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ARTICLES

- Managing the Wage-Price Freeze by A. Douglas Brown 1
The Maturing Federal Labor-Management Relationship
by Anthony F. Ingrassia 6
Federal Job Information . . . at your fingertips by Laurence T. Lorenz 16
Summer is a Time for Learning:
A Summer Behind Bars by Norman A. Carlson 21
Internships for Law Students by Larry Kraft 23
Summer in the City by Mrs. Janice Burrows 24
Personnel Administration by Handshake by Felix A. Nigro 28

FEATURE

- Report to the President on Job Evaluation and Pay 12

DEPARTMENTS

- Intergovernmental Perspectives 5
Legal Decisions 10
Equal Employment Opportunity 15
A Look at Legislation 18
Training Digest 20
Shelf-Help 26
Quotable 27
Incentive Awards 31
Spotlight on Labor Relations 32

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WORTH NOTING

● SEVEN AREAS of fundamental importance—where the Civil Service Commission is concentrating a major part of its policy-development efforts—were recently outlined by CSC Chairman Robert E. Hampton at a briefing for the Committee on Post Office and Civil Service of the House of Representatives. He discussed the following:

- Evaluating and reporting the budgetary impact and economic consequences of Federal personnel programs;
- Changing Federal personnel policies in support of labor-management relations developments;
- Reviewing the effectiveness of the appellate system;
- Getting better management in the Federal service through improved managers;
- Helping Federalism work better;
- Assisting Federal agencies in selecting and developing people for personnel work to meet the needs of the 1970's; and
- Improving job evaluation and pay systems.

● RIGHT TO VOTE: A 1970 law makes it possible for every citizen of the United States to vote in Presidential elections without regard to lengthy residence requirements or to the citizen's location at the time of the election.

Length-of-residence requirements for voting in Presidential elections have been abolished. States may still close registration for such voting 30 days prior to the election but may keep registration open longer. Each State is required to have absentee registration and absentee balloting procedures for Presidential elections.

● WAGE ADJUSTMENTS are back on regular schedule for most of the Government's 631,000 blue-collar workers. For others, corrective legislation is pending.

Employees in areas where scheduled wage surveys had started before the August 15 "freeze" period are eligible for retroactive pay schedules under a Comptroller General ruling.

The Administration has recom-

Continued—See Inside Back Cover



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FRENZIE MANAGING THE WAGE -PRICE FREEZE DAYS AT OEP



by A. Douglas Brown, Public Information Officer, Office of Emergency Preparedness

ON SATURDAY evening, August 14, 1971, George A. Lincoln was at his ranch near Denver celebrating his 35th wedding anniversary with a group of friends, some of whom had been in the wedding party in 1936. It was a happy as well as a nostalgic occasion, for Gen. Lincoln and his wife had flown to Denver only the night before and planned to spend the following week relaxing at the ranch.

Then the White House called, and he was told to be back in Washington the next day. He wasn't told why. At 1:45 p.m. on Sunday, August 15, Gen. Lincoln, Director of the President's Office of Emergency Preparedness, stepped off a plane at Andrews Air Force Base and went directly to the White House for a meeting. Later that afternoon he was in his office in the Winder Building, telling key members of his staff that that night President Nixon would announce to the Nation a new economic policy which would include a 90-day freeze on wages, prices, and rents and that OEP would be charged with the management and administration of the freeze.

An agency with only about 240 people in its national office and 70 in its eight regional offices, OEP had some appropriate, routinely ready resources for its task. They included planning for economic stabilization

in the event of war, a field organization geared to emergencies, and experience in improvisation for crisis management situations such as natural disasters.

But, as in any emergency, becoming the warden of the Nation's economy presented unique problems. OEP needed more people, but the President had directed that no new, large bureaucracy be created. OEP also would need more office space, immediately. And it needed modifications in its organization to handle operations unique to the freeze.

An explosive mobilization was required; OEP would have to gear up almost overnight. For the freeze to be effective, very little administrative planning and no organizational preparations could have been carried on before August 15. Any such activity might have given public notice of the impending control program and jeopardized its prospects for success.

"When you're in Government," Gen. Lincoln said, "you have to choose the least worst solution. There wasn't any other outfit to do this. In one way, we were prepared—the words emergency and preparedness are on our doors."

Fifteen minutes after the President announced the freeze, Gen. Lincoln, OEP Deputy Director Darrell Trent, and Assistant Director Haakon Lindjord had the

agency's regional directors on a conference telephone call. "Tomorrow morning," Lincoln told them, "you will move out of your offices and open up in the biggest city in your region. The General Services Administration will provide space and the Civil Service Commission will give you personnel from other agencies. You will be ready for business before Wednesday morning."

The order posed logistics problems that are not at once apparent. By design, some of OEP's eight regional offices were in relatively remote areas, such as Battle Creek, Mich., Thomasville, Ga., and Olney, Md., established as emergency relocation centers for use in the event of nuclear war. Within 60 hours, then, OEP not only would have to move its regional offices to major cities, but add two offices to conform to the 10-city Federal regional pattern.

Early Monday morning, J. Ray O'Connell, Assistant to the OEP Director for Administration, conferred with GSA about office space. Robert L. Kunzig, then Administrator of GSA, assigned Larry Roush, of the agency's Public Buildings Service, to arrange for office space and equipment. As O'Connell well knew, the acquisition of office space normally takes three to four months because of bid procedures and negotiations.

Obviously, Roush would have to find shortcuts—and he did.

Later the same morning, O'Connell and Charles Pierce, Chief of OEP's Personnel Division, talked to Bernard Rosen, Executive Director of the Civil Service Commission, about the need for more people. The Commission immediately mobilized its highly professional staff. Rosen designated each of the CSC regional directors to be focal points of contact in their respective areas, and assigned the Washington metropolitan area to the Chief of the Career Service Division. It was this network that responded to the need for more people by arranging employee details from all agencies to OEP. Agencies cooperated to the hilt with CSC and results were literally instant.

Within 60 hours, OEP was operational in 10 regional offices. These offices formed the field nuclei of the nationwide administrative, information, and compliance net. To better serve citizens outside of major cities, this net was expanded within a week to include 360 Internal Revenue Service offices and more than 2,800 offices of the Agricultural Stabilization and Conservation Service. Within three weeks, IRS was handling part of the correspondence and, along with ASCS, most of the telephone queries.

Within the same 60-hour period, OEP had doubled its national office staff and expanded its field staffs sixfold by borrowing personnel on nonreimbursable detail from other Federal agencies. "We had to respond immediately, and only with the tremendous coopera-



tion of GSA and CSC could we have done this," Lincoln said.

OEP's national office organization was generally capable of meeting the requirements of managing the freeze, with major expansions of some staff units and the addition of staff elements peculiar to the operation, such as an Exceptions and Exemptions office. All staff elements except those devoted to disaster assistance, priority tasks for oil and energy, and a few other pressing problems directed their main attention to the freeze.

As a result of expansion and the addition of borrowed personnel, several relocation moves were necessary in Washington. Space was found at 1812 K Street for some 40 regular employees in the Disaster Programs office and Stockpile Policy Division. Fortunately, the Federal Government owns two former residences adjacent to the Winder Building, at 1723 and 1725 F St., including a 2-story brick building behind 1725 that was once a horse and carriage stable. Normally used only for storage, the stable was quickly renovated and became the working home for some of the personnel in the newly created Correspondence Unit.

When O'Connell and Pierce first contacted the CSC's Rosen and Sam N. Wolk, Chief of the Career Service Division, they were unable to be specific about the types of borrowed personnel OEP would need during the freeze. "We had to play it by ear and notify CSC as our needs became apparent," O'Connell said. "This made it hard on CSC, but they came through beautifully. They went to great lengths to get us people."

OEP received cooperation elsewhere, too. For example, an OEP personnel management specialist, who once worked for the Federal Mediation and Conciliation Service, phoned the Deputy Director of FMCS and told him of OEP's need for secretaries willing to work day and night and on weekends. The Deputy Director called a meeting of the entire secretarial staff and enlisted volunteers, seven of whom were detailed to OEP.

Aside from secretaries, OEP's most critical need was for lawyers to convert policy decisions into regulations and circulars for publication in the *Federal Register*. The General Counsel's staff was expanded from 3 to about 30.

◀ *The author and Mrs. Irma White, a public information officer on detail from the Census Bureau (second and third from left), help members of the public with their wage-price problems.*

Mrs. Nancy Goldstein, an OEP information systems analyst, looks at a daily summary of wage-price freeze activities stored in a computer and flashed on this display screen. ▶

Also joining OEP on loan were economists, public information officers, card punchers, congressional liaison officers, and personnel to man the "specialty desks." These specialists handled stabilization matters most closely related to their regular responsibilities, thus facilitating liaison and rapid response. Specialists from Treasury took queries on the surcharge on imports and matters of international exchange; from Agriculture, exemptions for raw agricultural products; Labor, wages and salaries; Housing and Urban Development, rents and housing; Transportation, Interstate Commerce Commission, and Federal Power Commission, rates within their respective areas; Health, Education, and Welfare, teachers' salaries and health insurance; Commerce, prices in industrial sectors.

"Almost without exception," Pierce said, "the borrowed personnel pitched in willingly and worked hard, from the GS-3's to the GS-18's. And they did this under conditions that weren't always ideal. While they were knee-deep in policy, for instance, workmen were tearing down walls, installing phones, or painting."

OEP had 200 additional phones installed during the freeze, 80 percent of them within the first 10 days.

The face which OEP presented to the public during the freeze was that of Irma White, a gracious, white-haired woman on loan from the Census Bureau. Mrs. White, who joined the Census Bureau as a public information officer in 1958, each week greeted and helped about 500 visitors to OEP's reception room on the first floor of the Winder Building. Highly organized, she had at her fingertips almost every piece of literature available on the freeze, from Federal regulations to press releases. If she didn't know the answer to a citizen's question, she invariably knew exactly where to find it. If the person wanted a copy, that usually was available, too, because Mrs. White arrived at 7:15 every morning to Xerox the material.



Mrs. White has a fascinating background. She was the first woman ever to teach at Harvard, serving as an instructor in a report-writing course for students in the Harvard Business School. She has appeared in *Who's Who Among American Women* and was an award-winning writer of a series of Commerce Department pamphlets. Her main loves, she says, are people and words, in that order.

She made a legion of friends during her stay at OEP—lawyers and newspapermen, business and industry officials, union representatives and Federal Government workers. She was typical of the dedicated personnel on loan to OEP during the hectic days of the freeze.

Other borrowed personnel manned phones, answering thousands of calls from the public, congressional offices, trade associations, and the press. Callers posed some unusual questions.

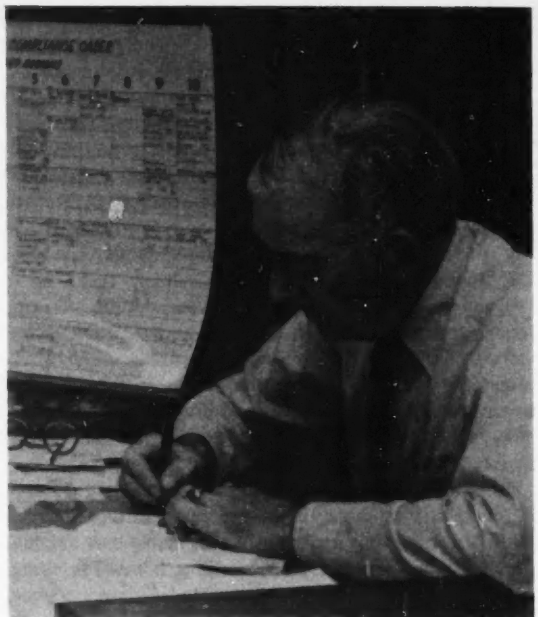
"I can't turn off my air conditioning at night," one woman reported, "and it makes me cold and the landlord won't fix it. I'm calling you people because I think I should have my rent reduced."

A student's long hair triggered another call. Three students had rented a small house for \$90 a month from an elderly farmer. One of them let his hair grow long and the farmer decided he didn't want any "hippie student" living in his house. "It seems to me," one of the students complained on the phone, "that you should be able to stop him from evicting our roommate. If he does, he would be raising the rent from \$30 a person to \$45."

Equally interesting queries were received by the Correspondence Unit. That unit, along with Exceptions and Exemptions, Compliance, Policy and Guidance Liaison, and the Historian's Office (responsible for recording the history of the freeze), were the principal OEP operations unique to the freeze and requiring completely new staff divisions. The written queries ran the gamut from youngsters seeking increased allowances to prices of wrought-iron furniture, and from the cost of a pork chop to professional football ticket prices. The Correspondence Unit, staffed in large part by borrowed personnel, processed over 27,000 pieces of mail, including more than 3,000 pieces of congressional correspondence.

The authority to grant exceptions and exemptions was delegated by the Cost of Living Council to the OEP Director. He, in turn, redelegated authority to OEP Regional Directors for the denial of requests on the basis of precedents in the form of national office decisions.

The vastness and complexity of the freeze can be partially measured in numerical terms. More than one million public inquiries were handled, or over 10,000 a day. Some 50,000 letters were answered in the national and regional offices. Nearly 46,000 re-



Gen. George A. Lincoln, Director of OEP, worked long and late during the supercharged days and nights of Phase I.

ports of alleged violations were received and about 6,000 letters concerning exemption requests were considered.

"In dealing with this heavy workload," Gen. Lincoln said, "timeliness of reaction, consistency of response, and closely coordinated teamwork were of central importance. There was complete cooperation among our small organization, the agencies who loaned us personnel, and the Cost of Living Council. It was right that we should have handled the first phase of the President's Economic Stabilization Program. We're an emergency outfit."

But after 90 days, what was an initial emergency required greater attention on a continuing basis in order to slow down the rate of inflation.

To carry on Phase II of the Economic Stabilization Program, the President strengthened the role of the Cost of Living Council and established two new agencies, the Pay Board and the Price Commission. At the same time, the Internal Revenue Service was directed to set up a Service and Compliance Administration to monitor price and wage regulations at the local level.

While most of the employees on loan returned to their agencies when the freeze ended, some enjoyed their 90-day experience with economic stabilization matters so much that they accepted new jobs with the Cost of Living Council, Pay Board, Price Commission, or IRS. It seems safe to assume, though, that they will never forget their 90 days with OEP.

INTERGOVERNMENTAL PERSPECTIVES

IPA GRANT PROGRAM GAINS MOMENTUM

More than \$4 million in IPA grants were awarded to State and local governments and nonprofit organizations between October 1971 and early March 1972. They were made on a matching fund basis, with CSC supporting up to 75 percent of the cost during F.Y. 1972.

The IPA grants approved so far are to support State-wide plans for the improvement of personnel administration and support of individual State and local government personnel programs. They span a variety of projects in personnel administration and training.

Of the grants awarded during this period, 45 were for personnel management assistance, 29 for training, and 2 for government service fellowships.

The first was to Oklahoma City on behalf of 32 Oklahoma localities in the amount of \$19,000 for a salary and benefits survey of police and fireman occupations for use in employee-management negotiations.

The largest was to the State of California for \$1,007,000, while the smallest was to Lubbock, Tex., for \$1,274.

SOME SMALLER GRANTS

Eight were for under \$8,000—each awarded to a local unit of government or a combination of government units.

Following are examples of the smaller grants: \$3,312 was awarded to Lincoln, Neb., for supervisory and personnel management training. Shreveport, La., received \$1,835 for supervisory training, and Anchorage Borough, Alaska, was awarded \$7,500 to improve personnel policies and for a job classification and pay system study.

The Valley Council of Governments in Connecticut received \$2,150 for the development of a unified personnel system for member governments, while the Great Lakes Assessment Council in Ohio received \$3,000 to organize and develop an interstate test validation and development program.

STATEWIDE GRANTS

The Statewide grants awarded through February are: Arizona, \$88,000; Arkansas, \$88,343; Colorado, \$130,000; Idaho, \$60,000; Iowa, \$143,000; Maine, \$60,000; Massachusetts, \$272,000; Missouri, \$224,000;

Montana, \$60,000; Nevada, \$60,000; New Jersey, \$284,220; New Mexico, \$60,000; Oklahoma, \$127,550; Oregon, \$108,000; Texas, \$118,515; Utah, \$60,000; and Virginia, \$250,000.

These Statewide grants are for projects such as the establishment of a selection resource center, a State personnel bureau, government service fellowships, personnel service center, and a public executive institute.

PUBLIC INTEREST GROUPS

In the first months of 1972, IPA grants were awarded to national public interest groups:

- \$120,000 went to the International City Management Association on behalf of the National Governors' Conference, Council of State Governments, U.S. Conference of Mayors, National League of Cities, National Association of Counties, and the International City Management Association. The money is to be used to establish a Continuing Education Service (CES) for State and local governments. By making the training and development of employees an integral part of managing State and local programs, the CES will help improve the quality of State and local governments. The CES is also being supported by a grant from the Ford Foundation.

- \$82,517 went to the Council of State Governments to help support an interstate consulting clearinghouse through which States can arrange to obtain technical assistance from each other.

- \$60,283 was awarded to the National League of Cities/United States Conference of Mayors and the National Association of Counties to develop internships in labor-management relations.

EXAMPLES OF PROJECTS

Numerous other grants have been for projects such as developing training programs and model personnel programs at a city or State level; for analysis of problems, for example, a personnel merger problem; training of new employees; and automating personnel records.

All the grant applications have shown intensive work and a true cooperative spirit among the jurisdictions involved.

Estimate of the amount of IPA grant money to be awarded by early April is over \$6 million.

—Lea Guarraia

reaching out for the level of effective dealings

The Maturing Federal Labor-Management Relationship

by Anthony F. Ingrassia, Director, Office of Labor-Management Relations, U.S. Civil Service Commission

UNLIKE ATHENA, labor-management relations did not spring full-grown onto the Federal scene. Rather, the labor-management relationship in Government is cut from an evolutionary pattern. And its present growing pains are the surest indication that it is fast maturing.

Much of the current pressure that weighs heaviest on the growth of this relationship is generated by labor's push to extend its bargaining horizons in the Federal service. In turn, Government must be responsive in ways that serve to enhance the basic relationship—maximizing appropriate employee participation within the four corners of public interest, merit-system principles, management efficiency, and labor-management stability.

SUBJECTS FOR BARGAINING

The broad end of any labor relations program—public or private—is to provide for employee participation in the formulation and implementation of their terms of employment. This goal is expressly stated in the preamble of Executive Order 11491, as amended, Labor-Management Relations in the Federal Service. However, limitations on the authority of the management negotiator, resulting from regulations of higher authority, serve to restrict somewhat direct employee participation through the collective bargaining process. The order imposes further restrictions on the scope of bargaining—distinguishing it in substantial measure from that in the private sector. These restrictions generally fall within three areas: customary management rights or prerogatives, legislative restrictions, and limitations imposed to protect merit-system principles or to

insure uniform employment conditions for all Federal employees.

Despite these restrictions on the scope of negotiations, there does exist an extensive area of matters which each department or agency may place on the table for negotiations. (See "Widening Dimensions of the Federal Bargaining Table" in the July-September 1971 issue of the *Civil Service Journal*.)

In all matters, however, the scope of bargaining is dependent on the authority for formulating and implementing policies and practices at the level exclusive recognition has obtained.

The problem is to make level of dealings and level of authority coincide. It can be generalized that the larger the governmental body, the more critical the level of the bargaining unit. To put it another way, the farther removed the unit is from the level of ultimate managerial authority, the more restricted the scope of bargaining and the less effective the bilateral relationship.

This problem has been approached in many ways by different governmental units. For example, New York City used the "building blocks" approach, permitting unions to gain recognition at low organizational levels and restricting dealings to the authority of the management representatives at that level. New York State, on the other hand, opted for the "most appropriate unit," going immediately to the ultimate level of management authority. The results were more than 200 bargaining units in New York City and only 8 for State employees.

The Federal Government, whose original Executive order (10988, issued by President Kennedy in 1962)

paralleled the original New York City order issued by Mayor Wagner, followed the building-blocks path. Although the order specifically barred bargaining units based solely on the extent of union organization, what resulted was a reasonable facsimile thereof. Unions sought units in which they had sufficient strength to gain recognition; agency management, on the assumption that the restricted scope of bargaining largely dealt with local working conditions, tended to agree with union-sought units. (And on the comparatively rare occasions that agencies opposed union requests, arbitrators appointed to issue advisory opinions almost universally favored smaller over larger units. In so doing, they established the precedent of "an appropriate unit" as opposed to "the most appropriate unit." With this approach to unit structure, it's not surprising that in just 9 years—1962–1971—3,380 exclusive units were certified.)

Unfortunately, the result of these unit decisions in many cases was to divorce the level of dealings from the level of authority. This in turn led to frustration on the part of union negotiators, who too often were told by management representatives at the bargaining table, "I can't" (because of lack of authority), rather than "I will" or "I won't."

And the frustration was no less bearable, when, in many instances, unions bore the responsibility for organizing at a level which made effective dealings impossible.

How, for example, do you negotiate promotion procedures for positions not included in the bargaining unit?

THE BACKGROUND

Pressures from these and other frustrations led to a review of the entire Federal structure, first by a committee appointed by President Johnson in 1967 (which never was able to present a unanimous report and recommendations) and then by a committee appointed by President Nixon in 1969.

Obviously, a challenge to the study groups was to insure that employees are not thwarted in their collective pursuit of a voice in those areas that are open to bilateral determinations. The desire was to arrive at meaningful dialogue with organizations representing Federal employees—and this, of necessity, requires a labor-relations structure that parallels the level of effective dealings with those organizations.

In its Report and Recommendations, the 1969 Study Committee, headed by Civil Service Commission Chairman Robert E. Hampton, which drafted E.O. 11491, recognized these imperatives:

- Much of the complaint by labor organizations about the operations of the program centers on claims that local managers do not have sufficient delegation of authority on personnel policy matters to permit ef-

fective negotiations at the installation level. It is claimed that agencies through their regulatory authority have narrowed unduly the range of negotiable matters, thereby limiting the area for bilateral negotiations. The organizations have recommended that all matters should be considered negotiable, as long as they are not inconsistent with present and future laws, thereby increasing the ability of local management officials to engage in meaningful collective bargaining.

- We firmly believe that agency regulatory authority must be retained, but fruitful negotiations can take place only where management officials have sufficient authority to negotiate matters of concern to employees. Therefore, except where negotiations are conducted at the national level, agencies should increase, where practicable, delegations of authority on personnel policy matters to local managers to permit a wider scope for negotiation.

- Agencies should not issue over-prescriptive regulations, and should consider exceptions from agency regulations on specific items where both parties request an exception and the agency considers the exception feasible.

Unfortunately, the resolution of the problem envisioned by the Study Committee has met with only limited success. Historically, Government has been hesitant in delegating without guidance. Even in the present-day push by agencies to delegate authority to regional offices as part of the Federal theme of decentralization, emphasis is on operational matters rather than internal personnel matters.

Perhaps the Study Committee was aware of the unlikelihood that meaningful authority in personnel matters would be delegated to the level of recognition, particularly on the highly fragmented Federal scene. At any rate, the Report to the President made special mention of the acceptability of national units, i.e., agency-wide in scope; and it recognized the desirability of experimenting with multi-unit negotiations, another means of wedding the level of dealings and the level of authority. As the Report put it:

"Question has been raised concerning a policy statement issued by the President's Temporary Committee on the Implementation of the Federal Employee-Management Relations Program which discouraged the establishment of units for the purpose of national exclusive recognition.

"Relatively few problems have arisen in this area in the past seven years. However, at this stage of the program, we feel that determinations as to the appropriateness of such units should be based upon the same criteria as are used in determining the appropriateness of any other unit requested for the purpose of exclusive recognition.

"When national exclusive recognition has been granted in an appropriate national unit, no recognition should be granted to any other labor organization for

employees within the national exclusive unit. This does not preclude consultation or negotiation at any level with representatives of the nationally recognized exclusive union."

Thus, the alternatives for improving bilateral relationships were clearly defined: delegate down to the unit of recognition or bring the recognition to the level of authority. Either alternative has built-in problems.

Too much delegation fosters disparity among employees similarly situated, causing morale problems and inviting whipsawing by union negotiators. Too broad a unit tends to concentrate membership, recognition, and power in one or a few unions, which could prove detrimental to the public interest.

NATIONAL EXCLUSIVE

One of the paradoxes of the national-local recognition issue is that while the broader unit provides a wider scope of bargaining it also can result in less attention to, and less input by, employees with particular needs and desires not common to the majority of employees in the unit.

Since a union which has obtained national-exclusive status will be difficult to challenge (because of the sheer logistics of securing a 30-percent opposition "show of interest"), the benefits of stable labor relations may be offset by the union's substantial strength and possible failure to service employees in the absence of competition. Competition, whether in business or unions, leads to accountability and to proper service. The lack of service may create demoralized employee groups without offering them attainable alternatives.

It is too early to venture an opinion on whether broad national or agency-wide units are preferable to local-level units. And there most likely is no "correct" answer. Much depends on the structure and missions of the agencies themselves as well as whether the scope of bargaining remains restricted as at present or is expanded to include some of the traditional bread-and-butter items of wages and fringe benefits.

Whichever way the Federal program develops, it is important that changes continue in the evolving pattern which has proved successful in the past decade (if not totally acceptable to all parties concerned, particularly the unions).

SPECIAL SOLUTIONS TO SPECIAL NEEDS

There is no doubt the Federal Government—all public employment for that matter—must accommodate to collective bargaining, but collective bargaining must also accommodate to public employment, which has special problems requiring special solutions. A full transplant of private collective bargaining practices into the public sector is not possible or desirable.

The crucial difference is that collective bargaining in

public employment cannot be separated from the normal American political process. Under these "political" as opposed to "economic" pressures, priorities for the taxpayer's dollar can be distorted and policies agreed to (such as welfare caseload for social workers or class size and curriculum for teachers) which do not necessarily reflect the views of the electorate.

What really is needed is more ingenuity on the part of union and management representatives (as well as third-party officials) to use the developing bilateral machinery as a means of problem resolution rather than as a forum for adversary relationships or win-lose stances, in which the abilities or shortcomings of opposing representatives (particularly counsel) are decisive.

And this brings me back to the concern with making the level of union-management dealings coincide with the level of managerial authority. Such a challenge should not be insurmountable given the talent and experience possessed by both union and management spokesmen.

Let's look at the problem of the impact of regulations of higher authority on negotiations a bit more closely. Certainly, it is a problem that can't be ignored. Yet, is it so terribly different in impact from situations in the private sector where management positions in negotiations are based on strong corporate-wide or industry-wide policies? Could ingenuity uncover some middle ground of compromise while avoiding the conflict with law or regulations? Could management officials be put on the spot and forced to say they wouldn't agree to the union demand even if they had the authority? Would they agree if they *did* have the authority?

EXPLORATION OF SOLUTIONS

This willingness to explore a problem area and arrive at mutually acceptable language that does no injustice to employees, unions, and management is at the heart of a successful collective bargaining relationship. Negotiation implies—yes, requires—discussion and consideration of the other party's views. To reject any proposal out of hand, without exploring the reason behind it, is a symptom of a much deeper problem of lack of communication and nonacceptance of the collective bargaining process.

William E. Simkin, former Director of the Federal Mediation and Conciliation Service, discusses this matter of creative exploration of solutions in his book "Mediation and the Dynamics of Collective Bargaining." After discussing how the parties dispose of items subject to easy agreement, he explains a second category of agreements, "Discovery of creative solutions to matters initially thought to be sources of serious conflict." He writes:

"The second category is similar to the first in that mutually satisfactory answers are found. It is dissimilar

in that very genuine conflict appeared to exist at the outset of negotiations. Long, labored, and sometimes profane discussion gradually discloses the real objectives of both parties. An inventive answer finally emerges. It may come in painful steps. More rarely, it "bursts forth," sometimes from a most unlikely source. All members of the negotiating group are likely to contribute something to the evolutionary process. Sometimes the source of the solution cannot even be traced. More often there is strong leadership on both sides of the table, leadership which is ready and willing to acknowledge and digest even the smallest contribution from others.

"This is the most creative aspect of bargaining. It is a process of discovery. Something quite new has been added, something that simply would not have happened in the absence of sharp intelligence and good will directed towards resolution of a difficult common problem."

This is the kind of innovative problem-solving needed by Federal union and management negotiators faced with the limitations of laws and regulations.

If anything, such problem-solving approaches are more needed in Government than in the private sector because most economic benefits are determined through the legislative process. Thus, more time and energy is spent by union representatives on the noneconomic desires of employees, such as fair treatment on the job, absence of favoritism, opportunity for advancement, recognition as a person, safety and health, training and the like. Executive Order 11491, as amended, and predecessor order 10988 were designed and intended to foster bilateral decision-making in these vital areas of personnel policies and practices and working conditions. These good intentions will not be realized if the procedures in the order are used to strangle collective bargaining and make impossible manage-

ment's responsiveness to legitimate employee needs and desires. Experience in other levels of public employment and in the private sector have shown that when the system is not responsive it is by-passed or ignored—often with results more favorable to employees involved but damaging to overall labor-management stability.

That is why there is, and must be, encouragement from administrators of the Government's labor relations program and those responsible for personnel management at high levels within an agency to see that the system is used to *solve* problems rather than exacerbate them.

SCHIZOPHRENIC APPROACH

These are growing examples of what might be termed a schizophrenic approach by Federal managers to unions. On the one hand, there is an open, cooperative attitude during the organizing phase. Once recognition is obtained, however, there tends to be a hardening of attitudes, dealing at arm's length. True, the order's mandated role of neutrality on management's part during the organizing phase cannot, and should not, be carried over to the negotiating phase; but developing a sound management philosophy does not require an anti-union posture.

Management's prime responsibilities in this regard are two-fold: (1) guaranteeing that values and interests of Federal employees are understood and protected while being sure to deal with employees through the union, not with the union through the employees, on all matters affecting general working conditions of employees in the unit, and (2) avoiding loss of management control of the work force and vital decision-making.

With these requisites in mind, a checklist for consideration of union proposals (apart from such matters as strategy and technique) would be:

- What problem is the proposal intended to get at?
- Is the union concern legitimate? Is there a real problem?
- Would the proposal resolve the problem?
- Does the proposal have any hidden effect restricting management's legitimate concern to control the work force and accomplish mission (as contrasted to improper desire to manipulate employees or deprive them of just treatment)?
- What costs are involved (apparent or hidden)?
- Does the proposal involve a question of "agreeability" rather than "negotiability"? In other words, should management's position be "I will" or "I won't" or something in between rather than "I can't" which implies lack of authority under law, regulations of higher authority, or the order itself? If so, can a solution be found which does not result in such conflict?

Indications are that the Federal Labor Relations Council, which has authority over negotiability, would



like to see more adjusting to particular needs in particular cases and a little less hiding behind regulations. Mediators could play a big role in getting the parties to focus on the problem.

In this regard, the Civil Service Commission has a top priority project underway to review its policies and regulations, as expressed in the Federal Personnel Manual, to see if they are undesirably restricting negotiations or causing uncertainty over what is permitted and what is prohibited. We have asked unions, as well as agencies, to give us information on specific problems and suggested changes. Such union input is vital if the project is to have any credibility.

SUMMING UP

To sum up: (1) Union recognition has grown tremendously in the Federal Government in the past decade, to a point where organization is almost twice the 30 percent rate in the private sector; (2) normal growing pains that can be expected with that intensity of organization have been exacerbated by a narrow scope of bargaining which is made even more restrictive by the fact that the level of dealings (exclusive bargaining units) has developed far below the level of managerial authority; (3) this frustration has brought about dual, but opposite, pressures to delegate authority down to the level of dealings or to push the level of dealings (exclusive bargaining unit) up to the level of authority; (4) neither alternative is the "one" correct approach, but the record shows limited willingness to delegate and a corresponding push by unions for bigger and bigger units with the ultimate, national exclusive recognition (agency-wide) achieved in a few instances.

Also, (5) regardless of the alternative approach taken, the key to labor-management success in the Federal Government rests in the understanding that it must accommodate to collective bargaining, while collective bargaining (as it is known in the private sector) must likewise accommodate to the special problems of public employment; (6) this accommodation can best be achieved through an evolving program based on revised and amended Executive orders, although legislation is another possible approach; (7) either way, there is great need for ingenuity on the part of union and management representatives for emphasizing problem-solving techniques as opposed to adversary relationships.

Finally, (8) the full potential for tapping such ingenuity will not be realized if all concerned, including unions, are not given a greater opportunity for input of their views in major policy developments under the program.

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LEGAL DECISIONS



REMOVAL FOR CAUSE

Two agencies failed to convince the courts that their actions were proper in separating employees for cause.

The first case is *Massman v. Secretary of Housing and Urban Development*, District Court, District of Columbia, October 15, 1971. When plaintiff refused to resign as Director of HUD's Montana office, his superiors placed him in a nonduty status, directed him to remain out of the agency's office, issued a letter of charges looking to his removal, and suspended him during the notice period. The court found two violations of the controlling statute. The charges were not specific and detailed. By suspending him and directing him to remain out of the office, the agency deprived him of the right to answer personally. The court directed that he be reinstated as of June 10, 1966, the date of his unlawful removal, and that back pay be paid under the Back Pay Act (5 U.S.C. §5596).

The other case is *Motto v. General Services Administration*, District Court, Eastern District of Louisiana, December 6, 1971. The court found that Motto's supervisor wanted to get rid of him, but did not have enough evidence to charge him with inadequate performance. Instead, he ordered him transferred to another city, knowing that twice before he had refused such a transfer. When Motto declined the transfer, he was told that he could instead resign, and he did. He later contended that the proposed transfer was an adverse decision and that he was entitled to notice and a hearing.

The court concluded that Motto's transfer was ordered because he was considered an undesirable employee and to induce his resignation. "Hence, it was an adverse action even if it entailed no reduction in rank." The court ruled in favor of the plaintiff. The case is a breakthrough into what has heretofore been a sacrosanct prerogative of management.

REMOVAL—SUITABILITY

Gunston v. United States, District Court, Northern District of California, December 23, 1971. Plaintiff was removed during his first year of employment at the direction of the Civil Service Commission. The reason given was that the Commission had determined that he did not meet "the medical standards of Benefit Examiner Trainee." Since this was based on a condition that arose before his appointment, he was entitled, under the Commission's regulations, to a notice stat-

ing the reasons specifically and in detail. The reason given obviously did not meet the standard.

The defense was that, under a Commission regulation, the specifics of the plaintiff's medical condition had been given to his doctor. The court found no indication in the administrative record as to what information had been sent to plaintiff's doctor, or, indeed, that any information was, in fact, released to the doctor. Nor was there anything in the record to support the determination that plaintiff was unfit for medical reasons, mental or otherwise. The court, therefore, directed that plaintiff be reinstated and paid back pay to which he would be entitled under 5 U.S.C. §5596.

REMOVAL—"NOTORIOUS MISCONDUCT"

Owens v. Commissioners of Civil Service, District Court, District of Columbia, August 20, 1971. Plaintiff was removed for "notorious misconduct," to wit, an arrest for public intoxication, driving while intoxicated, and an alleged homosexual incident. A hearing was held, but when the decision was handed down it became evident that, without plaintiff's knowledge, the hearing examiner was furnished with additional evidence of the charges and considered it in reaching his decision. The court found this to be a violation of due process and remanded the case to the agency for a new hearing.

The plaintiff also alleged that the misconduct he was charged with was not "notorious," thus raising the question as to what "notorious" means. Since the case was reversible on due process grounds, the court did not need to decide the question, but indicated that it should be decided on remand. The question is interesting because one of the grounds for removal set forth in the Commission's regulations is "notoriously disgraceful conduct."

PROMOTION

Estes v. Spence, District Court, District of Columbia, January 18, 1972. This is a highly significant case because it marks a court's intrusion into an area that had been left to the agency's discretion. But when the Civil Service Commission has merit promotion regulations, and the agency has its own promotion regulations, and some of the requirements of each were not followed (and if they had been followed plaintiff could have been selected), one cannot expect the court to turn its back. So the court found for the plaintiff. It left undisturbed the promotion that had been made because the employee was undoubtedly well qualified and had been serving in his new position for some time by the time the case was ripe for decision. However, the court ordered that plaintiff be given priority consideration for the next appropriate vacancy and that the officials who had a direct part in the disputed

promotion not take part in any future promotion proceedings of the plaintiff.

EEO—PRIORITY REFERRAL

In the last issue of the *Journal* (Vol. 12, No. 3), reference was made to a decision of a panel of three judges of the Court of Appeals, Eighth Circuit (*Carter v. Gallagher*), reversing a ruling of the district court that the next 20 appointments to the Minneapolis Fire Department be "minority persons." Since then the full court has reviewed the decision and, on January 7, 1972, reversed the panel decision. The latest decision seems to be a compromise between the two former decisions. The court ordered that "... one out of three persons hired by the Fire Department ... be a minority individual until at least 20 minority persons have been so hired."

PAY CASES

The opinions released by the Court of Claims on January 21, 1971, contained two of special interest.

In *Bookman v. United States*, plaintiff's position had been classified by a CSC regional office at GS-14, but this decision was reversed by the region on reconsideration. The authority of the region to reconsider was questioned by the plaintiff, but the court held specifically that "the Commission's Philadelphia Regional Office possessed and properly exercised its inherent power to reconsider its own decision within a reasonable time period."

The other decision, *Almeda v. United States*, involved the question of pay at *straight time* for training performed after the regular 8-hour working day, since the training statute specifically prohibits payment of *premium pay* for training after hours. The court said that the head of the agency could authorize straight time for training after hours, but that the exercise of this authority is discretionary. The court found nothing arbitrary in his decision not to exercise the authority in this case.

—John J. McCarthy

EDITOR'S NOTE: The *Journal* regrets to announce the retirement of John J. McCarthy, CSC's Deputy General Counsel and the author of LEGAL DECISIONS. Beginning with Vol. 1, No. 1, Mr. McCarthy's exemplary prose and outrageous puns have appeared in almost every issue. We and his many other admirers will miss his contributions, while at the same time we welcome LEGAL DECISION'S new author, Mrs. Sandra H. Shapiro, who is an attorney in the Office of the General Counsel.

REPORT TO THE PRESIDENT

on job evaluation
and pay

AT THE DIRECTION of the Congress, the Civil Service Commission in 1970, through the Job Evaluation and Pay Review Task Force headed by Philip M. Oliver, began a thorough study of job evaluation and ranking systems for civilian employees of the executive branch. That review has now been completed, the Commission's report to the President has been made, and the President has sent it to the Congress.

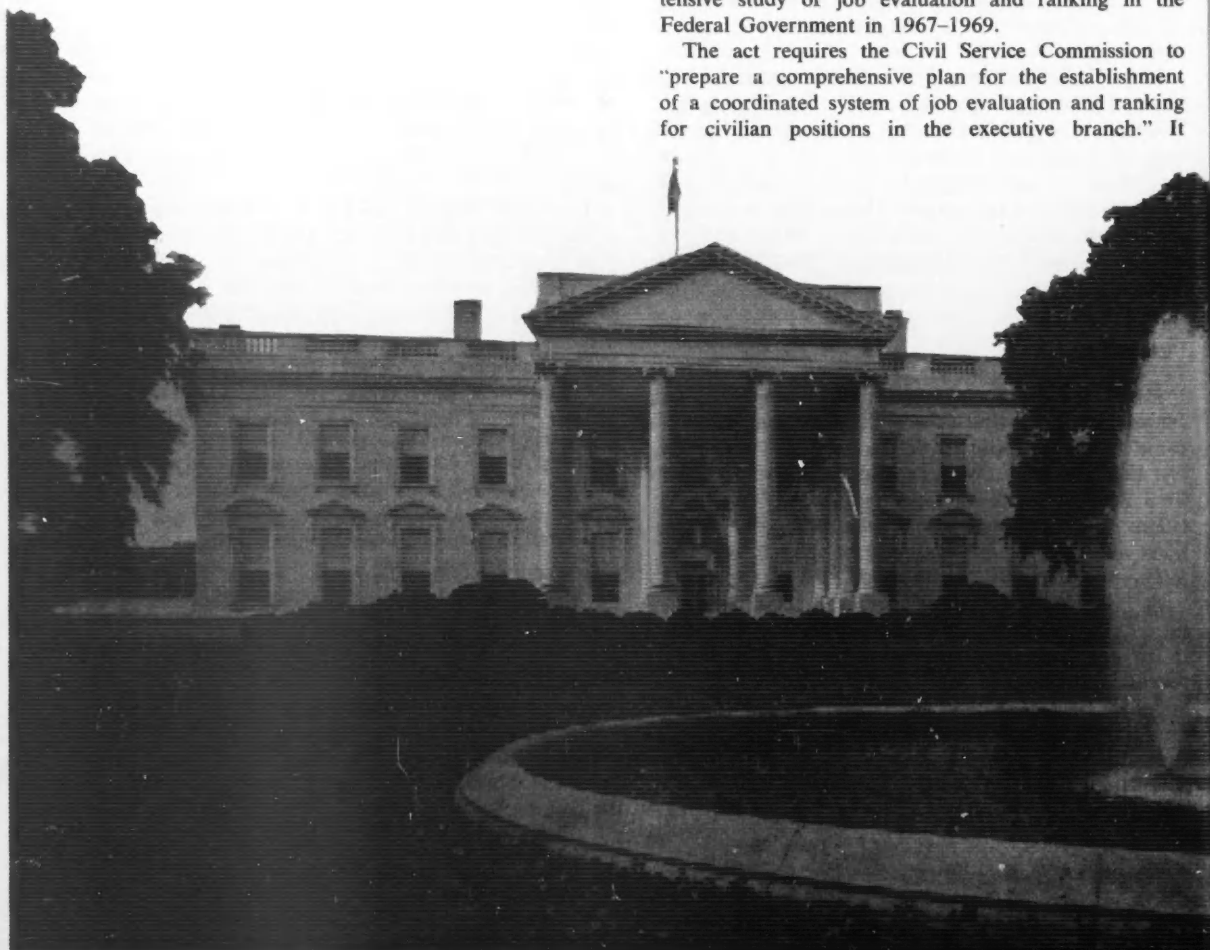
In view of the report's importance to Federal civilian employees, it is printed here in full:

INTRODUCTION

This report is submitted pursuant to section 304(b)(1) of the Job Evaluation Policy Act of 1970, Public Law 91-216, March 17, 1970.

The Job Evaluation Policy Act of 1970 resulted from the initiative of the Position Classification Subcommittee of the Committee on Post Office and Civil Service of the House of Representatives, which made an extensive study of job evaluation and ranking in the Federal Government in 1967-1969.

The act requires the Civil Service Commission to "prepare a comprehensive plan for the establishment of a coordinated system of job evaluation and ranking for civilian positions in the executive branch." It



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further requires that within two years after the date of enactment, the Commission shall transmit to the President a report of the results of its activities, together with recommendations (including its draft of proposed legislation to carry out such recommendations) and the President shall transmit the report to Congress with such recommendations as he deems appropriate.

Pursuant to the act, the Commission established a separate unit reporting directly to the Commissioners. This unit was named the Job Evaluation and Pay Review Task Force and Philip M. Oliver was appointed to head it.

The Commission decided that the study should cover pay as well as job evaluation and asked the Task Force to make recommendations in that area as well as in the area specifically covered by the law.

From the beginning, in keeping with the intent of the law, the Task Force carried out its functions with broad freedom of action so that in effect it served as an independent planning group, subject only to very limited direction from the Commissioners.

RESULTS OF ACTIVITIES

During the period of somewhat less than the two years available to it, the Task Force has developed a proposed comprehensive plan as required by the law.

The Task Force proposes that the Congress establish basic policies and concepts for Federal job evaluation and pay and delegate to the executive branch the authority to develop and administer a coordinated job evaluation and pay plan which would apply to the greatest extent practicable to all civilian employees in the executive branch.

To provide greater comparability with the non-Federal sectors, the Task Force would divide the work force into categories similar to the "exempt" and "non-exempt" categories under the Fair Labor Standards Act. The former would be paid nationwide rates and the latter, locality or community rates. For the "exempt" category there would be three major systems (the Federal Executive Service, a system for supervisors and managers, and a system for administrative, professional, and technological personnel) as well as special systems for the Foreign Service, health personnel, teachers, attorneys, and research and development scientists. In the non-exempt category would be non-supervisory trades and crafts employees and non-supervisory clerical, office machine, and technician employees. A special system for personnel in the protective services would also fall in this latter category. Particularly in the non-exempt category, the proposed systems would result in a significant realignment of occupations, that is to say, positions now in the same General Schedule grade but in different occupations would in a number of instances be placed in different levels under the proposed systems. Generally, technician

positions would be placed in levels relatively higher than they are now in comparison to clerical positions.

While the systems have been developed in considerable detail, the Task Force does not intend that they be enacted into law. They are intended as models for the job evaluation and pay systems to be established by the Civil Service Commission under the delegated authority proposed by the Task Force.

The Task Force proposes job evaluation and pay plans specifically designed for each group. The factor ranking method with benchmark positions is the principal evaluation method advocated. The Task Force

. . . there are substantial differences of opinion about some of the proposals.

would supplement that method with "personal competence ranking" for certain occupations. In the introduction to chapter 2 of its report, the Task Force explains its selection of methods as follows:

"The Task Force has concluded that the factor ranking method with benchmark job descriptions and guide charts is the most effective method of job evaluation and one that best fits the needs of the Federal service. Factor ranking would replace the current position classification system which uses narrative standards. The Task Force made this determination after an intensive study of the various job evaluation systems now in use in the Federal Government, the State governments, and a sample of major companies in the private sector.

"The factor ranking method of job evaluation requires a ranking of jobs by individual factor under the system in comparison with all other jobs. It is relatively simple in application and can be understood by managers and employees. It provides accurate and consistent identification of skill levels, and produces valid and reliable job evaluations. Furthermore, it is sufficiently flexible to accommodate new occupations or major modifications in jobs that result from technological developments or changing social values.

"For certain occupational categories or occupations such as attorneys, health services, scientists and engineers in research and development, teachers, and the Foreign Service, the Task Force has developed a Personal Competence Ranking System. The skill, training, experience, creativity, and judgment of individuals in these occupations result in highly personal and substantial contributions to their jobs. This effort is not readily evaluated by normal techniques of job evaluation; hence, for pay purposes, this supplemental system has been developed."

Prominent among other Task Force recommendations are a plan for increased attention to merit for purposes of within-grade advancement; a proposal for delegation of classification authority to the lowest practical man-

agement echelon; the inclusion of salaries paid by State and local governments and non-profit organizations in the surveys for fixing Federal salaries; and emphasis on agency classification audit programs.

The Task Force transition plan (assuming enactment of necessary legislation by August 1972) calls for conversion from the present grade system to new skill levels by October 1, 1973, and for conversion of the "non-exempt" category to community pay scales by October 2, 1974.

Through the Interim Report and monthly reports as prescribed by the law, the Congress has been kept informed of the progress of the Task Force. The Task Force proposals have received wide attention and comment as a result of the hearings held by the Subcommittee on Employee Benefits of the House Committee on Post Office and Civil Service in July 1971, and as a result of the advisory committees established by the Task Force. In addition, departments and agencies have been furnished extensive information and materials for testing and comment. Opinions as to the merits of the proposals differ widely among interested parties.

The Task Force has submitted its final two-volume report dated January 1972 to the Commission. The report has been printed by the Subcommittee on Employee Benefits of the Committee on Post Office and Civil Service of the House of Representatives (Committee Print No. 16, January 12, 1972).

RECOMMENDATIONS

After careful consideration of the comprehensive report submitted by the Task Force and the views of interested parties, the Commission has decided to adopt, subject to satisfactory completion of testing, the major job evaluation proposals regarding methods and techniques, i.e., the use of a factor ranking method and the use of benchmark positions. Implementation of these proposals will require no legislation.

With respect to some of the other proposals of the Task Force, principally those relating to pay, the Commission will continue needed consultation with a view to determining what action seems desirable.

Job Evaluation

The Commission has endorsed, subject to satisfactory completion of tests, the major Task Force recommendations with respect to job evaluation methods and techniques, namely, the introduction of a factor ranking system and the use of benchmark positions. The Commission views the specific systems developed by the

Task Force as useful models of the application of the methods and techniques. These models will have to be modified to adapt them to the General Schedule grade structure currently in law.

The Commission believes that the adoption of a factor ranking system and the use of benchmark positions have an important potential for improving the job evaluation system. Adoption of the new methods and techniques promises in the opinion of the Commission to afford a basis for better understanding and acceptance of job evaluation on the part of both the employee and the manager and as a result to offer an opportunity to achieve more accurate results.

With respect to positions subject to the General Schedule, the Commission with the cooperation of Federal agencies can test these new methods and techniques and occupational alignment and, as appropriate, put them into effect under its existing authority.

The Commission is shifting staff resources to begin on this work. This will necessitate a significant curtailment of the regular program for development and maintenance of position classification standards and may also have some impact on staff resources in the regular program for personnel management evaluation. The Commission will also call upon selected agencies for assistance in testing and evaluating results of the new methods and techniques.

The work to be done might be outlined as follows:

- (1) selection of approaches to the testing of the methods and techniques;
- (2) modification of Task Force materials as needed for test purposes under the General Schedule;
- (3) consultation with unions and agencies with respect to plans for tests;
- (4) field testing by agencies;
- (5) evaluation of results of tests and consultation with unions and agencies on the results; and
- (6) subject to conclusions reached upon completion of tests and consultation, implementation of new methods and techniques with respect to positions under the General Schedule giving effect to any occupational alignment changes deemed appropriate.

Other Task Force Proposals

The Commission looks with favor upon the general proposal of the Task Force that the Congress establish basic policies and concepts for Federal job evaluation and pay and delegate to the executive branch the authority to develop and administer a coordinated job evaluation plan. The Commission believes, too, that very serious consideration must be given to the other Task Force proposals.

The Commission recognizes, however, that there are

substantial differences of opinion about some of the proposals and finds that it would be premature to draft legislation to implement them without further extensive consultation with interested agencies and unions.

Changes affecting hundreds of thousands of Federal employees must be taken very seriously. In view of the sharply diverse positions taken by many directly affected parties, the Commission is recommending no legislative changes at this time. After consultation with the Office of Management and Budget, the Commission intends to embark upon factfinding studies which can form a basis for further consultation with agencies and unions with a view to the development of legislation, as appropriate, for submission at a later date.

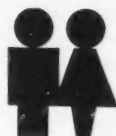
CONCLUSION: In the judgment of the Commission, the course of action recommended in this report will serve to build upon the work of the Task Force and

lead to the implementation, either under the Commission's administrative authority or through the later recommendation of legislation, of those proposals that are determined to constitute improvements over existing methods, techniques, and systems.

Special recognition must be given to the diligent work of Mr. Oliver and his dedicated staff who have devoted extraordinary effort to the completion of this substantial job in the relatively short time allowed. The work they have done will form a basis for long term improvement of Federal job evaluation and pay systems.

With the completion of the work under Public Law 91-216, an important stage in the improvement of job evaluation in the Federal service has been reached. The Commission intends to maintain the momentum which has been achieved and utilize the extensive work done by the Task Force to the maximum extent feasible.

EQUAL OPPORTUNITY EQUAL OPPORTUNITY



MINORITY EMPLOYMENT CONTINUES UPWARD

According to the Government-wide survey on minority group employment conducted last May 31, both the number of jobs and the number of better paying jobs held by minority group Americans continue to increase. These gains for minority group Americans reflect the efforts of the Civil Service Commission and Federal agencies to assure equal employment opportunity under Executive Order 11478 issued by President Nixon in 1969.

In the face of a decline in total Federal employment of nearly 15,000 jobs between May 1970 and May 1971, there was a net gain of 1,700 in minority group employment during the same period. The increase of almost 9,000 in minority employment in white-collar jobs more than offset declines in Postal Field Service and blue-collar jobs.

Employment of minorities in the middle and upper levels of the Federal salary structure increased significantly and at an accelerated pace during the period. The increases included 40 positions in the top grade 16-18 grouping of the General Schedule, and another 60 positions paying \$26,000 per year or more under "other pay plans."

As of May 31, 1971, Negroes, Spanish-surnamed Americans, American Indians, and Oriental Americans

held 503,608 Government jobs, and comprised 19.5 percent of the Federal civilian work force, up from 19.4 percent in May 1970, 19.2 percent in November 1969, and 18.9 percent in November 1967.

Spanish-surnamed Americans registered the largest gain of any of the minority groups surveyed, with a net increase of 1,571 jobs during the 1-year period, for a total of 75,539 Spanish-surnamed Federal employees. The percentage of total Federal jobs held by Spanish-surnamed employees is 2.9 percent.

American Indians also showed significant employment gains, increasing by 1,422 during the year. Holding 18,868 jobs, they comprised .7 percent of the Federal work force. Oriental American employment was .8 percent of Federal employment and totaled 20,644, reflecting a decline of 458 during this period when overall Federal employment declined.

Although Negro employment increased in white-collar occupations, there was a net decrease overall of 798 in Federal employment for this minority. This net decrease reflects declines in Negro employment at the lower grade levels of the Postal Field Service and in blue-collar jobs in other agencies. In higher level Postal Field Service and General Schedule "white collar" positions, Negroes showed gains. The percentage of jobs held by them increased, from 15 percent to 15.1 percent (388,557) of the Federal work force, and total Negro employment in white-collar jobs (General Schedule) increased by 5,540. #

INSTALLATION of Wide Area Telephone Service represents a significant step forward in the Civil Service Commission's continuing efforts to improve service to the public and Federal agencies. From anywhere in any one of 46 States a person can now call a Federal Job Information Center without charge to obtain up-to-date information about Federal employment. This telephone service provides the public quick, easy, and direct access to Federal employment information and should enable the Commission to provide improved staffing assistance nationwide to the agencies it serves.

WHAT'S WATS?

Wide Area Telephone Service (WATS) is a nationwide telecommunications system which permits our Federal Job Information Centers to offer toll-free long distance telephone service to the public throughout a

by Laurence T. Lorenz



given area. For example, a person located in northern Michigan can dial the WATS number in the Detroit Federal Job Information Center and talk directly to the center's information specialist.

WATS numbers are distinguished from other long distance numbers by their special area code—all WATS numbers use the "800" area code. When an "800-number" is dialed, the caller calls toll-free—a pay phone even returns his dime. However, as in the case of other long distance calls, the operator may ask for the caller's number. The telephone company does this merely to make sure that the call is not charged to the caller.

IN 46 STATES

The Commission is now offering WATS numbers in 46 States. WATS is not available at this time in Alaska, Hawaii, California, and Rhode Island. Alternative methods for providing toll-free telephone service in these areas are now under consideration. If any method proves to be economically feasible, the Commission will offer telephone service in these areas, too.

Each Federal Job Information Center where WATS



is available has a unique "800-number." This number offers service only from telephones located within the same State. To obtain the appropriate "800-number" the caller can check the white pages of the local telephone directory under U.S. Civil Service Commission or call the WATS information operator: 800-555-1212.

WHAT'S AVAILABLE?

Federal Job Information Centers specialize in Federal employment information. Trained information specialists, who answer WATS calls, can provide job seekers with a full range of Federal employment information. Up-to-date and authoritative information is available to answer questions and provide information in the following areas:

- Federal employment opportunities (local, State-wide, and nationwide).
- Job requirements and qualifications.
- Application and examination procedures.
- Job referral programs for Federal employees.
- Hiring programs for special groups such as Vietnam era veterans and the physically handicapped.
- Special employment counseling and guidance.

Information specialists can also mail to the caller current printed materials such as:

- Job announcements.
- Application forms.
- Pamphlets describing special employment and other civil service programs.

SAVES TIME AND EFFORT

Pilot tests of WATS conducted in Virginia, Kansas, and four New England States demonstrated conclusively that WATS provides an effective and efficient way of answering public inquiries. Most users surveyed indicated that they had been completely satisfied with the information service provided, and many pointed out how a WATS call had saved them considerable time and effort. On the basis of these results, we encourage the public to call their Federal Job Information Center before writing a letter or filling out an application.

POTENTIAL BENEFITS

In addition to improving Federal job information service to the public, WATS will facilitate more effective staffing activity. By fully exploiting this medium, the Commission and Federal agencies may realize other benefits, such as:

- Referral of job seekers who now canvass Federal establishments seeking jobs.

MR. LORENZ is a personnel staffing specialist in CSC's Bureau of Recruiting and examining.

WATS will enable the Federal Job Information Center to more fully assume its role as the focal point of Federal employment information. Federal establishments can conveniently direct both job seekers and hiring needs information to the information center for assistance via WATS.

- Increased public access which can improve local staffing assistance to Federal establishments.

By providing job seekers in labor markets throughout the Nation convenient access to Federal employment information via WATS, referral of qualified persons to fill agency hiring needs should be improved.

- Expanded special recruitment capability.

WATS was developed specifically for its vast advertising and communication potential. Many large businesses use WATS because it simplifies the advertising message, offers the public a simple, efficient, and personal point of contact while significantly increasing the likelihood of response. These companies sell many different products via WATS; the Commission should find equal success in selling Federal employment opportunities related to special hiring needs.

Continued interagency cooperation is the key to these and other service improvements. WATS will be used to augment such Commission programs as the Manpower Alert System, which advertises chronic and critical hiring needs nationwide, and the Survey of New Hire Estimates, which collects local hiring needs for developing recruitment plans and Federal employment opportunities information.

FUTURE HAPPENINGS

The Commission's efforts to improve Federal job information service continue beyond the installation of WATS. To supplement the effectiveness of its 65 area offices located in major Federal employment centers nationwide, the Commission plans to establish Federal Job Information and Testing Centers (FJITC's). These centers will provide local testing and Federal job information services in major metropolitan areas without area offices. Twenty-four FJITC's are currently being established.

In addition to studying other methods of providing toll-free telephone service in the four States without WATS, the Commission is testing in the Detroit Area Office methods for using a new experimental variety of WATS. This WATS service permits the Federal Job Information Center to call a person located in the same State in response to an earlier inquiry without significant additional cost.

As modern technology expands man's communication abilities, the Civil Service Commission will continue to explore new ways to effectively utilize technology to improve its service to the public and Federal agencies.



a LOOK AT LEGISLATION

Personnel legislation enacted by the 92d Congress through March 1, 1972 (see also *Journal*, Vol. 12, No. 2):

APPROPRIATED FUND RESTRICTIONS

Public Law 92-204, approved December 18, 1971, title VII, section 740, of the Department of Defense Appropriation Act, 1972, bars the use of funds under this act to pay the salary of any Federal employee who is finally convicted in any Federal, State, or local court of competent jurisdiction, of inciting, promoting, or carrying on a riot resulting in material damage to property or injury to persons, found to be in violation of Federal, State, or local laws designed to protect persons or property in the community concerned.

DISTRICT OF COLUMBIA

Public Law 92-196, approved December 15, 1971, the District of Columbia Revenue Act of 1971—Section 802, provides that an officer or employee of the District of Columbia Government who receives compensation, the direct or indirect source of which is a grant from any Federal agency, department, or instrumentality shall be subject to section 5533 of title 5, United States Code, relating to dual compensation. Section 806 imposes a ceiling of 39,619 full-time employees in permanent authorized positions in the government of the District of Columbia for F.Y. 1972.

EQUAL RIGHTS (WOMEN)

Public Law 92-187, approved December 15, 1971, provides equality of treatment for married women Federal employees. Section 1 amends section 2108 (3) (D) and (E) of title 5, United States Code, to equalize veteran preference benefits for spouses of ex-servicemen and ex-servicewomen. Section 2 amends section 5924 (3) of title 5 to guarantee that married women employees in foreign areas receive the same separate maintenance allowance as married male employees do. Section 3 adds subsection 5(b) and (c) to section 7152 of title 5 to provide that married women employees of the Government shall receive the same benefits as married male employees do under any law or regulation granting benefits to employees of the Federal Government.

PAY (OVERTIME)

Public Law 92-194, approved December 15, 1971, amends section 5542(a) of title 5, United States Code, to extend to certain Federal employees having part-time or intermittent tours of duty, the right to be paid at overtime rates of pay for work in excess of 40 hours a week, on the same basis as is now authorized for full-time employees.

RETIREMENT

Public Law 92-181, approved December 10, 1971, section 5.6(b)(1) of the Farm Credit Act of 1971, provides that each officer and employee of the banks in the system who on December 31, 1959, was within the purview of the Civil Service Retirement law, shall continue such coverage during his continuance as an officer or employee of any such banks or the Farm Credit Administration without a break in continuity of service.

SUPERGRADES

Public Law 92-210, approved December 22, 1971, amends the Economic Stabilization Act of 1970 (Public Law 91-379) and among other things adds a new section 212(d) to provide that not to exceed 20 positions may be placed in grades GS-16, GS-17, and GS-18 to carry out the functions of the act, in addition to the number authorized under section 5108 of title 5, United States Code.

Status of major personnel legislation on which some action was taken by the 92d Congress through March 1, 1972:

APPOINTMENTS

H.R. 8085, as reported to the House amended, repeals section 3307 of chapter 33, title 5, United States Code, concerning age limit restriction in appointments, and adds a new section 7155 to chapter 71, title 5, to authorize the President or his designated agent to establish a maximum age limit for making an appointment to a position in an executive agency or in the competitive service when the maximum age requirement is established on the basis of a determination that age is a bona fide occupational qualification reasonably necessary to the performance of the duties of the position.

Failed to pass the House.

HEALTH BENEFITS

H.R. 12202 amends section 8906 of title 5, United States Code, to provide for increasing progressively the Government's share of premiums charged under the Federal Employees Health Benefits program. Section 1 provides that the Government's contribution would be increased to 55 percent in 1972, with an additional 5 percent each year thereafter until the Government's contribution reaches 75 percent. Section 2 would allow annuitants retired prior to July 1, 1960, now covered under the Retired Federal Employees Health Benefits Act, to elect coverage under the health benefits provisions of Chapter 89 of title 5, United States Code. Section 3 extends health benefits coverage to unmarried dependent children over age 22 who are full-time students.

Reported to the House by the House Post Office and Civil Service Committee.

HEALTH (DRUG ABUSE)

S. 2097, the Drug Abuse Office and Treatment Act of 1971, as passed the Senate amended, establishes a Special Action Office for Drug Abuse Prevention in the Executive Office of the President. Section 206 among other things (1) requires the Civil Service Commission in cooperation with the Director of the Special Action Office for Drug Abuse Prevention to establish policies and services for the control and treatment of drug abuse among Federal civilian employees and employees of the United States Postal Service; (2) guarantees Federal civilian employees and employees of the U.S. Postal Service who are drug abusers or drug dependents the same employment conditions and benefits as persons who are ill from other causes and provides that because of drug dependence an employee shall not lose pension, retirement, medical, or other benefits; and (3) requires that during an employee's period of rehabilitation, in lieu of sick leave status, an attempt shall be made to find appropriate work within the Federal Government which does not involve the national security or undue risk to health or property of the employee or other persons.

Passed the Senate. Passed the House amended: Senate asked for, and House agreed to, conference.

LEAVE

H.R. 12602 amends title 5, United States Code, to improve the administration of the leave system for Federal employees. Section 1 provides for the payment for annual leave accrued but unused in the year in which employment is terminated. Section 2 removes the restriction on the use of annual leave by employees during the first 90 days of employment except for those with appointments limited to less than 90 days. Section 3 provides for employees to retain for future

use, rather than forfeit, annual leave in excess of ceiling limitations which they do not use because of exigencies of the public business, sickness of the employee, or administrative error.

Hearings completed; pending before Subcommittee on Employee Benefits, House Post Office and Civil Service Committee.

PAY—RETIREMENT

H.R. 8708 amends section 3260 of title 31, United States Code, by adding a new subsection (d) to extend the authority of agency heads to draw checks in favor of financial organizations to other classes of recurring payments such as civil service annuity, social security, veterans' benefits, and railroad retirement.

Passed the House; pending before the Senate Committee on Government Operations.

PAY (DULLES AND NATIONAL AIRPORT POLICE)

S. 1994, H.R. 7625, and similar related bills concern the police forces at the Washington National and the Dulles International Airports and would among other things: (1) revise the pay structure of the police forces at those airports; (2) establish workweeks by designating a 3-shift system and prescribing tours of duty; and (3) authorize the Secretary of Transportation to designate days off in lieu of holidays under certain conditions.

Hearings completed on House bills; pending before the Employee Benefits Subcommittee of the House Committee on Post Office and Civil Service. The Senate bill is pending before the Senate Committee on Post Office and Civil Service.

RETIREMENT (ADOPTED CHILD)

S. 2896 and H.R. 11623 amend section 8341(a)(3)(A) by adding a new part iii to provide that a child who lived with and for whom a petition of adoption was filed by an employee or member, and who is adopted by the surviving spouse of the employee or member after his death, be included within the definition of "child" for purposes of eligibility for a survivor benefit.

S. 2896 passed both Senate and House. Awaiting President's action.

RETIREMENT (FIREFIGHTERS)

H.R. 7076 and related bills extend the early retirement coverage of subsection 8336(c) now restricted to law enforcement personnel to firefighters who are currently subject to the retirement provisions applicable to Federal employees generally.

Reported to the House by the House Committee on Post Office and Civil Service.

RETIREMENT (LAW ENFORCEMENT PERSONNEL)

H.R. 439 and related bills amend section 8339(d), title 5, United States Code, to increase from 2 percent to 2½ percent the multiplication factor for determining annuities for employees (law enforcement personnel) currently covered by subsection 8336(c) of title 5, United States Code.

Hearing began; pending before the Retirement, Insurance, and Health Benefits Subcommittee of the House Committee on Post Office and Civil Service.

TRAVEL (HOURS OF WORK)

H.R. 8983 amends sections 5542(b) and 5544(a) of title 5, United States Code, to provide that time spent in actual travel (including necessary waiting time) is hours of work for purposes of overtime compensation.

Hearing began; pending before the Manpower and Civil Service Subcommittee of the House Committee on Post Office and Civil Service.

—Dorothy J. Mayo

TRAINING DIGEST

SEMINARS FOR AID

The General Management Training Center is in the process of designing and conducting a series of 2-week management development seminars for the Agency for International Development. The series is entitled *Essentials of Management* and will be attended by participants from a number of foreign countries taking part in AID-sponsored training programs in American universities. The first seminar is scheduled to begin May 30.

EEO INSTITUTE

The new Equal Employment Opportunity Institute, a part of CSC's interagency training program, will conduct upward mobility workshops for agency teams responsible for upward mobility programs. Some of the areas to be covered in the workshops will be job design and restructuring, training and development, career counseling, resources available to agencies, and practical suggestions on how to analyze programs, structure upward mobility plans, and develop strategies for implementation.

NEW CATALOG

A catalog of "Adult Continuing Educational Opportunities" in the Washington, D.C., metropolitan area has been prepared by CSC's Bureau of Training and is being printed for distribution.

The courses included in the catalog have been selected for their compatibility with Federal positions. Training and personnel officers of Federal agencies in the area can use the catalog in providing information to employees between GS-1 and 7, or the equivalent, in need of assistance and guidance in job advancement. While intended for employees with a high school education and no college experience, there will be

general information useful to other employees. Training and personnel officers should find this resource document of considerable use when planning employee training.

Printing should be completed at the end of June, and a limited distribution will be made to agencies. Copies will also be placed on sale by the Superintendent of Documents, Government Printing Office.

VISUAL MATERIALS

Another Bureau of Training publication is *Visual Materials: Guidelines for Selection and Use in Training Situations* (T 16), the sixth in the Training Systems and Technology Series.

This paper discusses the characteristics, advantages, limitations, and uses of the most commonly encountered instructional media. In addition, it offers guidelines that a training specialist can use when selecting visual materials for group instruction.

The publication is on sale for 30 cents by the Superintendent of Documents, U.S. Government Printing Office.


TASK FORCE SET UP

As part of a Commission effort to assist Federal agencies in "selecting and developing people for personnel work to meet the needs of the 1970's," the Bureau of Training is heading a task force to identify training needs. The task force is under the direction of Reginald M. Jones, Jr., and is made up of representatives from the CSC Bureaus of Training, Personnel Management Evaluation, and Executive Manpower. The Personnel Management Training Center is conducting the research for the task force, including a questionnaire for supervisors of personnel specialists, a literature search, and extensive interviewing of management and personnel officials.

Summer is...



a time for learning

 Three authors give us reports on interesting and productive summer 1971 programs for students . . . and some dropouts.

The Director of the Bureau of Prisons tells about one of the largest Federal summer intern programs outside Washington, D.C. Employing students at the college level, the Bureau is well satisfied with results and looks forward to another program in 1972.

A University of North Dakota law professor tells the reactions of nine UND law students to a summer of working for the Bureau of Prisons, and the subsequent impact of their experiences upon the University and community.

The third article provides quite a contrast. In it a member of the personnel office staff of the General Services Administration's New York office describes some novel features of their summer employment program for disadvantaged youngsters of high school age. The interest and concern of regular employees provided for activities such as attendance at a theatre performance and a trip to Washington, D.C.

A SUMMER BEHIND BARS

by Norman A. Carlson
Director, Bureau of Prisons
Department of Justice

THE BUREAU OF PRISONS' Summer Intern Program, the most extensive of its type in the Federal Government during 1971, proved its value to all concerned.

In following President Nixon's memorandum to increase the involvement of young people in operations of the Federal Government, the Bureau recruited and employed 91 interns during the summer of 1971. Of this number, 85 were employed in 28 Bureau institutions outside of Washington, D.C., the first time the program had been expanded to the field level.

For the entire Federal establishment, there were 425 summer interns, with 100 of them in jobs located out-

side of Washington. Thus, the Bureau employed 85 percent of interns outside Washington and over 21 percent of the total.

This achievement in recruiting and employment, and the subsequent benefits of the program, were made possible by advance planning. The goals established were threefold:

- To interest and motivate college students to pursue careers in corrections and law enforcement.
- To provide a learning experience for the students in practical application of some of their academic studies and in the program and problems of correctional agencies.
- To expose all levels of Bureau employees to the stimulus of the questions, ideas, and attitudes of today's college student.

It was obvious that to reach these goals the summer interns would, of necessity, have to be assigned to programs which would have relevance to both the in-

dividual and to the institution. "Make work" and menial assignments had to be avoided at all costs.

The wardens of the various correctional facilities were involved in the program from the beginning, responsible for drawing up a schedule of orientation and work tailored to the interests of the individual interns and the needs of the institutions. In addition, each was responsible for asking institutions of higher learning to recommend students for participation in the program.

Over 150 colleges and universities were contacted and the correctional institutions and the central office began making selections from among students nominated because of academic excellence and extra-curricular activities.

Students selected were primarily from the social science study fields, including sociology, criminology, psychology, law, education, religion, social welfare, and correctional administration. They were almost equally divided among juniors, seniors, and graduate students.

As the interns arrived at the different institutions, they went through an orientation process similar to that given all new employees. They learned who was responsible for what duties and how they were performed, what the interrelationships were within program areas, and what the rules and regulations were. They also developed ideas during this period as to which aspect of institution operations or programs interested them most.

After orientation, the majority of the interns concentrated on casework and counseling, dealing directly with inmates and their problems. Others dealt with teaching, testing, evaluation and research, and development of inmate and staff training and educational material.

Benefits for the institutions were not long in coming:

- An intern at the Robert F. Kennedy Youth Center at Morgantown, W. Va., did an analysis of legal problems of committed juveniles and made recommendations for solving them.

- An intern at the Federal Reformatory for Women at Alderson, W. Va., organized and established a music program where none existed before.

- An intern at the Federal Correctional Institution at Danbury, Conn., worked at making academic courses relate to vocational skills and needs, resulting in greater interest and better achievement on the part of his students.

- Interns at the Federal Penitentiary, Leavenworth, Kans., completed information pamphlets for inmates, a project which required them to be familiar with all phases of institution operations and programs.

- Interns at the Federal Reformatory at Petersburg, Va., evaluated the effect of teaching techniques on attitude change, the work of the disciplinary committee,

and the effectiveness of counseling programs.

- An intern in a community treatment center (half-way house) evaluated some 40 non-Federal community service agencies in the vicinity, helping the center locate resources for the treatment of inmates nearing release to their homes.

Other interns functioned as caseworkers, under the same supervision that a regular employee would receive. Another ran a full-time recreation program.

These very real accomplishments by the interns provided the Bureau of Prisons with immediate benefits. In addition, a preliminary survey at the conclusion of the program indicates a great degree of success in reaching its threefold objective.

CAREERS IN CORRECTIONS

After being involved with corrections for the summer, a majority of the interns indicated they were now interested in careers in corrections or other aspects of the criminal justice system. Several were hired full time, and others on a part-time basis. Interns returning to their college campuses began to engage in a variety of activities which called public attention to the correctional field and to opportunities for careers for interested graduates.

Both interns and their supervisors said the program was beneficial to the individuals, to the institution, and to the programs aimed at assisting inmates.

The program was not without some problems, but these were almost wholly due to the unique nature of the mission of the Bureau of Prisons. Some interns initially felt threatened by the environment, and one resigned because she could not work in an environment involving confinement.

There were a very few instances where individual interns could not be assigned responsibilities in their prime field of interest because of the timing of recruitment and planning of the summer program.

In planning the 1972 program, the Bureau is making a concerted effort to eliminate such problems. In addition, the preliminary results of an evaluation by the University of Oklahoma will be used in recruitment and design of the program to make it even more effective. Suggestions from the interns and staff involved in the 1971 program also are being implemented to strengthen and improve the 1972 project.

For the Bureau of Prisons, the summer intern program has proved to be an effective means of interesting and motivating college students to pursue careers in corrections while at the same time providing both immediate and long-range benefits for the Prison Service.



INTERNSHIP FOR LAW STUDENTS

by Larry Kraft

Associate Professor

University of North Dakota Law School

"IF GIVEN the opportunity, I would consider working for the Bureau of Prisons after graduation from law school."

This statement would hardly be significant except that it was made by a student who only a few weeks before had private practice as a career objective, and would have thought it inconceivable that he could associate with prison administrators, much less consider becoming one.

What could cause such a radical change in a career goal? It was an educational experience, and as he described it, "the best educational experience I've ever had."

The educational experience to which he was referring was the Bureau of Prisons' Summer Internship Program in which he and eight other University of North Dakota law students participated during the summer of 1971. The program is not new, but prior to 1971 only non-law students participated. It is too early to assess the impact this experiment with future leaders of the legal community will have on the administration of the criminal justice system. It is not too early to assess its value as a law school pedagogic device.

The law students, all in the top 15 percent of their class, were eager to participate in the program, which took place the summer after their first year in law school. By way of preparation, the prospective interns had discussions with their Criminal Law professor, who had had some previous contact with Federal correctional institutions. In addition, R. I. Moseley, former warden of the Leavenworth Penitentiary, came to the UND campus shortly before the interns went on their assignments. His counseling facilitated the interns' acceptance into the prison communities.

SELECTING ACTIVITIES

After arrival at the assigned correctional institutions (Federal Penitentiary, Leavenworth, Kans.; Federal Penitentiary, Marion, Ill.; Federal Correctional Institution, Sandstone, Minn.; and the Medical Center, Springfield, Mo.) the interns were given a great deal of freedom in the selection of activities. Collectively, however, they either observed or actively participated in many of the varied activities that make up a prison operation.

Provision was also made for the students to pursue special interests. One intern, for example, became interested in the program at his institution which was

directed towards finding jobs for prisoners about to be released, and spent much of his time participating in this area. Another intern became interested in the group therapy sessions in his institution, and actively participated in some of the sessions.

The interns returned to law school in the fall with the feeling that their summer behind prison walls had given them valuable insights into corrections, and all of them commented on the change in their impressions of corrections before and after the internship. They found many of the faults in the system that they had expected to find, but in general the change in viewpoint was that expressed by Orell Schmitz, one of the interns, who said, "We entered the prisons with liberal-reformist attitudes, but came out with tempered views and sympathy for prison officials."

RETURN TO SCHOOL

Almost as valuable an educational experience as the internships has been the variety of activities in which the interns have participated since their return to school. Generally these activities have been designed to facilitate an exchange and dissemination of views, impressions, and conclusions about their first-hand experience with corrections.

At the law school the interns have participated in formal and informal seminars and meetings with interested faculty members and students. A special seminar is planned with current first-year law students who are interested in 1972 internships. A seminar in the University's Social Work Department is being taught by the interns, a law professor, and a social work instructor. The students enrolled in this seminar are social work students and law enforcement officers.

In sharing their experiences with the community at large, the interns made several presentations which were received with a great deal of interest. A 1-hour television program with Senator Quentin N. Burdick, Chairman of the Senate Judiciary Subcommittee on National Penitentiaries, and their Criminal Law professor, and featuring the interns, was taped by KTHI-TV of Fargo, N. Dak., for airing in a three State area. A similar program featuring only the interns is under consideration by a South Dakota TV station.

MEDIA COVERAGE

The interns have also participated in radio talk shows, with several more scheduled, and have made appearances at high schools. Service clubs in the area were enthusiastic about the programs presented to them by the interns, and more are scheduled. The State Bar Association has expressed an interest in the law student prison internships, and area newspapers have devoted extensive coverage to the program.

Because of the success of the internship program

and the interest generated by it, several more projects are under consideration. A State internship patterned after the Federal program has been proposed, and, barring funding problems, will be initiated this summer. A probation officer aid program is in the planning stage, and through it the interns could make a substantial contribution by working with the 12 State and 2 Federal probation officers in North Dakota. The interns have offered their services to the Turtle Mountain Counseling and Rehabilitation Center, which carries out a program of rehabilitation for alcoholics.

The presence of the interns on the UND campus and the publicity they received has focused local attention on corrections problems. The interns have also been instrumental in promoting prison information programs on campus. An example is the visit to the campus they arranged by Larry Putman, Associate Warden, Leavenworth. Mr. Putman gave a major address to interested students, met with several classes, and met informally with virtually every law student enrolled at UND.

LESSONS LEARNED

What is to be learned from this law school involvement in the prison internship program?

From the law school's point of view, it is considered perhaps the most worthwhile clinical education program the law school has ever had. The students involved gained experience which is virtually unobtainable in any other way, and were able to use this experience to benefit their campus and community.

From the students' point of view, the program is "relevant." Over one-fourth of the current first-year students are interested in obtaining a similar experience. With the school's new curriculum, emphasizing clinical education, which is scheduled to go into effect in the fall of 1972, programs of this type will be in great demand.

From the standpoint of Federal agencies, it would seem that law schools could be an even more fertile recruitment and training ground than in years past. The goals and attitudes of law students have changed. Bright young men and women with public service as a goal are applying to law schools in record numbers, all but replacing the student with lesser goals.

It would seem that this one small experimental program demonstrated not only that law schools and governmental agencies can cooperate in a worthwhile undertaking, but that such an undertaking can benefit all concerned. The University of North Dakota School of Law, for one, would welcome the participation of other governmental agencies in similar programs.

SUMMER IN THE CITY

by Mrs. Janice Burrows
Employee Development Specialist
General Services Administration

LIKE OTHER Federal agencies, the General Services Administration hires a substantial number of youths each summer under various personnel programs. We hire eligibles from the Civil Service Commission's summer employment register; student aids, many of whom work part time for GSA during the winter; summer interns; and college students who show aptitude and potential. We also hire at least our quota of disadvantaged youths according to the 1 to 40 ratio established by Executive order. We call this last category of summer employees Summer Aids.

We feel that our experience last summer was invaluable to us as an agency as well as to our summer employees. We made a major break with past practice, trying to devise a useful and sensible summer program that would satisfy Region 2's need (New York, New Jersey, Puerto Rico, and the Virgin Islands) for summer help and provide our aids with the kind of experience that would enhance their future opportunities in school or at work.

One of the aids' basic needs was money. To qualify as a summer aid, a youth must come from a poverty-level family with this fact certified by a local or State agency. Although we could pay only the minimum wage, the family financial assistance which these jobs provided was none the less significant. We wanted to make clear, however, that the minimum wage salary was only a beginning. We hoped to be able to present alternatives over the summer that could eventually lead the aids to wider possibilities.

Looking back, we find that our key to success came through our agency attitudes—specifically through the organization's responsiveness to the needs of our summer aids, and through the mutual participation in decision-making and program activities that this attitude fostered. Where our responsiveness, or where mutual participation was lacking, we found our program weaknesses. Where both qualities were present, we found our greatest successes.

The Region 2 Office of Administration began responding to the aids' needs immediately after their entrance upon duty by recognizing their need for money. To help ease their financial strain, the Finance Division processed supplemental payrolls for summer aids, eliminating the wait for a paycheck. Reward, therefore, could follow closely on work performance, an important motivational factor for any worker, but particularly important in families where money is scarce.

Just as quickly, we began the participatory aspect of the summer program. When Jim Warren, a first-year

law student at Hofstra, arrived to work in the Personnel Division as a summer intern, the Personnel Officer gave him a choice of projects to develop over the summer. Jim chose to develop and run a program for summer aids.

His personal commitment to a program of his choosing proved infectious. As the program developed, so did wider GSA participation, leading to substantial employee interest and involvement in the status of both the program and of the aids themselves.

Many agencies have a problem in placing summer aids in jobs. GSA, happily, has a wide variety of positions. Aids were able to participate in choosing their summer assignments among custodial crafts jobs, general clerical jobs, and jobs as typist, laborer, telephone operator, and service station attendant. We heard no complaints during the summer about the type of work that each aid had chosen.

Meanwhile, the focus had been decided. The program would provide experiences to supplement the on-the-job training that the aids were receiving. We created a schedule of weekly activities in the fields of education, law, health, business, and government to encourage the aids to remain in school, or to assist them in choosing a career. The proposed schedule included meetings once a week on topics such as money management, narcotics, rights under the law, health careers, educational opportunities, and financial assistance, to name a few, with guest speakers from various organizations. Jim's plan called for two special activities: a theatre trip to a Broadway matinee, and an end-of-the-summer field trip.

It quickly became evident that the summer aid program as it was planned would need a substantial coordinating effort to insure success. We responded to this program need by assigning Roseanne Greene, a summer intern, to this work.

Inevitably problems appeared. The plan to send the aids to a Broadway matinee on a Saturday (a choice among three musicals, *Purlie*, *The Me Nobody Knows*, and *Hair*) called for money, and we felt we should not ask them to pay because their families counted on their financial contribution.

At this point, GSA employees came to the rescue. On a purely voluntary basis, some donated money, some gave their time as chaperones, many gave both. Suddenly, we all felt we had a stake in the summer program, if only to guard our personal investment. This welcome participation of individual employees showed our summer aids, in the most effective way possible, that GSA was interested in them as people and eager to make their summer a meaningful one.

Another difficulty which we never really overcame was a communication problem. Our 126 summer aids worked in several locations in New York and New Jersey, and their opportunities for feedback to us were limited. Perhaps because of their size, we found that

the weekly meetings did not foster the kind of free-wheeling discussion and evaluation we wanted.

The summer interns did meet individually with many aids; they also received written evaluations at the end of the summer. We felt, however, that better two-way communication could have greatly enhanced our responsiveness over the course of the summer, and consequently would have improved our program's motivational effect.

Roseanne did receive feedback from the summer aid typists regarding their desire to improve their typing skills, so she borrowed the Civil Service Commission's testing facilities for an hour each day and conducted a typing workshop. These sessions were a great success. The experience points up our failure to identify other areas for specialized training, emphasizes our need for effective feedback, and will stimulate improvements for next summer's activities.

The highlight of our summer program began as a wild idea among the interns. One program goal was to broaden educational and career horizons for disadvantaged summer youth. An end-of-the-summer field trip seemed like a nice way of combining new experience with a thank-you for a job well done. What more logical place for Federal employees to go than to Washington, D.C.? It was here that we reaped the benefit of assigning new, young people to form a new, young program. Where old-line employees might hang up over the drawbacks, financial and otherwise, the interns saw the advantages and with the encouragement of the Personnel Officer determined to obtain them.

When the dust settled, they had, with the help of American Airlines, obtained a grant from the New York Urban Coalition to fly 96 summer aids and chaperones for a 1-day field trip to Washington, D.C. Most of the summer aids had never been to Washington; many had never flown before.

Here our Central Office helped to plan an interesting and eventful day for our group of youths. They toured various historic sites in the city, including Capitol Hill, the Washington Monument, and the Lincoln Memorial. They even stopped at the National Archives, a GSA facility. GSA's Office of Administration made arrangements for buses and two guides. They also planned for meals, including dinner at the State Department.

Our 1-day field trip was an enormous success. It answered the aids' natural craving for excitement and new experiences; it provided an unforgettable capstone and "job well done" to our entire summer program; it presented an alternative to the stifling streets of New York through Government employment. Additionally, it was an innovative project, conceived by summer interns and brought to fruition through their efforts. The benefits of our "Summer in the City" were not to the student aids alone.

At summer's end, aids received certificates of appreciation for their job efforts. Some, on supervisors' recommendations, received \$25 U.S. Savings Bond awards. Jim Warren and Roseanne Greene received well-deserved citations in recognition of their invaluable contributions towards the program's success.

In retrospect, we feel that our summer program had several strong points. We provided a series of new experiences for city youths whose horizons had hitherto been quite limited.

The interns, on the other hand, were able to increase their breadth of experience through their dealings and associations with the bureaucracy. To them the Government had been a huge machine. Last summer they learned how it works.

Another strong point came in preparing the aids for their future, whatever course they might choose. Through concrete skills learned on the job we hoped to help those interested in work after finishing high school. Our weekly meetings explored jobs in business and government. They also covered various local educational opportunities and sources of financial assistance to make educational goals more readily attainable.

The summer interns, through their opportunities to assume a leadership role and to develop and carry their own project to completion, also received valuable training for a productive future in government or industry.

PILOT PROJECT A SUCCESS

Although we feel that this pilot project was a success, we see room for improvement in 1972. Improvement of opportunities for useful feedback from the aids should help our skills training program answer specific needs more fully. We feel that participation from all concerned—aids, interns, and regular employees—was excellent. Nevertheless, we hope to increase the level of individual participation. We feel that the aids themselves should have a greater role in planning their summer than they did in 1971, as well as a more active role in making their program a success. Perhaps their supervisors could take a more active role as well in planning and providing for skills training.

These are some ideas we are considering. By encouraging participation and by making an effort to be responsive to the needs of youth, we feel that we helped change a potentially lackluster program into an exciting and innovative experience.

Summer in the city can be grim. At GSA we hope summer will be an introduction to opportunity.



SHELF- HELP

The mounting pressures on City Hall being generated by the rise in union influence and in militancy among public workers are gauged in maiden volumes to the Brookings Institution series on "Studies of Unionism in Government." Undertaken with financial support from the Ford Foundation, the series is designed to surface contemporary problems and trends in public-sector unionism and to articulate their implications for government administrators, employees, and the public they serve.

NOT 'JUST ANOTHER INDUSTRY'

The authors of the first volume disparage the notion that government is "just another industry," contending that private industry collective bargaining practices cannot be fully transplanted into the public service. Unlike private employers, they note, public officials are not subject to the price constraints of the marketplace. And unlike their sister organizations in private industry, public-employee unions do not fall victim to the wage-benefits restraints imposed by the specter of unemployment that may materialize whenever spiraling labor costs threaten to drive the employer out of business.

But the crucial difference is that collective bargaining in government cannot be divorced from the normal political process. The authors conclude: "A full transplant of collective bargaining to the public sector would so institutionalize union power as to leave competing groups at a permanent and substantial disadvantage." (*The Unions and the Cities* by Harry H. Wellington and Ralph K. Winter, Jr., 226 pages, \$7.95.)

NO TAKE-OVER OF MANAGEMENT

Although public-employee unions are making significant inroads at the bargaining table on the effects of personnel policies and practices, the author of the second volume reports, the management of the work generally remains in the hands of the executives.

The unions do not contest public management's right to hire, direct, discipline, and fire employees and to decide how programs should be administered, he finds. But they do insist on having some say on the impact of these actions. Unions don't covet the responsibility of running the community, he concludes: "They need someone else to be 'management' so that they can be 'labor.'" (*Managing Local Government Under Union Pressure* by David T. Stanley, 177 pages, \$6.95.)

—David S. Dickinson

QUOTABLE QUOTABLE



PRINCIPAL SPEAKER at the Rockefeller Public Service Awards luncheon in December was Elliot L. Richardson, Secretary of Health, Education, and Welfare. Following is an excerpt from his remarks:

. . . How do we begin restoring public faith in government, and thus in the people—the civil servants—who carry out the government's work?

I don't pretend to be an expert in this area, but I would offer these suggestions as a start toward this goal:

First, those of us entrusted with high office in government can and must let the public know what is good about the civil service. Shortly after taking office as Secretary at HEW, I said that I had found the department to be filled with tremendously talented, unusually dedicated people. I want to reiterate today that nothing has happened in the months since to change that early appraisal.

I am proud of the people at HEW. More than that, I am proud to be associated with so many highly skilled men and women whose deep devotion to public service first led them to government employment, and whose continuing dedication to helping mankind has kept them on the job when other, more remunerative work was readily available to them.

As a second step toward restoring public confidence in its civil servants, I believe those of us in a position to do so should consistently counter unfair complaints against the "bureaucracy." We should make clear that, for the most part, civil servants are carrying out policies either created by, or condoned by, the political spheres of government. Those of us in policy positions—and I include myself—should make sure the public knows who should be held accountable.

STRENGTHEN THE STRUCTURE

Third, we must continue efforts to strengthen the structure within which civil servants must work.

President Nixon has moved forcefully to address some of the most basic problems of the bureaucracy. He has taken steps designed to remove some of the administrative impediments that prevent public servants from being as responsive as they should be, and as they want to be.

The President's proposals for streamlining the administrative structure of government, both through

departmental reorganization and greater use of the regional network, are key elements in his effort to break through long-standing roadblocks to greater bureaucratic efficiency and effectiveness.

On another front, this Administration has made great strides in increasing Federal career opportunities for minority group members, and for women. Surely much remains to be done. But the President is determined to make the Federal Government a model employer in regard to offering opportunities regardless of race, sex, color, or national origin.

Additionally, the Administration's proposal for a Federal Executive Service would, if adopted, do much to remove doubts about bureaucratic responsiveness to policy direction. And it would, at the same time, greatly enhance the opportunity for career civil servants to advance in grade, and in responsibility.

CLOSE THE GAP

Finally, and I think by far most importantly, we all must do everything we can to close the gap between governmental promise and performance.

We should, in truth, come clean with the American public. We should make clear that there *is* a limit to what the government can do; that tax dollars do *not* stretch indefinitely; and that the setting of national priorities is a process which, by its very nature, means that if government moves strongly ahead in one area, it will probably not be able to move as strongly in another.

Both the executive branch and the Congress must enlist in a joint campaign to make the public understand the limits of government power—to make the public understand what is possible. Our failure to do this will only reap further harvests of public disillusionment with government itself.

As you may have gathered, I am deeply concerned about how America's citizens perceive the character of their government, and thus the integrity of the men and women who comprise the civil service.

But I am not pessimistic.

RESTORE FAITH IN GOVERNMENT

I believe that faith in government can be, and will be, restored to its proper level. I believe that the basic fairness of Americans will enable them to understand and appreciate the overall effectiveness of the corps of civil servants if we make sure its role is properly understood and its accomplishments properly recognized.

Finally, I am optimistic about the future of the civil service because I have a deep and abiding faith in the thousands upon thousands of careerists with whom I have personally served. . . .

Personnel administration by handshake



BELOW THE WORD "AGREEMENT," on the attractive front cover of the contract between the Southeast Service Center of the Internal Revenue Service and Chapter 70 of the National Association of Internal Revenue Employees, two hands, firmly clasped together, are depicted. This simple visual presentation conveys very well what has been taking place under the Federal labor-management relations program, now in a mature stage with the amendment to Executive Order 11491 effective last November.

In my review made in summer 1971 of some three dozen agreements in the Southeastern part of the country, three points emerged clearly:

(1) Contrary to a widely held belief, the scope of negotiations is broad, including many significant items of personnel policy;

(2) The unions have obtained from management a number of pledges, not already required of the agencies by law and regulation, to behave in certain ways; and

(3) Management, in turn, has exacted some commitments from the unions dealing with the conduct of union officials and rank-and-file members.

In this article, we will call the provisions referred to in (2) above "due process" clauses, since their objective is to prevent unfair treatment of the employees, and will dub those imposing obligations on the unions "reciprocity" items, since the unions make certain promises, in return for the agency's assumption of responsibilities not mandated by legal provisions. We will list illustrative "due process" and "reciprocity" clauses, with a brief, sometimes shorthand, comment on each item. This listing, in and of itself, will tell a great deal, but we will make a few interpretations, as well as forecasts for the future under E. O. 11491, as amended. The lists could be extensive, but just a half dozen examples of each kind of clause should suffice to demonstrate the point.

DUE PROCESS PROVISIONS

● "The Employer and the Union agree that participation [in United Fund Campaigns, United States Savings Bond drives, and other worthy programs] shall be on a completely voluntary basis. . . . It is also agreed that the immediate supervisor may not collect

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pledges or contributions by any individual employee under his supervision." 1

Complaints of coercion in charitable and other fund raising campaigns have recurred over the years and caused strong resentment against management. Here management both makes a pledge and puts a special restriction on supervisors—"thou shalt not. . ."

● "Interstation transfers shall not be used as a form of discipline. Involuntary transfers shall not be made when there are employees in the commuting area from which the transfer is to be made who are willing to transfer and who meet position requirements." 2

There is no law or regulation which prevents management from dismissing unsatisfactory employees, but sometimes easier ways than bringing formal charges are sought—such as transfers to undesired new locations. Or someone whose competence cannot be questioned is "exiled" to a new location; perhaps he has expressed certain views or otherwise offended someone in the management group. This explains the first part above; the second part is to assure that management is both thorough and fair when requiring employees to transfer.

● "If an employee of the bargaining unit is engaged in a formal discussion with a supervisor and, during the course of such discussion, the supervisor begins to criticize the employee's conduct or performance in any way, or becomes offensive in manner, the employee has the right to terminate such discussions until he can arrange for Union representation to be present for subsequent discussion." 3

From the union's standpoint, this requires the supervisor to have sound grounds for his criticisms; it also protects against the abusive supervisor. This kind of clause some people believe management should avoid like the plague, as an intolerable infringement on its rights. Obviously, much depends upon how the clause is interpreted in practice.

● "The employer reserves the right to assign overtime. However, the assignment of overtime will be based upon mission and workload requirements and on factors which are reasonable, equitable, and which do not discriminate against any employee or group of employees. Individual employees will not be forced to work overtime or compensatory time against their express desires so long as full requirements can reasonably be met by other employees willing to work, and so long as those willing to work are not allowed to work an amount of overtime which diminishes their alertness to a degree that the required work cannot be satisfactorily performed." 4

A fair crack at overtime work if one wants it; no unreasonable requirement for compulsory overtime; and management firmness with those who would strain themselves and impair efficiency by working too much overtime. Eminently reasonable—but also the kind of policy only an alert management can apply effectively.

● "The employer agrees that files maintained by supervisors shall not contain material which may have an adverse effect on an employee's performance appraisal, unless the affected employee has been made aware of the presence of such material in any such files." 5

The employee is given the chance to defend himself, and he is made aware of any management efforts to "build up a file" against him. Secret files in government are highly suspect these days.

● "Within the employer's right to assure efficiency of work force operations, travel will be scheduled during duty hours to the maximum extent possible. . . . When requested by the employee, the employer agrees to advance travel funds up to the maximum extent authorized by applicable laws and regulations." 4

The employer can in effect prolong the work day by requiring travel after the regular closing time, simply to get that much more from the employee. As to travel advances, the tendency is to let the employee find out that he has this right—and not to invite him to use it. An inconsiderate management is disliked as much as a harsh one.

RECIPROCITY PROVISIONS

● "In the course of performing their normally assigned work, Lodge representatives will be alert to observe unsafe practices, equipment, and conditions as well as environmental conditions in their immediate area which represent health hazards. When unsafe or unhealthy conditions are observed by Lodge representatives, they should report them to the cognizant immediate supervisor." 5

Union-management cooperation in safety programs is not unusual, but this spelling out of safety responsibilities for union representatives is.

● "The Union is obligated, when reviewing or submitting complaints, grievances, appeals, or problems encountered, to make every reasonable effort to ascertain, document, and present the true facts relating to the situation in order to facilitate appropriate and timely resolution or action." 3

A common complaint is that unions defend *any* employee grievance, no matter how ill-founded. Their approach is said to be political, to keep member support, yet management is supposed to root out coldly the fictions and exaggerations of its supervisors. The clause above is an attempt to get the union to find out the true situation, and act, or not act, accordingly.

● "Chapter 12 agrees that the employees of the Unit which it represents should individually and collectively perform loyal and efficient service, that it will use its influence and best efforts to protect the effectiveness of the service rendered by the District, that it will safeguard the integrity of employee performance to the maximum extent possible, and that it will cooperate in

promoting and advancing the welfare of the District and the morale of its employees."⁶

This is similar to the provision next above, but it stresses loyalty, influence, and the best efforts of the union.

● "The Union is obligated to actively support the employer's efforts to eliminate waste; conserve materials and supplies; uphold high standards of workmanship and safety practices; minimize absenteeism, tardiness, carelessness, and any other conditions which adversely affect the mission or hamper efficiency; and encourage the submission of improvements and cost reduction ideas."³

This covers a great deal; it is the alleged failure of unions to accept such responsibilities which embitters many management folk.

● "Lodge 2630 agrees to cooperate with the employer, upon request, in formulating steps necessary to alleviate any abuses of responsibilities, rights, or privileges by employees of the unit which impede the efficient and harmonious administration of the mission of the Social Security Administration."⁷

The union is obligated to cooperate with management in taking steps against delinquent employees. What more could it be asked to do?

WHAT IT ALL MEANS

Do the above-listed "due process" and "reciprocity" clauses mean anything or are they just words? Six of the seven agreements quoted from contain negotiated grievance procedures, with five of them terminating in advisory or binding arbitration. Thus, management can be—and has been—held to account for alleged contract violations.

While these "due process" clauses are sometimes qualified or stated in general terms subject to different interpretations, they do open the possibility that arbitrators will hold management to strict account. Whether the arbitration is advisory or binding, the hearing record lays bare the actions and thinking of management.

USING AGENCY PROCEDURES

The fact that so many employees have exercised the choice (granted them in some of the agreements) to use the agency procedure does indicate that management is capable of policing itself. It is true, however, that negotiated agreements give the unions the opportunity to persuade management to exercise more of its discretionary authority in personnel matters within existing law and regulation.

The amendment of last November requires all new or renewed agreements to contain a grievance procedure, confined to interpretation or application of the agreement. Previously, under the original Executive order, the negotiated procedures could and often did extend to grievances over *any* matter in which the agency had discretion. Grievance arbitration is now limited to the negotiated contracts. Agency grievance procedures will, of course, be continued.

A PREDICTION

While the November 1971 amendment limits the use of arbitration to the negotiated procedures, its intention is, according to CSC's Office of Labor-Management Relations, to "provide an incentive for more comprehensive agreements." Unions can be expected to press hard for more and more "due process" clauses, with management insisting on additional "reciprocity" clauses. Personnel administration by handshake, already a healthy new development, should grow into maturity. Personnel laws and regulations will be fleshed out through numerous handshake agreements. Since a sizable number of the agreements negotiated under E. O. 11491 provide for binding grievance arbitration, arbitrators will have a tremendous responsibility.

FOOTNOTES

¹ Agreement between Jacksonville District Internal Revenue Service and Jacksonville District Council, National Association of Internal Revenue Employees, December 14, 1970.

² Agreement between U.S. Department of Labor and the National Council of Field Labor Lodges, American Federation of Government Employees, AFL-CIO, January 28, 1970.

³ Agreement between John F. Kennedy Space Center, National Aeronautics and Space Administration, and Local 2498, American Federation of Government Employees, June 11, 1970.

⁴ Agreement between George C. Marshall Space Flight Center, and Local 1858, American Federation of Government Employees, March 13, 1969.

⁵ Basic agreement between Headquarters IV, U.S. Army Corps for the Montgomery Sub-Sector Command, and Lodge 997, American Federation of Government Employees, April 8, 1966.

⁶ Agreement between the District Director, Internal Revenue Service, Birmingham District, and Chapter 12, National Association of Internal Revenue Employees, September 3, 1968.

⁷ Collective bargaining agreement between the Social Security Administration District, Knoxville, Tenn., and Lodge 2630, American Federation of Government Employees, Knoxville, Tenn.

THE AWARDS STORY THE AWARDS STORY



FLEMMING AWARDS HONOR YOUNG MEN AND WOMEN

For the first time in the 24-year history of the Arthur S. Flemming Awards, two outstanding young women in Government were honored among the ten 1972 finalists in February. This is the first year women have been eligible for nomination. Sponsored by the Downtown Jaycees of Washington, D.C., the awards are named in honor of Arthur S. Flemming, formerly a U.S. Civil Service Commissioner and Secretary of Health, Education, and Welfare, and now President Nixon's Special Consultant on Aging.

The nationwide awards program annually recognizes 10 Federal employees under 40 who have performed outstanding and meritorious work in administrative and executive as well as scientific and technical fields. This recognition is aimed at attracting outstanding young people to Government service, encouraging high standards of performance in the Federal service, and enhancing appreciation of our form of government and the opportunities and responsibilities it presents.

The awardees were received by the President at the White House. They were presented with engraved plaques by Dr. Flemming at a luncheon attended by top officials and colleagues of their agencies as well as other guests.

The 1972 winners are:

ADMINISTRATIVE FIELDS

Seth M. Bodner, Director, Office of Import Programs, Department of Commerce, for his contributions to successful negotiations of international agreements on wool and man-made fibers with Japan, Korea, Hong Kong, and Taiwan, assuring more orderly patterns of import growth in the United States.

Norman A. Carlson, Director, Bureau of Prisons, Department of Justice, for his efforts in directing the development and implementation of a long-range master plan for the improvement of correctional facilities, programs, and staff and for ending the traditional isolation of corrections from the community.

Jonathan L. Goldstein, First Assistant United States Attorney for the District of New Jersey, Department of Justice, for his courageous efforts to destroy organized crime and racketeering; for renewing public confidence that our Government can expose corrupt public officials; and for his major role in securing convictions of New

Jersey officials involved in a corrupt political system that had existed since the turn of the century.

Mary E. Hanford, Deputy Director, Office of Consumer Affairs, Executive Office of the President, for her significant accomplishments in advancing consumer legislation, such as the Fair Credit Reporting Act of 1970, and for representing consumer interests in the highest councils of Government.

Lane E. Holdcroft, Food and Agriculture Officer, Agency for International Development, Department of State, for his outstanding assistance to the Minister of Agriculture of Ethiopia in identifying major constraints to agricultural development, redirecting Ethiopian resources, and producing a forward movement in Ethiopian agriculture.

SCIENTIFIC FIELDS

Dr. Richard M. Asofsky, Assistant Chief, Laboratory of Microbial Immunity, National Institutes of Health, Department of Health, Education, and Welfare, for his work in breaking down lymphoid cells, resulting in an important contribution to the knowledge of immunity.

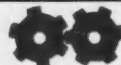
Dr. Petras V. Avizonis, Technical Director, Kirtland Air Force Base, Department of the Air Force, for his contributions to the U.S. Air Force and the Free World through technical guidance and scientific accomplishment in the development of high energy gas lasers and their application to military systems.

Dr. Robert J. Hermann, Director, Electronic Intelligence and Systems Management Group, National Security Agency, for his development of a new concept and plan, of incalculable importance to the national defense, to integrate the Government's acquisition of sensitive electronics information on a worldwide basis.

Dr. Harvey Graham Purchase, Veterinary Medical Officer, Department of Agriculture, for his research on Marek's disease occurring in chickens which resulted in a major scientific breakthrough—a safe and effective vaccine to control the disease, representing the first time any vaccine has been found to be effective against a naturally occurring cancer.

Dr. Jacqueline Jai-Kang Whang-Peng, Medical Research Officer, National Cancer Institute, for her significant and outstanding cytogenetic research aimed at elucidating cellular control mechanisms in human cancer, particularly leukemia.

SPOTLIGHT ON LABOR RELATIONS



1971—WATERSHED FOR UNION GROWTH IN GOVERNMENT

While unions in private industry are struggling to hold their own in relation to the labor market, labor organizations in Government are making significant strides in the extent of exclusive coverage among the non-postal work force. Paced by dramatic white-collar organizing gains, exclusive recognition among non-postal Federal employees increased last year by 12 percent.

This pushed the proportion and number in exclusive bargaining units over the one-half (53 percent) and one-million (1,038,288) marks. The comparable figures posted a year earlier were 48 percent and 916,381, respectively.

Tied to the non-postal labor population in Government, the 12-percent growth rate for the reporting year ended November 1971 represents an overall measure of union organizing gains during the second year under Executive Order 11491. Representation figures for postal workers are isolated, because the U.S. Postal Service was carved out of the Government-wide labor-management program in mid-1971 by the Postal Reorganization Act.

WHITE-COLLAR, BLUE-COLLAR AND POSTAL PROFILES

The bulk of the growth in exclusive-union recognition last year was concentrated in white-collar (General Schedule) ranks, where the proportion covered by exclusive units jumped by 22 percent—from 35 percent to 42 percent of the work force. This raised the total number of GS personnel under exclusive representation to 600,702, up from 487,245.

The increase among blue-collar (Wage Grade) workers was 3 percent—from 81 percent to 84 percent. This brought the total number of WG employees in

exclusive units to 437,586—a gain of 8,450—despite cutbacks in the blue-collar force.

Conversely, the number of workers covered by exclusive recognition declined on the postal side—from 625,730 to 623,082—concomitant with personnel cutbacks there, too. Even so, the extent of exclusive coverage as a proportion of the postal work force edged up by 1 percent over the year—from 87 percent to 88 percent.

ORGANIZING, BARGAINING TRENDS

Labor organizations on the non-postal side of Government continued their emphasis on organization over negotiation last year, when the agreements-to-units ratio did not change significantly. As of November 1971, negotiated agreements were in force in less than half (48 percent) of exclusive units—down slightly from 50 percent as of November 1970.

Organizing activity—as measured by the number of new exclusive units—continued strong, as unions gained representation rights for 394 more units and raised their total showing to 3,380 exclusives. All told, average unit size leveled off during 1971, when it duplicated the 1970 average of 307 employees each.

Bargaining activity—as measured by increases in the number and coverage of negotiated agreements—produced 150 new agreements covering 105,562 workers last year. This raised the total number and coverage of all agreements—old and new—to 1,643 and 707,067, respectively.

The latest annual recognitions-and-agreements census—compiled by CSC's Office of Labor-Management Relations under the title *Union Recognition in the Federal Service, November 1971*—is on sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

—David S. Dickinson

"BIG-SIX" NON-POSTAL UNIONS

Organization	Blue Collar	White Collar	Total	% of Change
American Federation of Government Employees.....	222,739	383,652	606,391	+14
National Federation of Federal Employees—Ind.....	27,973	78,908	106,881	+30
National Assn. of Government Employees—Ind.....	41,253	41,814	83,067	+21
Metal Trades Councils.....	58,619	2,427	61,046	-8
National Assn. of Internal Revenue Employees—Ind.....	—	41,331	41,331	+7
International Assn. of Machinists.....	28,913	2,185	31,098	-4



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WORTH NOTING (CONT.)

mended legislation granting retroactivity to two groups of blue-collar workers not eligible under the ruling: those in areas where local wage surveys slated for the freeze period did not begin before August 15; and those in areas where expedited surveys were made after the 6-month delay period was lifted.

● **CAREER SERVICE** awards for 1972 have been given by the National Civil Service League to ten outstanding Federal employees, including a top diplomat, a crusading black attorney, the Nation's chief geologist, and a pioneering woman personnel director.

This year, for the first time, two of the annual awards have gone to relative short-timers. While the Career Service Award for Sustained Excellence requires ten years of outstanding public service, the Career Service Award for Special Achievement is given on evidence of one or more landmark accomplishments without regard to length of service.

The 1972 Career Service Award recipients are:

For sustained excellence: Clarke H. Harper, FAA, for innovative financial management and skilled development of budget.

Martin J. Hillenbrand, Department of State, for major contributions to formulation of American foreign policy in post-war Europe.

Thomas H. Karamessines, CIA, for unheralded work in the delicate and complex field of international intelligence.

Dr. Vincent E. McKelvey, U.S. Geological Survey, for scientific achievements in geology, inspiring administration, and contributions to the national energy policy.

Irene Parsons, Veterans Administration, for even-handed leadership during major agency reorganizations, and for enhancing equal opportunities for minorities and women.

Dr. Fred L. Whipple, Smithsonian Institution, for building and directing the only astrophysical observatory under Federal Government aegis, and for contributions to space and defense research.

Charles F. Wilson, Equal Employment Opportunity Commission, for skillful negotiations with large corporations and unions to halt discrimination

and increase job opportunities for minorities and women.

Dr. Laurence N. Woodworth, U.S. Congressional Joint Committee on Internal Revenue Taxation, for expertise and social conscience in formulating tax laws like the Revenue Acts of 1962 and 1964, and the Tax Reform Act of 1969.

For Special Achievement: Dr. Daniel V. DeSimone, National Bureau of Standards, for leadership on landmark "metric system conversion" studies.

Clifford D. May, Jr., Defense Communications Agency, for his major role in the 1963 "hot line" agreement with the Soviet Union, and in recent agreements to improve the direct communications-link between the two countries.

● **FACS**—the Federal Automated Career System—has been expanded to include GS-11 employees in personnel management and industrial relations occupations. Objective: to match employee talents with agency needs. FACS originally covered employees in grades 12 through 15 of these occupations.

● **A PRELIMINARY** injunction against the Federal Service Entrance Examination, on grounds it is discriminatory and not job related, has been denied by a Federal District Court. The court held that available evidence shows the test to be job related, and that to stop its use would harm the public interest. The action is appealable.

● **JOB'S FOR VETS:** CSC regulations have been modified to permit noncompetitive appointment of recently returned veterans in temporary jobs up to GS-5 or equivalent. Differing from Vietnam Era Veteran appointment procedures that lead to continuing employment, the new authority does not require the veteran to agree to training, and does not lead to competitive status. It will give agencies one more way to help returning veterans to find jobs when agencies have temporary vacancies to fill.

● **NEW FACES IN EEO:** Gerald K. Hinch is the new director for Federal Equal Employment Opportunity, Civil Service Commission, succeeding James Frazier, who is now Director of Civil Rights, Department of Transportation.

Higinio Costales, formerly with DOT, is now director of the Commission EEO program for the Spanish-speaking.

● **RELUCTANTLY,** the *Civil Service Journal* bids farewell to Philip W. Schulte, CSC's Director, Office of Public Affairs, who presided at the birth of the *Journal*, encouraged and directed it until it grew to healthy maturity, and now, as he enters retirement, feels the magazine can proceed without him. Probably—but it won't be easy.

—Basil B. Warren



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