisions, as applicable.

(b) Notwithstanding the provisions of law referred to in paragraph (1) of subsection (a), an employee shall not be entitled to be compensated for credit hours worked except to the extent authorized under section 106 or to the extent he is allowed to have such hours taken into account with respect to his basic work requirement.

(c) (1) Notwithstanding section 5545 (a) of title 5, United States Code, premium pay for nightwork will not be paid to an employee otherwise subject to such section solely because he elects to work credit hours, or elects a time of arrival or departure, at a time of day from which such premium pay is otherwise authorized; except that—

(A) if an employee is on a flexible schedule under which—

(i) the number of hours during which he must be present for work, plus

(ii) the number of hours during which he may elect to work credit hours or elect the time of his arrival and departure,

7

1 which occur outside of the night work hours designated
 2 in or under such section 5545 (a) total less than 8 hours,
 3 such premium pay shall be paid for those hours which,
 4 when combined with such total, do not exceed 8 hours,
 5 and

6 (B) if an employee is on a flexible schedule under
 7 which the hours that he must be present for work
 8 include any hours designated in or under such section
 9 5545 (a), such premium pay shall be paid for such hours
 10 so designated.

11 (2) Notwithstanding section 5343 (f) of title 5, United
 12 States Code, and 4107 (e) (2) of title 38, United States
 13 Code, night differential will not be paid to any employee
 14 otherwise subject to either of such sections solely because
 15 he elects to work credit hours, or elects a time of arrival or
 16 departure, at a time of day for which night differential is
 17 otherwise authorized; except that such differential shall be
 18 paid to an employee on a flexible schedule—

19 (A) in the case of an employee subject to such
 20 section 5343 (f), for which all or a majority of the hours
 21 of such schedule for any day fall between the hours
 22 specified in such section, or

23 (B) in the case of an employee subject to such
 24 section 4107 (e) (2), for which 4 hours of such sched-
 25 ule fall between the hours specified in such section.

8

HOLIDAYS

1 SEC. 104. Notwithstanding sections 6103 and 6104 of
 2 title 5, United States Code, if an employee on a flexible
 3 schedule under this title is relieved or prevented from work-
 4 ing on a day designated as a holiday by Federal statute or
 5 Executive order, he is entitled to pay with respect to that
 6 day for 8 hours (or, in the case of a part-time employee,
 7 one-tenth of his biweekly basic work requirement).

TIME-RECORDING DEVICES

10 SEC. 105. Notwithstanding section 6106 of title 5,
 11 United States Code, an agency may use recording clocks as
 12 part of its experiments under this title.

CREDIT HOURS; ACCUMULATION AND COMPENSATION

14 SEC. 106. (a) Subject to any limitation prescribed by
 15 the agency, a full-time employee on a flexible schedule can
 16 accumulate not more than 10 credit hours, and a part-time
 17 employee can accumulate not more than one-eighth of the
 18 hours in his biweekly basic work requirement, for carryover
 19 from a biweekly pay period to a succeeding biweekly pay
 20 period for credit to the basic work requirement for such
 21 period.

22 (b) If an employee who was on a flexible schedule
 23 experiment is no longer subject to such an experiment, he
 24 shall be paid at his then current rate of basic pay for not
 25 more than 10 credit hours which he has accumulated if he is

1 a full-time employee, or for not more than the number of
 2 credit hours which he has accumulated which is not in excess
 3 of one-eighth of the hours in his biweekly basic work require-
 4 ment if he is a part-time employee.

5 TITLE II—4-DAY WEEK AND OTHER

6 COMPRESSED WORK SCHEDULES

7 DEFINITIONS

8 SEC. 201. For purposes of this title—

9 (1) the term "compressed schedule" means—

10 (A) in the case of a full-time employee, an 80-
 11 hour biweekly basic work requirement which is
 12 scheduled for less than 10 workdays, and

13 (B) in the case of a part-time employee, a bi-
 14 weekly basic work requirement of less than 80 hours
 15 which is scheduled for less than 10 workdays; and
 16 (2) the term "overtime hours" means any hours in
 17 excess of those specified hours which constitute the com-
 18 pressed schedule.

19 COMPRESSED SCHEDULE EXPERIMENTS

20 SEC. 202. (a) Notwithstanding section 6101 of title
 21 5, United States Code, and consistent with the master plan
 22 established under section 4 of this Act, the Commission may
 23 approve any proposal submitted by an agency for an experi-
 24 ment to test a 4-day workweek or other compressed schedule.

25 (b) An agency shall except from an experiment con-

1 ducted under subsection (a) any employee for whom a com-
 2 pressed schedule would impose a personal hardship.

3 (c) Notwithstanding any other provision of this Act,
 4 but subject to the terms of any written agreement under
 5 section 302 (a), any agency experiment under subsection
 6 (a) may be terminated by the Commission, or the agency,
 7 if it determines that the experiment is not in the best interest
 8 of the public, the Government, or the employees.

9 (d) Experiments under subsection (a) shall terminate
 10 not later than the end of the 3-year period which begins on
 11 the effective date of this title.

12 COMPUTATION OF PREMIUM PAY

13 SEC. 203. (a) The provisions of sections 5542 (a),
 14 5544 (a), and 5550 (2) of title 5, United States Code, sec-
 15 tion 4107 (e) (5) of title 38, United States Code, section 7
 16 of the Fair Labor Standards Act, as amended, or any other
 17 law, which relate to premium pay for overtime work shall not
 18 apply to the hours which constitute a compressed schedule.

19 (b) In the case of any full-time employee, hours worked
 20 in excess of the compressed schedule shall be overtime hours
 21 and shall be paid for as provided by whichever statutory pro-
 22 visions referred to in subsection (a) are applicable to the
 23 employee. In the case of any part-time employee on a com-
 24 pressed schedule, overtime pay shall be paid after the same

12

(e) In the case of any employee in a unit with respect to which an organization of Government employees has not been accorded exclusive recognition, the foregoing subsections of this section shall not apply unless the employee waives, in a signed writing, any rights to premium pay under the provisions of law referred to in such subsections with respect to work performed while participating in an experiment under this title.

TITLE III—ADMINISTRATIVE PROVISIONS

ADMINISTRATION OF LEAVE AND RETIREMENT PROVISIONS

Sec. 301. For purposes of administering sections 6303 (a), 6304, 6307 (a) and (c), 6323, 6326, and 6339 (in) of title 5, United States Code, in the case of an employee who is in any experiment under title I or II, references to a day or workday (or to multiples or parts thereof) contained in such sections shall be considered to be references to 8 hours (or to the respective multiples or portions thereof).

APPLICATION OF EXPERIMENTS IN THE CASE OF

NEGOTIATED CONTRACTS

Sec. 302. (a) Employees within a unit with respect to which an organization of Government employees has been accorded exclusive recognition shall not be included within any experiment under title I or II of this Act except to the extent expressly provided under a written agreement between the agency and such organization.

11

number of hours of work for which a full-time employee on a similar schedule would receive overtime pay.

(c) Notwithstanding section 5544 (a), 5546 (a), or 5550 (1) of title 5, United States Code, or any other applicable provision of law, in the case of any employee on a compressed schedule who performs work (other than overtime work) on a tour of duty for any workday a part of which is performed on a Sunday, such employee is entitled to pay for work performed during the entire tour of duty at the rate of his basic pay, plus premium pay at a rate equal to 25 percent of his rate of basic pay.

(d) Notwithstanding section 5546 (b) of title 5, United States Code, an employee on a compressed schedule who performs work on a holiday designated by Federal statute or Executive order is entitled to pay at the rate of his basic pay, plus premium pay at a rate equal to the rate of his basic pay, for such work which is not in excess of his basic work requirement for such day. For hours worked on such a holiday in excess of his basic work requirement for such day, he is entitled to premium pay in accordance with the provisions of section 5542 (a) or 5544 (a) of title 5, United States Code, as applicable, or the provisions of section 7 of the Fair Labor Standards Act, as amended, whichever provisions are more beneficial to the employee.

13

(b) An agency may not participate in a flexible or compressed schedule experiment under a negotiated contract which contains premium pay provisions which are inconsistent with the provisions of section 103 or 203 of this Act, as applicable.

PROHIBITION OF COERCION

SEC. 303. (a) In the case of an employee within a unit with respect to which an organization of Government employees has not been accorded exclusive recognition and who is in an experiment under title I or II, any other employee shall not intimidate, threaten, or coerce, or attempt to intimidate, threaten, or coerce, such employee for the purpose of interfering with—

(1) such employee's rights under title I to elect the time of his arrival or departure, to work or not to work credit hours, or to request or not to request compensatory time off in lieu of payment for overtime hours; or

(2) such employee's right to execute or not to execute a waiver under section 203 (c).

For the purpose of the preceding sentence, the term "intimidate, threaten, or coerce" includes, but is not limited to, promising to confer or conferring any benefit (such as appointment, promotion, or compensation), or effecting or threatening to effect any reprisal (such as deprivation of appointment, promotion, or compensation).

14

(b) Any employee who violates the provisions of subsection (a) shall be removed from his position and funds appropriated for the position from which removed thereafter may not be used to pay for the employee. However, if the Commission finds by unanimous vote that the violation does not warrant removal, a penalty of not less than 30 days' suspension without pay shall be imposed by direction of the Commission. The Commission shall prescribe procedures to carry out this subsection under which an employee subject to removal or suspension shall have rights comparable to the rights afforded an employee subject to removal or suspension under subchapter III of chapter 73 of title 5, United States Code, relating to certain prohibited political activities.

REPORTS

SEC. 304. Not later than 24 years after the effective date of titles I and II of this Act, the Commission shall—

(1) prepare an interim report containing recommendations as to what, if any, legislative or administrative action should be taken based upon the results of experiments conducted under this Act, and

(2) submit copies of such report to the President, the Speaker of the House, and the President pro tempore of the Senate.

The Commission shall prepare a final report with regard to experiments conducted under this Act and shall submit

1 copies of such report to the President, the Speaker of the
2 House, and the President pro tempore of the Senate not
3 later than 3 years after such effective date.

4 REGULATIONS

5 SEC. 305. The Commission shall prescribe regulations
6 necessary for the administration of this Act.

7 EFFECTIVE DATE

8 SEC. 306. The provisions of section 4 and titles I and
9 II of this Act shall take effect on the 90th calendar day

10 after—

11 (1) the date of the enactment of this Act, or

12 (2) October 1, 1977,

13 whichever date is later.

95TH CONGRESS
1ST SESSION
H. R. 2732

IN THE HOUSE OF REPRESENTATIVES

JANUARY 31, 1977

Mr. SOLARZ introduced the following bill; which was referred to the Com-
mittee on Post Office and Civil Service

A BILL

To authorize Federal agencies to experiment with flexible and
compressed employee work schedules.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 SHORT TITLE

4 SECTION 1. This Act may be cited as the "Federal
5 Employees Flexible and Compressed Work Schedules Act
6 of 1977".

7 CONGRESSIONAL FINDINGS

8 SEC. 2. The Congress finds that new trends in the usage
9 of 4-day workweeks, flexible work hours, and other variations
10 in workday and workweek schedules in the private sector

2

1 appear to show sufficient promise to warrant carefully de-
 2 signed, controlled, and evaluated experimentation by Federal
 3 agencies over a 3-year period to determine whether and in
 4 what situations such varied work schedules can be success-
 5 fully used by Federal agencies on a permanent basis.

6 DEFINITIONS

7 Sec. 3. For purposes of this Act—

8 (1) the term "agency" means an Executive agency
 9 and a military department (as such terms are defined
 10 in sections 105 and 102, respectively, of title 5, United
 11 State Code) ;

12 (2) the term "employee" has the meaning given it
 13 by section 2105 of title 5, United States Code;

14 (3) the term "Commission" means the United
 15 States Civil Service Commission; and

16 (4) the term "basic work requirement" means the
 17 number of hours, excluding overtime hours, which an
 18 employee is required to work or is required to account
 19 for by leave or otherwise.

20 EXPERIMENTAL PROGRAMS

21 Sec. 4. (a) Within 180 days after the effective date of
 22 this section, and subject to the requirements of section 302
 23 and the terms of any written agreement referred to in section
 24 302(a), each agency shall establish a program which pro-
 25 vides for the conducting of one or more experiments under

3

1 title I or II (or both) of this Act. Such experimental pro-
 2 gram shall cover a sufficient number of positions throughout
 3 the agency, and a sufficient range of worktime alternatives,
 4 as to provide an adequate basis on which to evaluate the ef-
 5 fectiveness and desirability of permanently maintaining flexi-
 6 ble or compressed work schedules within the agency.

7 (b) The Commission shall provide educational ma-
 8 terial, and technical aids and assistance, for use by an agency
 9 before and during the period such agency is conducting ex-
 10 periments under this Act.

11 (c) If the head of an agency determines that the imple-
 12 mentation of an experimental program referred to in sub-
 13 section (a) would substantially disrupt the agency in carry-
 14 ing out its functions, such agency head shall request the
 15 Commission to exempt such agency from the requirements
 16 of subsection (a). Such request shall be accompanied by a
 17 report detailing the reasons for such determination. The
 18 Commission shall exempt an agency from such requirements
 19 only if it finds that the conducting of such a program by the
 20 agency would not be in the best interest of the public, the
 21 Government, or the employees. The filing of such a request
 22 with the Commission shall stay the requirement under sub-
 23 section (a) to implement an experimental program until
 24 the Commission has made its determination or until 180
 25 days after the date the request is filed, whichever first occurs.

TITLE I—FLEXIBLE SCHEDULING OF WORK

HOURS

DEFINITIONS

Sec. 101. For purposes of this title—

- (1) the term "credit hours" means any hours, within a flexible schedule established under this title, which are in excess of an employee's basic work requirement and which the employee elects to work so as to vary the length of a workweek or a workday; and
- (2) the term "overtime hours" means all hours in excess of 8 hours in a day or 40 hours in a week which are officially ordered in advance, but does not include credit hours.

FLEXIBLE SCHEDULING EXPERIMENTS

Sec. 102. (a) Notwithstanding section 6101 of title 5, United States Code, an agency may conduct one or more experiments to test flexible schedules which include—

- (1) designated hours and days during which an employee on such a schedule must be present for work; and
- (2) designated hours during which an employee on such a schedule may elect the time of such employee's arrival at and departure from work, solely for such purpose or, if and to the extent permitted, for the pur-

pose of accumulating credit hours to reduce the length of the workweek or another workday.

An election by an employee referred to in paragraph (2) shall be subject to limitations generally prescribed to ensure that the duties and requirements of the employee's position are fulfilled.

(b) Notwithstanding any other provision of this Act, but subject to the terms of any written agreement under section 302 (a) —

- (1) any agency experiment under subsection (a) of this section may be terminated by the Commission if it determines that the experiment is not in the best interest of the public, the Government, or the employees; or

(2) if the head of an agency determines that any organization within the agency which is participating in an experiment under subsection (a) is being substantially disrupted in carrying out its functions or is incurring additional costs because of such participation, such agency head may—

- (A) restrict the employees' choice of arrival and departure time,
- (B) restrict the use of credit hours, or

6

1 (C) exclude from such experiment any em-
 2 ployee or group of employees.

3 (c) Experiments under subsection (a) shall terminate
 4 not later than the end of the 3-year period which begins on
 5 the effective date of this title.

6 COMPUTATION OF PREMIUM PAY

7 Sec. 103. (a) For purposes of determining compensa-
 8 tion for overtime hours in the case of an employee partici-
 9 pating in an experiment under section 102—

10 (1) the head of an agency may, on request of the
 11 employee, grant the employee compensatory time off in
 12 lieu of payment for such overtime hours, whether or
 13 not irregular or occasional in nature and notwithstand-
 14 ing the provisions of sections 5542 (a), 5543 (a) (1),
 15 5544 (a), and 5550 of title 5, United States Code, sec-
 16 tion 4107 (c) (5) of title 38, United States Code, sec-
 17 tion 7 of the Fair Labor Standards Act, as amended,
 18 or any other provision of law; or

19 (2) the employee shall be compensated for such
 20 overtime hours in accordance with such provisions, as
 21 applicable.

22 (b) Notwithstanding the provisions of law referred to
 23 in paragraph (1) of subsection (a), an employee shall not
 24 be entitled to be compensated for credit hours worked except
 25 to the extent authorized under section 106 or to the extent

7

1 such employee is allowed to have such hours taken into ac-
 2 count with respect to the employee's basic work requirement.

3 (c) (1) Notwithstanding section 5545 (a) of title 5,
 4 United States Code, premium pay for nightwork will not
 5 be paid to an employee otherwise subject to such section
 6 solely because the employee elects to work credit hours, or
 7 elects a time of arrival or departure, at a time of day from
 8 which such premium pay is otherwise authorized; except
 9 that—

10 (A) if an employee is on a flexible schedule under
 11 which—

12 (i) the number of hours during which such
 13 employee must be present for work, plus

14 (ii) the number of hours during which such
 15 employee may elect to work credit hours or elect
 16 the time of arrival at and departure from work,

17 which occur outside of the night work hours designated
 18 in or under such section 5545 (a) total less than 8 hours,
 19 such premium pay shall be paid for those hours which,
 20 when combined with such total, do not exceed 8 hours,
 21 and

22 (B) if an employee is on a flexible schedule under
 23 which the hours that such employee must be present for
 24 work include any hours designated in or under such

1 section 5545 (a), such premium pay shall be paid for
2 such hours so designated.

3 (2) Notwithstanding section 5343 (f) of title 5, United
4 States Code, and 4107 (e) (2) of title 38, United States
5 Code, night differential will not be paid to any employee
6 otherwise subject to either of such sections solely because
7 such employee elects to work credit hours, or elects a time of
8 arrival or departure, at a time of day for which night differential
9 is otherwise authorized; except that such differential
10 shall be paid to an employee on a flexible schedule under this
11 title—

12 (A) in the case of an employee subject to such section
13 5343 (f), for which all or a majority of the hours
14 of such schedule for any day fall between the hours specified
15 in such section, or

16 (B) in the case of an employee subject to such section
17 4107 (e) (2), for which 4 hours of such schedule fall
18 between the hours specified in such section.

19 HOLIDAYS

20 SEC. 104. Notwithstanding sections 6103 and 6104 of
21 title 5, United States Code, if an employee on a flexible
22 schedule under this title is relieved or prevented from working
23 on a day designated as a holiday by Federal statute or Executive
24 order, such employee is entitled to pay with respect to
25 that day for 8 hours (or, in the case of a part-time employee,

1 one-tenth of the employee's biweekly basic work requirement).

3 TIME-RECORDING DEVICES

4 SEC. 105. Notwithstanding section 6106 of title 5,
5 United States Code, an agency may use recording clocks as
6 part of its experiments under this title.

7 CREDIT HOURS; ACCUMULATION AND COMPENSATION

8 SEC. 106. (a) Subject to any limitation prescribed by
9 the agency, a full-time employee on a flexible schedule can
10 accumulate not more than 10 credit hours, and a part-time
11 employee can accumulate not more than one-eighth of the
12 hours in such employee's biweekly basic work requirement,
13 for carryover from a biweekly pay period to a succeeding
14 biweekly pay period for credit to the basic work requirement
15 for such period.

16 (b) Any employee who is on a flexible schedule exempt
17 from under this title and who is no longer subject to
18 such an experiment shall be paid at such employee's then
19 current rate of basic pay for—

20 (1) in the case of a full-time employee, not more
21 than 10 credit hours accumulated by such employee, or

22 (2) in the case of a part-time employee, the number
23 of credit hours (not in excess of one-eighth of the
24 hours in such employee's biweekly basic work requirement)
25 accumulated by such employee.

TITLE II—4-DAY WEEK AND OTHER
COMPRESSED WORK SCHEDULES

DEFINITIONS

Sec. 201. For purposes of this title—

(1) the term "compressed schedule" means—

(A) in the case of a full-time employee, an 80-hour biweekly basic work requirement which is scheduled for less than 10 workdays, and

(B) in the case of a part-time employee, a biweekly basic work requirement of less than 80 hours which is scheduled for less than 10 workdays; and
(2) the term "overtime hours" means any hours in excess of those specified hours which constitute the compressed schedule.

COMPRESSED SCHEDULE EXPERIMENTS

Sec. 202. (a) Notwithstanding section 6101 of title 5, United States Code, an agency may conduct one or more experiments to test a 4-day workweek or other compressed schedule.

(b) (1) An employee in a unit with respect to which an organization of Government employees has not been accorded exclusive recognition shall not be required to participate in any experiment under subsection (a) unless a majority of the employees in such unit who, but for this para-

graph, would be included in such experiment have voted to be so included.

(2) Upon written request to any agency by an employee, the agency, if it determines that participation in an experiment under subsection (a) would impose a personal hardship on such employee, shall—

(A) except such employee from such experiment; or

(B) reassign such employee to the first position within the agency—

(i) which becomes vacant after such determination,

(ii) which is not included within such experiment,

(iii) for which such employee is qualified, and
(iv) which is acceptable to the employee.

A determination by an agency under this paragraph shall be made not later than 10 days after the day on which a written request for such determination is received by the agency.

(c) Notwithstanding any other provision of this Act, but subject to the terms of any written agreement under section 302 (a), any agency experiment under subsection (a) may be terminated by the Commission, or the agency, if it deter-

12

1 mines that the experiment is not in the best interest of the
 2 public, the Government, or the employees.

3 (d) Experiments under subsection (a) shall terminate
 4 not later than the end of the 3-year period which begins on
 5 the effective date of this title.

6 COMPUTATION OF PREMIUM PAY

7 SEC. 203. (a) The provisions of sections 5542 (a),
 8 5544 (a), and 5550 (2) of title 5, United States Code, sec-
 9 tion 4107 (c) (5) of title 38, United States Code, section 7
 10 of the Fair Labor Standards Act, as amended, or any other
 11 law, which relate to premium pay for overtime work shall not
 12 apply to the hours which constitute a compressed schedule.

13 (b) In the case of any full-time employee, hours worked
 14 in excess of the compressed schedule shall be overtime hours
 15 and shall be paid for as provided by whichever statutory pro-
 16 visions referred to in subsection (a) are applicable to the
 17 employee. In the case of any part-time employee on a com-
 18 pressed schedule, overtime pay shall begin to be paid after
 19 the same number of hours of work after which a full-time
 20 employee on a similar schedule would begin to receive over-
 21 time pay.

22 (c) Notwithstanding section 5544 (a), 5546 (a), or
 23 5550 (1) of title 5, United States Code, or any other appli-
 24 cable provision of law, in the case of any employee on a
 25 compressed schedule who performs work (other than over-

13

1 time work) on a tour of duty for any workday a part of which
 2 is performed on a Sunday, such employee is entitled to pay
 3 for work performed during the entire tour of duty at the
 4 rate of such employee's basic pay, plus premium pay at a
 5 rate equal to 25 percent of such basic pay rate.

6 (d) Notwithstanding section 5546 (b) of title 5, United
 7 States Code, an employee on a compressed schedule who
 8 performs work on a holiday designated by Federal statute
 9 or Executive order is entitled to pay at the rate of such em-
 10 ployee's basic pay, plus premium pay at a rate equal to such
 11 basic pay rate, for such work which is not in excess of the
 12 basic work requirement of such employee for such day. For
 13 hours worked on such a holiday in excess of the basic work
 14 requirement for such day, the employee is entitled to pre-
 15 mium pay in accordance with the provisions of section 5542
 16 (a) or 5544 (a) of title 5, United States Code, as applicable,
 17 or the provisions of section 7 of the Fair Labor Standards
 18 Act, as amended, whichever provisions are more beneficial
 19 to the employee.

20 TITLE III—ADMINISTRATIVE PROVISIONS

21 ADMINISTRATION OF LEAVE AND RETIREMENT PROVISIONS
 22 SEC. 301. For purposes of administering sections 6303
 23 (a), 6304, 6307 (a) and (c), 6323, 6326, and 8339 (m)
 24 of title 5, United States Code, in the case of an employee
 25 who is in any experiment under title I or II, references to

14

1 a day or workday (or to multiples or parts thereof) con-
 2 tained in such sections shall be considered to be references
 3 to 8 hours (or to the respective multiples or parts thereof).

4 APPLICATION OF EXPERIMENTS IN THE CASE OF

5 NEGOTIATED CONTRACTS

6 SEC. 302. (a) Employees within a unit with respect to
 7 which an organization of Government employees has been
 8 accorded exclusive recognition shall not be included within
 9 any experiment under title I or II of this Act except to the
 10 extent expressly provided under a written agreement be-
 11 tween the agency and such organization.

12 (b) An agency may not participate in a flexible or
 13 compressed schedule experiment under a negotiated contract
 14 which contains premium pay provisions which are in-
 15 sistent with the provisions of section 103 or 203 of this Act,
 16 as applicable.

17 PROHIBITION OF COERCION

18 SEC. 303. (a) In the case of an employee within a unit
 19 with respect to which an organization of Government em-
 20 ployees has not been accorded exclusive recognition, any
 21 other employee shall not intimidate, threaten, or coerce,
 22 or attempt to intimidate, threaten, or coerce, such employee
 23 for the purpose of interfering with—

24 (1) such employee's rights under title I to elect a
 25 time of arrival or departure, to work or not to work

15

1 credit hours, or to request or not to request compensatory
 2 time off in lieu of payment for overtime hours; or

3 (2) such employee's right under section 202 (b)
 4 (1) to vote whether or not to be included within a com-
 5 pressed schedule experiment or such employee's right
 6 to request an agency determination under section 202
 7 (b) (2).

8 For the purpose of the preceding sentence, the term "intimi-
 9 date, threaten, or coerce" includes, but is not limited to,
 10 promising to confer or conferring any benefit (such as
 11 appointment, promotion, or compensation), or effecting or
 12 threatening to effect any reprisal (such as deprivation of
 13 appointment, promotion, or compensation).

14 (b) Any employee who violates the provisions of sub-
 15 section (a) shall, upon a final order of the Commission,
 16 be—

17 (1) removed from such employee's position, in
 18 which event that employee may not thereafter hold
 19 any position as an employee for such period as the
 20 Commission may prescribe;

21 (2) suspended without pay from such employee's
 22 position for such period as the Commission may pre-
 23 scribe; or

24 (3) disciplined in such other manner as the Com-
 25 mission shall deem appropriate.

16

1 The Commission shall prescribe procedures to carry out
 2 this subsection under which an employee subject to removal,
 3 suspension, or other disciplinary action shall have rights
 4 comparable to the rights afforded an employee subject to re-
 5 moval or suspension under subchapter III of chapter 73 of
 6 title 5, United States Code, relating to certain prohibited
 7 political activities.

8 REPORTS

9 SEC. 304. Not later than 2½ years after the effective date
 10 of titles I and II of this Act, the Commission shall—

11 (1) prepare an interim report containing recom-
 12 mendations as to what, if any, legislative or administra-
 13 tive action shall be taken based upon the results of ex-
 14 periments conducted under this Act, and

15 (2) submit copies of such report to the President,
 16 the Speaker of the House, and the President pro tem-
 17 pore of the Senate.

18 The Commission shall prepare a final report with regard to
 19 experiments conducted under this Act and shall submit
 20 copies of such report to the President, the Speaker of the
 21 House, and the President pro tempore of the Senate not later
 22 than 3 years after such effective date.

17

REGULATIONS

1 SEC. 305. The Commission shall prescribe regulations
 2 necessary for the administration of this Act.

EFFECTIVE DATE

3 SEC. 306. The provisions of section 4 and titles I and
 4 II of this Act shall take effect on the 90th day after—

- 5 (1) the date of the enactment of this Act, or
- 6 (2) October 1, 1977,
- 7 whichever date is later.

I "Chapter 32—PART-TIME CAREER EMPLOYMENT

- "Sec.
- "§301. Definitions.
- "§302. Policy.
- "§303. Part-time career employment percentage minimums; waiver.
- "§304. Implementation.
- "§305. Limitations.
- "§306. Personnel ceilings.
- "§307. Nonapplicability.

2 "§ 3201. Definitions

- 3 "For the purpose of this chapter—
- 4 " (1) 'agency' means an executive agency other
- 5 than the Federal Bureau of Investigation and any
- 6 agency referred to in section 5102(a) (1) (i)-(viii)
- 7 of this title;
- 8 " (2) 'part-time career employment' means part-
- 9 time employment of at least sixteen hours but not more
- 10 than thirty hours a week, including, as for example, four
- 11 hours each workday, five hours each workday, a dif-
- 12 ferent number of hours each workday, or two, three,
- 13 or four days a week, job-sharing arrangements, or such
- 14 other arrangements as the Civil Service Commission
- 15 establishes as consistent with the policy prescribed by
- 16 section 3202 of this title, but does not include an em-
- 17 ployee who is employed on a temporary or intermittent
- 18 basis; and
- 19 " (3) 'grade' means any grade referred to in chap-
- 20 ter 51 (other than grades GS-16, GS-17, and GS-18).

92ND CONGRESS
1ST SESSION
H. R. 1627

IN THE HOUSE OF REPRESENTATIVES

JANUARY 11, 1977

Mrs. BUREE of California introduced the following bill, which was referred to the Committee on Post Office and Civil Service

A BILL

To provide increased employment opportunity by executive agencies of the United States Government for persons unable to work standard working hours, and for other purposes.

- 1 *Be it enacted by the Senate and House of Representa-*
- 2 *tives of the United States of America in Congress assembled,*
- 3 That this Act may be cited as the "Part-Time Career Oppor-
- 4 tunity Act".
- 5 SEC. 2 (a) Title 5, United States Code, is amended by
- 6 inserting between chapters 31 and 33 the following new
- 7 chapter:

3

1 "§ 3202. Policy

2 "It is the policy of the Government of the United States
3 that at least a certain percentage of all positions in each
4 grade in each agency shall be available on a part-time career
5 employment basis to individuals who are unable, or do not
6 desire, to work on a full-time basis.

7 "§ 3203. Part-time career employment percentage mini-

8 mums; waiver

9 "(a) Not later than one year after the date of enact-
10 ment of this chapter, at least 2 per centum of all positions
11 in each grade of each agency shall be available to individuals
12 on a part-time career employment basis. Not later than two
13 years after the date of enactment of this chapter, 4 per
14 centum of such positions shall be available on such a basis.
15 Not later than three years after the enactment of this chapter,
16 6 per centum of such positions shall be available on such a
17 basis. Not later than four years after the date of enactment
18 of this chapter, 8 per centum of such positions shall be
19 available on such a basis. Not later than five years after the
20 date of enactment of this chapter, and thereafter, 10 per
21 centum of such positions shall be available on such a basis.
22 "(b) Upon the request of an agency, the Civil Service
23 Commission may waive or reduce the percentage minimum
24 applicable to any year referred to in subsection (a) for

4

1 positions in a grade of an agency for a period of not to
2 exceed one year if—

3 "(1) the Commission finds that compliance with the
4 percentage minimum for those positions in that grade
5 for that period by such agency would be substantially
6 disruptive of the ability of the agency to perform its mis-
7 sion. The Commission may find compliance substan-
8 tially disruptive of the ability of the agency to perform
9 its mission when compliance would cause the agency's
10 efficiency to be severely impaired and/or when the
11 agency is undergoing a substantial reduction in force, a
12 freeze on new hiring or other major personnel action
13 which so adversely affects the status of agency employees
14 as to make it impossible to comply with the percentage
15 minimum without seriously jeopardizing the employ-
16 ment or employment rights or benefits of agency em-
17 ployees; and

18 "(2) notice of the request for a waiver or reduction
19 and the reasons and justification for that request have
20 been published in the Federal Register and interested
21 parties have been afforded not less than sixty days to
22 submit comments to the Commission.

23 "(c) A decision of the Commission to waive or reduce
24 any such percentage minimum shall include the reasons and
25 justification therefor. Copies of each such decision shall be

1 available to the public during normal business hours at each
 2 location at which the Commission has offices. Upon request,
 3 a copy of a decision shall be furnished without charge.

4 "(d) Notwithstanding any other provision of law, any
 5 such decision of the Commission is a final agency action
 6 within the meaning of chapter 7 of this title.

7 "§ 3204. Implementation

8 "(a) Each agency shall adopt and maintain procedures,
 9 continuously conduct activities and projects, and undertake
 10 such other efforts as may be appropriate, to carry out sections
 11 3202 and 3203 (a) of this title. The Civil Service Com-
 12 mission shall promptly formulate and implement, and there-
 13 after supervise, a program to assist agencies in carrying out
 14 those sections. Not later than six months after the date of
 15 enactment of this chapter, the Commission shall report to
 16 Congress on actions taken to formulate and implement a
 17 program to assist agencies in carrying out those sections.

18 "(b) Not later than January 20, April 20, July 20,
 19 and October 20 of each year, each agency shall report to
 20 the Commission with respect to the three calendar months
 21 preceding the month in which that particular report is due,
 22 on the procedures, activities, projects, and other efforts under-
 23 taken to carry out sections 3202 and 3203 (a) of this title.
 24 Each report shall contain documentation concerning the
 25 extent to which the percentage minimums of section 3203 (a)

1 of this title have been met and an explanation of any im-
 2 pediments to their fulfillment and of measures undertaken to
 3 remove these impediments.

4 "(c) The Commission shall report annually to the
 5 Congress on the procedures, activities, projects, and other
 6 efforts undertaken to carry out sections 3202 and 3203 (a)
 7 of this title. Each annual report shall contain documentation
 8 concerning the extent to which the percentage minimums
 9 of section 3203 (a) of this title have been met and an expla-
 10 nation of any impediments to their fulfillment and of meas-
 11 ures undertaken to remove these impediments.

12 "(d) The Commission shall conduct research and ex-
 13 perimentation projects and any other activities designed to
 14 promote, in public employment, the advancement of oppor-
 15 tunities for individuals who are unable, or who do not
 16 desire, to work on a full-time basis.

17 "§ 3205. Limitations

18 "(a) An agency shall not abolish a full-time position
 19 in a grade subject to this chapter, and occupied by employee,
 20 in order to establish two or more positions to be made avail-
 21 able to individuals on a flexible hours employment basis.

22 "(b) Nothing in this chapter shall impair the employ-
 23 ment or employment rights or benefits of any employee.

24 "(c) No agency shall enter into any contract or other

7

1 agreement with any person as a result of the enactment of
 2 this chapter, except with respect to any agreement to furnish
 3 advice and assistance to that agency to meet the percentage
 4 minimums of section 3203 (a) of this title.

5 “(d) No person employed as an expert or consultant
 6 under section 3109 of this title, and no person who is em-
 7 ployed by any employer other than an agency, may be
 8 counted for the purpose of determining whether that agency
 9 has met the percentage minimums of section 3203 (a) of
 10 this title.

11 “(e) Not to exceed 10 per centum of the full-time posi-
 12 tions of any agency may be converted to positions to be
 13 made available to individuals on a part-time career employ-
 14 ment basis.

15 “§ 3206. Personnel ceilings

16 “In counting the number of employees an agency em-
 17 ploys for purposes of any personnel ceiling, an employee em-
 18 ployed on a part-time career employment basis shall be
 19 counted as a fraction which is determined by dividing forty
 20 hours into the average number of hours that employee works
 21 each week.

22 “§ 3207. Nonapplicability

23 “If, on the date of enactment of this chapter, a collec-
 24 tive-bargaining agreement is in effect with respect to posi-

8

1 tions occupied by employees which establishes the number
 2 of hours of employment in a week, then this chapter shall
 3 not apply to those positions.”

4 (b) Subpart B of the table of chapters of part III of
 5 title 5, United States Code, is amended by inserting between
 6 items 31 and 33 the following:

“§2. Part-Time Career Employment----- 3201”.

7 Sec. 3. (a) Section 8347 (g) of title 5, United States
 8 Code, is amended by adding at the end thereof the following:

9 “However, the Commission may not exclude any employee
 10 who occupies a position on a part-time career employment
 11 basis (as defined in section 3201 (2) of this title).”.

12 (b) Section 8716 (b) of such title 5 is amended—

13 (1) by striking out of the second sentence “or part-
 14 time”;

15 (2) by striking out “or” at the end of clause (1) ;

16 (3) by striking out the period at the end of clause

17 (2) and inserting in lieu thereof a semicolon and “or”;

18 and

19 (4) by adding at the end thereof the following:

20 “(3) an employee who is occupying a position on
 21 a part-time career employment basis (as defined in sec-
 22 tion 3201 (2) of this title.”.

23 (c) Section 8913 (b) of such title 5 is amended—

24 (1) by striking out “or” at the end of clause (1) ;

9

(2) by striking out the period at the end of clause
(2) and inserting in lieu thereof a semicolon and "or";

and

(3) by adding at the end thereof the following:

"(3) an employee who is occupying a position on
a part-time career employment basis (as defined in sec-
tion 3201 (2) of this title).

§ 3208. Employee organization representation

"If an employee organization has been accorded exhi-
sive recognition with respect to a unit within an agency,
then the employee shall be entitled to represent all employees
within that unit employed on a part-time career employment
basis."

Sec. 4. There are authorized to be appropriated such
sums as may be necessary to carry out the amendments
made by this Act.

