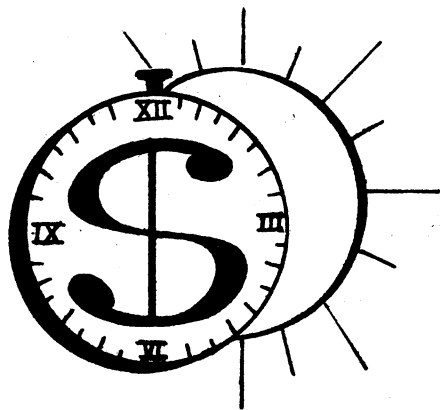


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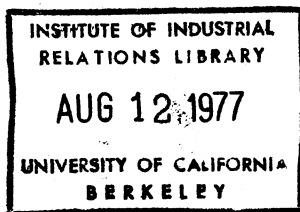
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flextime:

a new face on the work clock



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FLEXTIME : A NEW FACE ON THE WORK CLOCK,

(A Policy & Practice Publication)

by

GEORGE W. BOHLANDER. //

Edited by Felicitas Hinman

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FOREWORD

The Institute of Industrial Relations at UCLA is proud to present this volume, the fourth in its new series called POLICY & PRACTICE PUBLICATIONS. In keeping with the Institute's mission, the new series is intended to provide useful information and insight on issues which concern all parties to the employment relationship.

The practice of Flextime, a new approach to the workday and the workweek, was initiated in West Germany in the 1960's. It has been implemented in Western Europe for over a million workers, and has recently spread to the United States.

The concept is simple: fixed times of arrival and departure are replaced by a workday which is composed of *core time* and *flexible time*. Core time is the designated number of hours during which all employees must be present; flextime is that part of the work schedule within which an employee may choose the time of arrival and departure. To explore the concept--its historical background, legal constraints and other considerations operating in the United States--and to discuss experiments with flextime in the public sector as well as in private industry, a conference was held by the Institute of Industrial Relations on March 15, 1977. Attended by over 100 persons representing business, labor, and public agencies, the conference featured Dr. Herman Gadon as keynote speaker, an internationally known researcher on flextime. Dr. Gadon and other experts discussed the implications of flextime for the individual, the organization, and the community. Examples of flextime programs in the San Diego County

Probation Department and in the Pacific Gas and Electric Company, both of which were initiated with the cooperation of labor and management, were explained in some detail.

It is hoped that the conference and this publication on "Flexitime" will contribute to further knowledge and understanding of one aspect of a growing trend toward broader participation in the decisions that govern one's life at the workplace.

Angus MacLeod
Conference Coordinator
Center for Management
Research and Education

Frederic Meyers
Director
Institute of Industrial
Relations
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June, 1977

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INTRODUCTION

In industrial society, work is inherently linked to the passage of time. Workers speak of "clocking-in," "clocking-out," or "putting in time." Employers pay for the services of their employees by the hour, the week, the month, or the year. Employees may be rewarded or disciplined according to their adherence to the time schedules of the enterprise. In short, for industrial America hours of work are of prime importance to employers in the public and private sectors, to the workers and their organizations.

Traditionally, concern with working hours has involved reducing the hours worked per day or the days worked per week. The standard 8-hour day, 5-day week is the culmination of continued efforts to constrict the time span of work. While this effort continues today, there has been increasing emphasis during the past ten years to develop alternative methods by which to rearrange the standard workweek. Compact workweeks, part-time employment and, recently, staggered hours and flextime are today offered as variations to accustomed work-hours.

It is, no doubt, important to question why new methods of work-hour patterns have become popular. In part, the economic motives of employers play a significant role, but a broader reason lies in the increased concern over developing new systems to improve the quality of working life. The realization that work for today's employee is only one aspect of a multifaceted approach to life has led to the search for new inventions to mesh the needs of both the workplace and the worker. Perhaps the premise upon which alternative

work-hour arrangements are built is the issue of whether the work ethic can prosper where organizational rigidity denies the existence of changing societal norms and pressures and the changing characteristics of today's worker. For managers and supervisors this often involves the daily task of responding to employees who are increasingly well educated and who have rising expectations at both the personal and organizational level.

This Policy and Practice Publication on FLEXTIME is presented to shed light on the continued effort to find employer/employee accommodation to the complex realities of today's world of work. The concept of Flexitime was first put into practice in 1967 in a West German aerospace firm, which introduced a flexible work schedule for employee arrival and departure times to relieve late arrival because of heavy traffic congestion on highways near the plant. Since 1967, the practice has spread from Germany to Austria, Switzerland, Scandinavia, France, the Benelux countries, Italy, Spain, the United Kingdom, Japan, and Canada. In the United States, flexitime is gaining increasing importance in the expressed interests of the worker, his family and his community, with major implications for public and private sector employers.

This publication is directed to the practitioner as well as to those who wish to understand more about this novel work-hour concept. The approach is to discuss flexitime in an open-minded manner: its advantages and limitations are reviewed, union attitudes toward the concept are presented, and an in-depth presentation is given to determine its feasibility, and if suitable, its implementation for the enterprise. While information used to prepare this manual has come from a

variety of sources, special attention has been given to current reports obtained from public and private sector employers in California. It is hoped that this publication will contribute to a clearer understanding of flextime and its applicability to today's work environment.

CHAPTER I

REVISED WORKWEEK SCHEDULES: AN OVERVIEW

The discussion of revised workweek systems begins in a very generic fashion. Terms are described, objectives for implementation are given, and the advantages and disadvantages of different systems are discussed. This chapter provides both the novice and the "old hand" with a ready insight into the revised workweek systems currently in use. Compact workweeks and staggered-hour arrangements receive primary attention in this chapter, and "flextime" is reviewed more fully in Chapters II and III.

Terms and Definitions

The interest in alternative workweek systems centers primarily on three separate and distinct arrangements: the compact workweek, staggered hours, and flexible work hours or "flextime." In the literature on revised work schedules these terms are frequently interchanged, causing confusion and making their understanding difficult. This probably cannot be avoided when it is realized that each system can assume many variations, some of which overlap between alternatives. It is possible to combine a compact workweek or a staggered hours system with flextime and this is occasionally done. Confusion is heightened by the degree to which the alternatives vary according to the flexibility in hours they afford workers and the rationale given for their adoption. To alleviate any definitional problems, the following descriptions are provided:

The Compact Workweek. The compact workweek shortens the number of days in the workweek by lengthening the number of hours worked per day. This schedule is best illustrated by the 4-day, 40-hour week generally referred to as 4/10 or 4/40. The compact workweek simply "compresses" the normal 5-day, 8-hour schedule into four days of ten hours each. Although 4/10 is most often mentioned for discussion purposes, other compacted arrangements include weekly hours reduced to 38, 37-1/2, 36 or, in a few instances, 32 hours for the 4-day week.^{1/} Compact workweeks may even have schedules of three days with work hours varying between 12 and 13 hours per day, called 3/36 or 3/39.

In addition to substantial variations in the weekly hours of 3- and 4-day schedules, the appointment of workdays also is optional. For a 4-day schedule, workdays may be Monday through Thursday; Saturday through Tuesday; or Monday through Tuesday and Thursday through Friday, depending on enterprise needs which frequently dictate days worked. Table 1, page 6, summarizes the workweek schedule adopted by sixteen organizations (based on a study undertaken by the Bureau of Labor Statistics).

Staggered Hours. In a staggered work-hour arrangement, groups of employees begin and end work at different intervals. Overlapping schedules of predetermined hours are established for the total work force. Employees work a fixed number of hours each day, always between the same starting and quitting hours. Starting times are usually staggered at fifteen-minute intervals before and after the normal hour of work, but variations of 20, 30, and 45 minutes are also common. Or an employer might allow a quarter of his employees to arrive at 7:30, half to arrive at 8:00 and the remainder to begin work at 8:30. (See Figure 1, page 7.)

TABLE 1

Tabulation of Compact Workweek Schedules Adopted by 16 Organizations

Number of firms ^{1/}	Weekly schedule	Number of firms with more than 1 shift
8	4 days, 40 hours ^{2/}	5
2	4 days, 38 hours	0
2	4 days, 35 hours	2
1	4 days, 34 hours or 32 hours, depending on day off	1
1	4 days, 40 hours, and 3 days 30 hours, in alternate weeks	1
1	3 days, 36 hours (plus makes up 8 hours every 2 weeks)	1
1	3 days, 35-3/4 hours	1
1	3 days, 35 hours	1

¹The tabulation contains 17 schedules because one of the firms had employees on both a 3- and a 4-day week.

²For one of these firms, employees work 46 hours during 2 out of every 6 weeks.

Source: The Revised Workweek: Results of a Pilot Study of 16 Firms (U.S. Department of Labor, Bureau of Labor Statistics; Washington, D.C., 1975), Bulletin 1846.

FIGURE 1

Staggered Hours - Schedules Time Ranges

Arrival Time				Departure Time			
Earliest	7:15 A.M.	-	Group #1	-	Earliest	4:15 P.M.	
Arrival	7:30 A.M.	-	Group #2	-	Departure	4:30 P.M.	
Time	7:45 A.M.	-	Group #3	-	Time	4:45 P.M.	
Normal					Normal		
Starting	8:00 A.M.				Ending	5:00 P.M.	
Time					Time		
Latest	8:15 A.M.	-	Group #1	-	Latest	5:15 P.M.	
Arrival	8:30 A.M.	-	Group #2	-	Departure	5:30 P.M.	
Time	8:45 A.M.	-	Group #3	-	Time	5:45 P.M.	

Lunch Period: 1 hour, 11:30 A.M. or 12:30 P.M.

Variations

- Work schedule options are either assigned by management or chosen by employees.
- Change in work schedule can be made during specified open periods or with approval of supervisor.
- Number and time of work schedule options.

Employee groups are either assigned or allowed to choose a work schedule from the options posed. The application of staggered hours provides limited mobility to employees once they are given a specific reporting hour. However, flexibility can be built into this system by allowing employees to switch starting times during designated "open" periods. Sometimes erroneously referred to as "flexible hours," "flexitime," or "flexitime," staggered hours *do not* permit employees the freedom of arriving and departing at different times on different days; therefore, this system should not be confused with true "flexitime" work hour arrangements.

Flexitime. Flexitime--shorthand for flexible working hours--permits employees the option of choosing daily starting and quitting times. Not to be confused with a compact workweek or staggered hours, flexitime arrangements allow individual employees, within established limits, to control and redistribute their working hours. The key element to flexitime, and the missing ingredient in the other systems, is the input which employees maintain to alter their time of work.

Flexitime can be as flexible as its name implies; however, two elements are common to most arrangements: First, as generally applied, flexitime mandates a *core period* during each day when all employees are expected to be at work.

The core period is set to accommodate the needs of each organization; therefore, periods are of varying times and lengths. For example, a 9:30 A.M. - 2 P.M. or 10:00 A.M. - 3:00 P.M. core schedule is not uncommon. The second element required of flexitime are those time periods before and after the core time when each

employee *elects* to begin and end his or her daily work. These flexible periods--also referred to as *band-width times*--place few constraints upon employees, provided they work the core period and the total hours worked add up to a contracted daily, weekly, or monthly amount. (See Figure 2, page 10.)

Fixed, Rational, Variable, Working Hours. The literature on alternative work schedules contains additional terms describing various workweek arrangements. Although these concepts have limited application to this manual, they are presented below to insure clarity of definition.

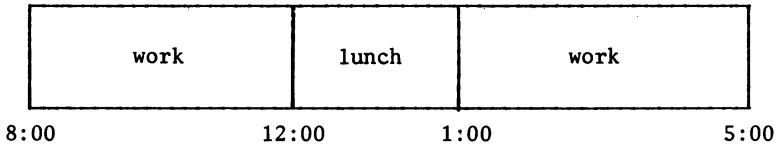
Fixed Working Hours. These schedules specify the exact starting and stopping time for each day of work, deviation from which is strictly prohibited. Employees must be at their workplace at an assigned hour, and all workers begin and end their workday together. In the United States, the 5-day, 40-hour week is the prevailing norm. Shift work as well as the compact workweek and staggered-hour schedules described above can be classified additionally as fixed working hours.

Rational Working Hours. These schedules are based on the premise that it is uneconomical to overstaff departments to meet unusually heavy workloads which occur only periodically.^{2/} Predictable busy days are completed by the employment of additional workers or by the use of present employees working overtime. The concept of rational working hours is as much a philosophy of business economics as it is a system of employment scheduling.

Variable Working Hours. Sometimes used interchangeably to describe flextime or staggered-hour

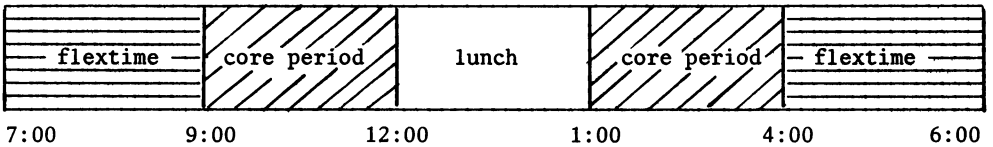
FIGURE 2
Flextime Systems

Fixed Time System

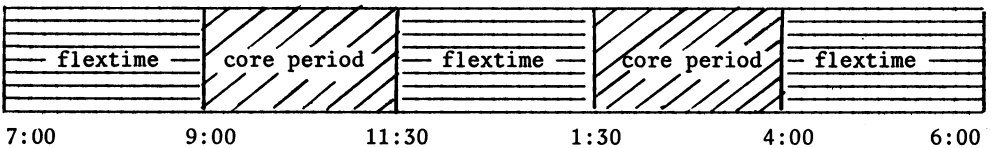


Example A

Flextime System



Example B



- Under a fixed time system, all employees begin work at 8:00, take lunch from 12:00 to 1:00, and leave work at 5:00.
- Under a flextime system, employees begin work between 7:00 and 9:00 and leave between 4:00 and 6:00. The core period may be divided by a third flexible period. There are other variations of flextime but examples A and B demonstrate basic patterns.

systems, variable working hours are more applicable to workweek arrangements which allow employees complete discretion in their time of work. This policy is, by definition, the most liberal of all revised workweek schedules. Under a variable hours system, an employee may work whenever he wishes. The only restriction is that he or she complete a contractually agreed upon number of hours per day, week, or month, and that coverage is available to carry out essential work during absences.^{3/} In addition, variable working hours does not mandate a core time for work.

This system is impractical for most enterprises, although it does exist in slightly modified versions in some European countries. The most advanced example of this method is the German firm, Hengstler Gleitzeit ("gliding time"). A producer of time recording meters for flextime systems, Hengstler Gleitzeit permits all of its 100 employees to work according to their choice of days and times. Employees are provided keys to the plant to let themselves in at any hour and to activate the assembly line to perform their jobs. Employees are trained on all portions of the line to prevent bottlenecks and disruptions to service.

An example of this wide-ranging kind of flexibility is illustrated in Marin County, California, where probation workers are afforded considerable option in their hours and location of work. Core time is not mandatory as employees may adjust work between home and county facilities. The contract for Fiscal Year 1976-77 between the Probation Department and Local 535, SEIU, AFL-CIO, describes this arrangement:

HOURS OF WORK AND WORKLOAD STANDARDS

A. Employees Assigned at a Given Time to
Field Services

1. All employees so assigned in the representation unit have professional status and all work assignments are of a professional nature. Because successful performance is not directly related to time input, each assignment requires variable amounts of time depending upon the personal professional approach of the employee and the particular circumstances of each case. Accordingly, such employees shall be accountable for results rather than time worked.
2. Work assignments will be made on the basis of an assumed 40-hour week (except for weekend deputies); however, employees are not required to be present or in work status on a regular eight (8) hour day, five (5) day week basis, but shall adjust time and location of work to suit workload needs. No penalty shall be suffered by an employee who works less than forty (40) hours in a given week or eight (8) hours in a given day, nor shall any overtime be paid or credited for overtime work. Notwithstanding the foregoing, it is not the intent of this section to authorize the combining of professional time with vacation to extend vacation time periods, or for an employee to

absent himself for more than one day without approval of the Department Head.

3. Notwithstanding the foregoing, employees may be required to be present for given time periods at given locations for the convenience of the public, for training, or for other departmental purposes related to public service.
4. Assessment of service time needed on each case shall be the professional responsibility of the worker and supervisor, subject to review by the Department Head.

The term, variable working hours, is frequently used to describe any revised workweek system deviating from the 5-day, 8-hour day norm. Variable work hours is, therefore, a general term adopted to encompass staggered hours, compact workweeks, flextime, or any variation in the scheduling of employee hours.

Objectives for Adopting Revised Workweek Schedules

Employers cite a plethora of reasons for changing their hours of work. Their motives include increasing productivity, obtaining greater utilization of capital and equipment, enhancing employee morale, and easing the commuting problems of employees. There exists no uniformity among employers in their primary motive for adopting revised workweeks. The interrelatedness of objectives and the needs of each employer prohibit

exact categorization. The following list of objectives, or expected benefits, has been synthesized from different studies and journal reports.

Objectives

- Easing recruitment problems or attracting higher quality applicants.
- Providing better service to customers or within enterprise by extending daily or weekly hours.
- Maximizing use of capital or equipment or otherwise obtaining savings.
- Improving workflow or schedule.
- Increasing productivity.
- Enhancing image of company.
- Reducing overtime.
- Reducing absenteeism or tardiness.
- Reducing high turnover rate.
- Improving the morale of employees.
- Requested by employees.
- Competitors have changed schedules.
- Relieve employee commuting problems.

While a multiplicity of internal and external factors as well as "personal choice" influence the selection of revised workweeks, there are also very practical reasons that may lead to the adoption of specific workweek schedules. These trends appear evident in the report to Congress by the Comptroller General of the United States in Hearings before the Subcommittee on Employment, Poverty, and Migratory Labor of the Committee on Labor and Public Welfare, United States Senate (April 7 and 8, 1976), describing the experience of twenty organizations and of forty-four government contractors as well as their reasons for establishing flexible workweek schedules. (See Appendix at the end of this chapter.)

Compact Workweek. The major impetus for adopting the compact workweek in the United States has come from management as a response to typical management concerns: efficiency and profit.^{4/} Employers tend to adopt this schedule when they desire to maximize the use of equipment or otherwise obtain savings for their firm. The following quote summarizes this point:

Greater productivity and lower unit cost are the most telling arguments put forward by management. Higher output per man-hour is ascribed largely to improved morale that results in reduced absenteeism, tardiness and turnover. Higher weekly output also is attributed to the reduction in start up and close down time relative to operating time, and the keying of work schedules to processing time for a specific operation rather than to a standard workweek.^{5/}

The enhancement of a firm's image as a progressive, innovative company is sometimes a motivation. The exten-

sion of daily time to facilitate customer service is likewise important. Two studies, one by the American Management Association^{6/} and the other by the Bureau of Labor Statistics^{7/} concluded generally that employers operating on some form of compact workweek experienced improved business results and increased productivity accompanied by lower costs and improved profits.

Workers like the increase in "usable leisure" the compact workweek provides them. The compression of the workweek into 4 days extends the weekend by 50 percent. A reduction in commuting time--a 20 percent saving with a 4-day schedule--restaurant lunches, child care expenses and other "working costs" are cited as benefits by workers. Perhaps because of these reasons, employers credit improved morale as another important objective for implementing compact work schedules.

Employers also report that with some employees off each day, cross-training of employees is needed. Cross-training is seen as increasing the job satisfaction of employees through increasing the variety of tasks and duties and upgrading of individual skills.

Staggered Hours. Social concerns and employee considerations are the rationale frequently given for implementing staggered hours. Relieving peak-hour congestion on community transportation systems is a universal goal of this approach. As more people are granted options in their starting and leaving times, the cumulative effect is a direct benefit to both employees and transit systems when employees can choose more comfortable and convenient travel during off-peak commuting times.^{8/}

Staggered hours are popular in highly dense downtown work areas. A change in travel behavior of downtown commuters benefits bus and subway systems and freeway networks, all of which are utilized more effectively as commuters take advantage of the less crowded conditions during off-peak hours. An important aspect of any staggered hour program is the extent of the time options provided employees so that they can choose a work schedule that will allow travel during less congested periods.

Additional advantages attributed to staggered hours include: (1) the system is relatively inexpensive to install and can provide immediate relief to community and employee problems while long-range solutions are being developed; (2) shorter travel time combined with improved comfort and convenience provides employers with improvements in employee morale, lower absenteeism as well as staff turnover; and (3) improvements in productivity are noted.

In 1974, Toronto, Ontario approved the adoption of staggered hours or flextime within the metropolitan area of Toronto to relieve peak-period congestion on transportation systems. Under the sponsorship of the Municipality of Metropolitan Toronto, the project was initiated as a joint venture of business and government. *The Toronto Variable Work Hours Project*^{9/} contacted 490 major companies, employing 163,000 or 63 percent of the total workforce in downtown Toronto, to encourage adoption of either staggered hours or flextime for their employees.

In an interim report issued January, 1975, the Project showed that of the 490 enterprises approached, 111 representing 68,000 employees have established one

or the other alternative work-hour schemes, and an additional 66 companies representing 29,000 employees were considering staggered hours or flextime at that time. An interesting result, the report notes, is that employees working under flextime systems tend to adopt a regular starting or finishing time for work.10/

Flextime. While organizational motives exist for adopting compact workweeks, and community needs exist for establishing staggered hours, the rationale advanced in support of flextime systems adds another element, worker benefits. However, it is the rationale *behind* the design of flextime that leads to its increased popularity--that is, the ability of flextime to increase the personal satisfaction of employees based on their ability to balance demands of their personal lives with demands of the organization. It is the benefits derived from employee satisfaction which leads ultimately to positive organizational and community results. These points are more fully discussed in Chapter II.

Revised Workweek Schedules - Drawbacks

Each of the revised workweek schedules has strengths as well as weaknesses, and each has its proponents as well as opponents. Although some research findings are now available, much of the rhetoric--both for and against--consists of testimonials and case studies; very little empirical data exists. Large comparative studies carried out under controlled conditions are almost nonexistent.

While the "state of the art" is thus a limiting factor, this by no means prohibits evaluation. A number of small-scale studies are now available for review, and case studies, when objectively done, are an impor-

tant evaluative tool. The disadvantages of compact workweeks and staggered hours are presented below; those of flextime are reviewed in Chapter II.

Compact Workweeks. Since the early 1970's, extensive publicity has been given to 3- and 4-day workweeks. Once touted as the wave of the future, the compact workweek is today used only sparingly in industry. The Bureau of Labor Statistics reports that as of May, 1976, about 750,000 wage and salary employees worked on compact schedules compared with about 50 million on standard 5-day schedules.^{11/} "The number of workers on 4-day workweeks of 35 hours or more has increased only slightly since 1973, and no growth occurred between May, 1975 and May, 1976. These workers have accounted for about one percent of all full-time nonfarm wage and salary workers throughout that 4-year period."^{12/} Conclusions indicate that "compressed" schedules have only limited growth potential.

Many of the disadvantages of the compact workweek are the very antithesis of its stated advantages. Increased tardiness and absenteeism, lower productivity and poor employee morale are noted. Fatigue is listed as a principal obstacle by some employers; however, the effect of compressed workweeks on fatigue is an unresolved issue at this point. Age, physical and mental condition, the intensity of work (both physical and mental) influence worker fatigue. Contrary to expectations, younger workers because of greater weeknight and weekend activities are sometimes more fatigued by compressed schedules than older workers.

Marital status and children present in the household influence the relationship between work and the quality of home life. Longer daily schedules disrupt

child care arrangements or weeknight family activities. Where working mothers constitute a significant part of the workforce, longer daily hours create hardships in getting children off to school as well as in other home responsibilities. The effect of the compact workweek on multiple jobholding--moonlighting--is viewed as detrimental to principal employers and family life alike.

Proponents of worker autonomy in the selection of work hours see little benefit in compact workweek schedules. The 4/10 or 3/12 work schedule merely replaces one inflexible system with another. Usually initiated by management, the employees' role is confined to reacting to management's proposals and inquires. Once established on a permanent basis, the new schedule leaves the individual worker little voice in determining the days he will work or the hours he begins and ends his shift.

Opponents to compact workweeks claim the new found "leisure" of workers may be used in less than constructive ways. Increasing the weekly television viewing time by five to seven hours is seen as detrimental, not beneficial. And with the erosion effect of inflation on worker income, the increase in leisure time may simply go unused or at least not be enjoyed to the fullest.

Certainly a large obstacle to compressed schedules is the effect of collective bargaining agreements and the law. Labor agreements tend to impose limitations on daily hours worked or on the number of workdays through premium pay provisions. Some contracts stipulate the number of scheduled workdays. Federal laws such as the Walsh-Healey Public Contracts Act and the Contract Work Hours and Safety Standards Act¹³ encourage limits on daily hours by requiring premium pay

after 8 hours/day. Both statutes apply to employers holding government contracts. The federal employer covered by the Federal Pay Act^{14/} is similarly bound. The traditional 40-hour workweek is maintained by a combination of legal and collective bargaining provisions and the amended Fair Labor Standards Act^{15/} (FLSA). The FLSA requires the payment of overtime after 40-hours of work each week. Coverage extends to employees in the private sector.

The fight for the 8-hour day has been a major struggle--deeply imbedded in labor's history. The first convention of the AFL called for the reduction of work-time to 8-hours with a general strike called for May 1, 1886, if the "eight-hour day were not obtained."^{16/} Quoting from a 1940 Bureau of Labor Statistics study on hours of work (Bulletin 917), Rudolph Oswald, Director Department of Research, AFL-CIO noted, "Generally speaking, the study indicates that, everything else being equal, the 8-hour day and 40-hour week are best in terms of efficiency and absenteeism and that higher levels of hours are less satisfactory."^{17/} Oswald, testifying before a hearing of the Employment Standards Administration, U.S. Department of Labor, on the 4-day 40-hour workweek, stated:

We urge the Labor Department to reject the current proposal to drop the requirement of time and one-half pay for over eight hours of work per day on government contracts, under the terms of the Walsh-Healey Public Contracts Act and the Contract Work Hours and Safety Standards Act. We support union and management efforts, through collective bargaining, to reduce working hours and to

re-schedule workweek arrangements, to their mutual satisfaction. However, the eight-hour standard was achieved after decades of trade union efforts and we believe that federal laws, covering work on government contracts, must continue to protect workers against excessive hours of work per day, as well as excessive working hours per week.

We do not believe that the Secretary of Labor has the legal right to abrogate the Walsh-Healey daily overtime pay requirements. (While the Act allows the President to suspend such requirements when "such cause is in the public interest" this hardly can be the case today. Only a small fraction of the labor force, less than .02 of 1% are even engaged by the furthest stretch of any statistics in a four-day forty-hour workweek.) Similarly, it would not be in the public interest for the Secretary to suspend the daily overtime requirements under the Contract Work Hours and Safety Standards Act. Certainly paying daily overtime, which has been required by law for certain laborers and mechanics employed by the federal government since 1892, cannot be considered "injustice or undue hardship" in 1971. With only 670 firms so engaged, according to advocates for the four-day workweek, out of some 5 million firms in the U.S., this cannot be a "serious impairment of the conduct of government business." In order to abrogate the daily overtime pay requirements, Section 105 of the Contract Work Hours and Safety Standards Act

requires that the Secretary find that such action is "necessary and proper in the public interest to prevent injustice or undue hardship or to avoid serious impairment of the conduct of government business." None of these conditions are met by the current proposal to waive the daily overtime pay requirements.18/

Labor's continued support of the 8-hour day rests heavily on the adverse effect that longer hours have on the mental and physical well-being of workers. Increased fatigue caused by the extension of daily work hours and the increased intensity of concentration of mental effort or application required in the performance of highly technical jobs becomes the cornerstone of labor's argument. In addition, when compacted schedules result in greater productivity for employers, labor seeks increased compensation for the improvements obtained.

Staggered Hours. Staggered hours provide no benefit when the range of hours does not extend beyond peak commuting periods. Employers must be cognizant of the commuting cycles of their community and plan accordingly. Where employees are given discretion in their choice of starting times, it is important to review the times selected in order to determine the actual extent of change. When popular arrival times parallel the normal starting hour, the benefits derived from a staggered-hours system decrease.

As with compact workweeks, staggered hours provide employees with little preference in the choice of days or hours worked. Once hours are selected or assigned, the system does not freely permit employees to change their work hours to meet changing circumstances.

Chapter II, as previously indicated, is entirely devoted to the subject of flextime.

REPORT TO THE CONGRESS

*BY THE COMPTROLLER GENERAL
OF THE UNITED STATES*

Contractors' Use Of Altered Work Schedules For Their Employees-- How Is It Working?

Department of Labor

Using altered work schedules can benefit employees and employers. Revisions to several Federal laws are needed if employees of Government contractors are to be permitted to use certain altered work schedules.

April 7, 1976

CHAPTER 2
EXPERIENCES OF 20 ORGANIZATIONS
THAT HAVE USED ALTERED WORK SCHEDULES

We spoke with officials of 20 organizations that had used altered work schedules, to determine why they had used the schedules and the results of their use. Three of the organizations had used more than one altered work schedule. A total of 25 altered work schedules had been used by the 20 organizations. For example, one organization used a flexible schedule, a 3-day compressed schedule, and a 4-day compressed schedule at its central office. Seven of the organizations had contracts with the Government.

The status of the 25 altered work schedules used by the organizations follows.

<u>Schedule type</u>	<u>Number active</u>	<u>Number discontinued</u>
Flexible	9	1
3-day compressed	4	1
4-day compressed	<u>5</u>	<u>5</u>
Total	<u>18</u>	<u>7</u>

Management officials of the 20 organizations told us they had established altered work schedules for the following reasons, and 17 organizations realized the advantages shown in the table on the following page.

As shown in the table on page 7, flexible work schedules resulted in benefits, such as increased productivity and decreased absenteeism, in addition to those contemplated. For example, one manufacturer had used a flexible schedule in its central office to achieve higher employee morale. The manufacturer found that increased productivity and reduced overtime cost also had resulted. Another unforeseen benefit was that much decisionmaking was moved downward to the employees most familiar with individual job requirements.

	Reasons for establishing (note a)		Advantage realized (note a)	
	Flex- ible sched- ules	Com- pressed sched- ules	Flex- ible sched- ules	Com- pressed sched- ules
Better capital asset utilization	0	4	0	4
Employee suggestion	3	3	0	0
Better employee morale	2	0	8	6
Reduced absenteeism	1	2	5	3
Ease traffic congestion, easier commuting	2	0	4	1
Ease elevator peak load	1	0	0	0
Increase productivity	1	2	4	4
Better service to west coast	1	1	0	0
Improved customer service	0	0	0	1
Assign administrative decisions to lower level	1	0	1	0
Practice what we preach	1	0	0	0
Innovative company	1	0	0	0
Reduce overtime costs	0	1	3	3
Energy conservation	0	1	0	2
Recruiting advantage	0	1	1	1
Decrease tardiness	0	0	4	1
Increased employment of working mothers	0	0	1	0
Allows more frequent pickup and delivery of mail	0	0	1	0
Free publicity	<u>0</u>	<u>0</u>	<u>0</u>	<u>1</u>
Total	<u>14</u>	<u>15</u>	<u>32</u>	<u>27</u>

a/ Some officials cited more than one reason or advantage.

Organizations that used compressed work schedules also realized unexpected benefits. For example, a manufacturer used a 4-day, 40-hour compressed schedule during 1974 to conserve energy. The manufacturer found energy consumption was down as expected, but he also found that productivity, attendance, and employee morale had improved.

We also inquired into the disadvantages experienced by the organizations. Officials at six organizations told us they had not experienced any disadvantages. However, officials of 14 organizations told us that the following disadvantages occurred from using the altered work schedules.

<u>Disadvantage</u>	Number of citations (note a)	
	<u>Flexible schedules</u>	<u>Compressed schedules</u>
Initial supervisory fear of loss of control	5	0
Employees sometimes not available when needed	2	0
Initial confusion	2	1
Increase in energy consumption	3	1
Employee resentment of mechanical time recorders	2	0
Production scheduling and customer contact problems	1	1
Reduced productivity	0	2
Increased absenteeism and sick leave use	0	1
Lower machine use	0	1
Fatigue	0	4
Company policy to pay overtime costly during business slump	0	1
Walsh-Healy Act requirement to pay overtime	0	1
Commuting tiresome with a longer workday	0	1
Loss of seniority rights for job assignments	0	1
Difficulty in sharing overtime among employees	<u>0</u>	<u>1</u>
Total	<u>15</u>	<u>16</u>

a/ Some officials of the 14 organizations cited more than one disadvantage.

Most of the disadvantages cited from flexible schedules occurred when the schedules were initiated. We were told that supervisors' fear of loss of control and confusion on the schedules soon cleared up. Officials believed that other disadvantages of flexible schedules, such as the increased energy consumption and the production scheduling and customer contact problems, were outweighed by the advantages.

One organization discontinued using its flexible schedule because of the professional employees' resentment of time-recording devices. The six organizations which discontinued using compressed schedules gave the following reasons.

- Employee fatigue.
- Drop in workload.
- Legal requirements to pay overtime for hours worked over 8 hours a day became too costly due to the economic impact of the recession.
- Employee fatigue and reductions in employee productivity.
- Employee fatigue and resentment to job reassignments under the schedules.
- Customer contact problems.

ENERGY IMPACT

Two organizations using compressed schedules cited reduced heat, light, and power consumption as advantages resulting from production facilities' being closed down 3 days a week rather than 2 days a week. These organizations also said that employees' commuting time and related gasoline consumption were reduced by 20 percent as the result of using the compressed schedules.

Three organizations using flexible schedules and one organization using a compressed schedule told us they had experienced slight increases in energy consumption from using the altered schedules. The organizations attributed the increased energy consumption to operating the facilities more hours each day or an additional day a week.

STATUTORY OVERTIME PAYMENT PROVISIONS

We asked each organization its opinion of the current Federal requirements for payment of overtime in conjunction with using altered work schedules. Six organizations said that they would like to see the present requirement changed--three to permit more use of flexible schedules, one to permit more use of compressed schedules, and two to permit the use of both flexible and compressed schedules.

Two of the six organizations believed that, if changes were made, provisions should be included to prevent unscrupulous employers from taking advantage of their employees. One of the six organizations believed that, when employers requested employees to work more than 8 hours a day, overtime premiums should be paid for the excess time and that, when an employee requested to work more than 8 hours to take time off

more convenient to personal needs, payment of overtime premiums should not be required.

The remaining 14 organizations did not express any opinions on current legal requirements, and none of these organizations expressed the opinion that legal requirements should remain unchanged.

One organization using a 4-day, 40-hour compressed schedule cited problems with the Walsh-Healey Act requirement to pay overtime for hours worked in excess of 8 hours a day. The organization had a negotiated contract with the Government and had included about \$240,000 in overtime and associated costs in the contract price because of the overtime payment requirement.

Because of the Walsh-Healey Act overtime payment requirement, organization employees working on the Government contract were paid for 32 hours a week at their basic hourly rates and for 8 hours a week at 1-1/2 times their basic hourly rates. However, other employees not working on the Government contract were paid for 40 hours at their basic hourly rates. Organization officials told us that the overtime payment requirement had resulted in extra cost to the Government and had caused resentment among the organization's employees because employees doing similar work received different rates of pay.

The organization also believed it had lost an award of a competitive Government contract because its bid had included overtime payment costs its competitors did not have. The organization told us of one bid of \$6.98 a unit, which included \$0.30 a unit overtime costs, that was too high to receive a contract award. A competitor's successful low bid was \$6.84 a unit. The organization believed that, in evaluating the bids, the Government should have given special consideration to the overtime payment requirements in the Walsh-Healey Act. The organization found that, although the 4-day compressed schedule provided advantages for commercial sales, it worked to the organization's disadvantage for Government sales.

BANKING AND BORROWING OF TIME

Three of the nine organizations using flexible schedules permitted employees to vary the number of hours worked each day in accord with their individual needs and desires, provided that legal requirements on the number of permissible hours worked were not exceeded. At each of these organizations, employees normally worked less than 8 hours a day and 40 hours a week.

Six of the organizations using flexible schedules did not permit employees to bank and borrow time. However, four of the organizations permitted employees to vary working hours under certain situations. For example, one organization permitted its employees to work Saturdays to make up for time borrowed, provided that a production team, consisting of a group of employees making up borrowed time, was working that day.

CHAPTER 3

EXPERIENCES OF GOVERNMENT CONTRACTORS

We asked officials of 44 Government contractors whether they had used, or had considered using, altered work schedules for their employees. Three of the contractors said that they were using flexible schedules for some of their administrative employees, and one contractor said it was using a 3-day, 36-hour compressed schedule for headquarters employees in a data processing facility.

The flexible schedules were used to improve employee morale and productivity, satisfy employee requests for the revised schedules, and help in recruiting new employees. The three contractors believed that the schedules had achieved the desired results. The compressed schedule was being used because it permitted rotating work schedules equitably.

None of the contractors were using altered work schedules for their production employees, for the following reasons.

<u>Reason</u>	<u>Number of contractors</u>
Union agreements in effect did not provide for using flexible and compressed schedules	29
Scheduling problems would occur because facilities operated 24 hours a day	17
Overtime payment requirements discouraged using flexible and compressed schedules	15
Contractor had worldwide operations and needed to contact overseas operations at specified times	3

We asked each of the 44 contractors whether it believed the current overtime payment requirements affecting the use of compressed and flexible schedules should be changed. Of the 44 contractors, 2 said they believed no changes should be made to the current requirements, 30 said they did not wish to express opinions, and 12 said they believed the requirements should be changed for the following reasons.

<u>Reason</u>	<u>Number of contractors</u>
Permit increased use of flexible and compressed schedules	8
Permit increased use of compressed schedules	2
Permit increased use of flexible schedules	1
Provide for payment of overtime only when the number of hours worked exceeds 40 hours a week	<u>1</u>
Total	<u>12</u>

CHAPTER II

FLEXTIME

Flexitime, called by the Director-General of the International Labor Organization "the most radical innovation in the arrangement of working hours in recent years," is today a reality, and one that appears to be here to stay. Both in the United States and in Europe, managers, employers, and unions have become actively engaged in the discussion and implementation of this novel workweek concept.

Background. Changes from the classic 5-day, 9 to 5, 40-hour week have occurred on both sides of the Atlantic, but, until now, the forms they have taken have been quite different. Adaptations in the United States and Canada have focused either on the compact workweek or on a greater concentration of the amount of "time-off" in a week. "Local public administration, which has consistently had a higher proportion of workers on 4-day weeks than any other major industry group, showed about 4 percent on such schedules in 1976."^{1/}

Today, however, there appears to be little interest in these approaches. Reports indicate that after their introduction, there is frequent disenchantment and a decline of enthusiasm for the program. The unsettled problems of fatigue and its effects on the quality of family life, union opposition, and the fact that the 4-day week does not deal with the central issue of the autonomous distribution of one's own time have proved harmful. Extension of the compact workweek throughout public service and private industry, at least at this

time, seems extremely limited. The trend today, appears to be away from that approach and toward real flextime systems.

As noted, interest in flexible work hour arrangements began in Europe. Starting in West Germany in 1967, the idea quickly spread to Austria and Switzerland, and then to Scandinavia. Later France, Italy, Spain, and the United Kingdom adopted different plans. Today flextime is used in North America, South America, Australia, South Africa and Japan. The German Industrial Institute (DII) predicted early in the 1970's that by 1975, 50 percent, or 6 million of the white collar workers in Germany would be on flexible hours. Similar trends were forecast for other European countries.2/

By contrast, flextime has received wide attention in North America only in the recent past. However, like their European counterparts, Canadian and U.S. managers are becoming enthusiastic about flexible working hours for their employees. Experimentation has begun in both the private and the public sector. In Canada, the Excelsior Life Insurance Company of Toronto, Taylor Instruments and Canadian Liquid Air Ltd. use flextime systems. The Canadian Treasury Board, after experiment and analysis, approved flexible working hours as a replacement for the compact workweek. The impact of the Treasury Board's decision upon the remainder of Canadian civil service, as well as for Canadian industry, awaits analysis.3/

In part, flextime reached the United States by way of European multinational enterprises with subsidiaries located in the United States. Successful programs in Nestle's subsidiaries in Germany and Holland led to

its adoption in Nestle's White Plains, New York facility. Shell, IBM, and Lufthansa operate flextime programs both here and abroad. While composite figures on the use of flextime in the United States are currently unavailable, in 1975 it was estimated that as many as one million employees already had some form of flexible hours schedule.^{4/} Among flextime employers today are business firms, private organizations, and government agencies. A sample of domestic companies with a major workforce on flextime include Exxon, Pacific Gas and Electric, Hewlett-Packard, Smith Kline Corporation, John Hancock Life Insurance, Continental Telephone, Sun Oil, Occidental Life Insurance, and Samsonite.

Federal agencies using flextime schedules include the Social Security Administration, Civil Service Commission, the Defense Supply Agency, and the U.S. Geological Survey. (See Appendix A of this chapter, *Monthly Labor Review* article on U.S. Geological Survey flextime experiment, entitled "Concept wins converts at federal agency." See also Appendix B, "Federal employees see increase in productivity," also in the *Monthly Labor Review*.) In California, city employees in Inglewood, Berkeley, Torrance, Hayward, and selected personnel groups in Marin, Santa Clara, and San Diego counties operate on flextime. The State of California employs flextime in over twelve Departments including those of Water Resources, Youth Authority, Motor Vehicles, and Parks and Recreation. This list of government agencies is not complete as the number of public employers experimenting with flextime continues to expand.

Variations on a Theme

In general, the United States systems do not go as far toward granting flexibility to employees as do the European systems. But there is diversity even here in the United States. Organizational needs, employee desires, and social concerns have shaped the variety of programs now in use. In some cases, statutory constraints put a limit on possible variations.

American employers, both public and private, normally place two restrictions on flexible hour arrangements: (1) employees must be present and work core times assigned, and (2) employees must account for a specified number of hours on a daily basis. Variations around these two requirements are many. For example, at Hewlett-Packard employees are required to work a given number of hours daily although they can decide each day when, between the hours of 6:30 and 8:30 A.M., they will begin work. Starting time automatically determines quitting time. At Nestle, employees decide each week what hours they will work during the following week. At the Industrial National Bank in Providence, Rhode Island, the employee balances his time each week and decides for himself how many hours, in addition to core time, he will work each day and when he will work them. Santa Clara County allows employees the maximum latitude in working schedules, eliminating all unnecessary constraints, provided laws, organization and union policy are not violated and service requirements are met.

As employers gain experience with flexible hours in the United States, the usefulness of the system must be constantly evaluated to determine its applicability to the North American work community and to individual

work settings, As yet no single form has been found appropriate to all organizations. What follows is a brief description of some of the variation used both here and abroad by public and private sector employers.5/

Flextime by the Working Day

EXAMPLE A

The employee selects a starting time from the prescribed flexible periods. Once selected, this time becomes the employee's daily beginning time until an "open period," when starting times can be changed. The open period may be determined at the convenience of the organization or negotiated between management and the employee organization. Changes between open periods are permitted with supervisory approval. In this model there is only one flexible period--in the morning. This system closely resembles employee-chosen staggered hours.

EXAMPLE B

Similar to Example A, the employee in this system is allowed a slight deviation of, say 5 to 15 minutes around his or her chosen starting time. If the chosen time is 7:30, the employee may come to work anytime between 7:15 and 7:45. Greater freedom may be allowed with supervisory approval.

EXAMPLE C

In this example, employees arrive within allowed limits and work whatever number of hours are prescribed by the organization. Here, employees may select different arrival and departure times each day without

notifying the supervisor. For example, a company may have a core time from 9:00 A.M. to 3:30 P.M., with a half-hour lunch at 12:00 noon and a total of eight work hours per day. The flexible hours are from 7:30 A.M. to 9:00 A.M. and from 3:30 P.M. to 5:30 P.M. On a given day, one employee may come in at 9:00 A.M. and leave at 5:30 P.M., while another may come in at 8:00 A.M. and leave at 4:30 P.M. In this arrangement there is no carry-over of hours, so that starting time governs quitting time. Carry-overs occur when an employee works either more hours (credit) or less hours (debit) than the prescribed daily total on any particular day. During subsequent days the employee must either make-up or take-off hours to balance the established weekly or monthly amount. Carry-over of hours may be impracticable where employers are required to pay premium rates for hours in excess of 8 in one day.

EXAMPLE D

Here the employee has flexibility within the working day and flexibility within the lunch period. Like example "C" above, but with a lunch period from 11:30 A.M. to 1:30 P.M., it works like this: Employee A comes to work at 7:30 A.M. and decides to use the full two-hour lunchtime to run errands. His eight-hour day would then end at 5:30 P.M.

Flexitime by the Week

A greater variation of flexitime is flexible hours within the span of the workweek. Core time applies each day, but quitting time is not directly related to starting time. Employees may decide to vary their work periods and total hours each day by carrying over debit or credit hours. This variation enables each employee to cope with fluctuating work load periods or to finish jobs once they are begun. Employees are able to coordinate their individual needs with organizational

demands. Their only constraint is to work the contracted number of hours each week and to be present during core times. For example, they may work only core time one day and make up the missed hours in the next two or three days.

Flextime by the Month

EXAMPLE A

Employees are required to work a contracted number of hours each month. In this approach carrying forward of debit and credit hours between weeks is allowed. An employee may work only core time for several days and make up required hours at his convenience within the month. However, debit hours carried forward can only be made up during flexible hours and credit hours cannot be taken out of core time.

EXAMPLE B

Extension of flextime by the month is obtained with the addition of carry-forward time between months. Normally 10-hours is the maximum employees can carry forward. Debits and credits must be taken/made-up during the flexible bands of work time.

EXAMPLE C

The greatest flexibility is achieved when employees are allowed unlimited carry-forward and when there is no mandatory core time. However, this system usually places some limit on the amount of core time permitted off each month. Normally core time off is allowed only with supervisory approval.

The greater the extension of hours, the more reliance must be placed on the work group's attitude of responsibility toward work. Management, likewise, must have--and exhibit--confidence and trust in the employees. And despite preconceived notions of many managers about employees' attitudes, millions of workers have demonstrated just that responsibility to benefit from the advantages of flexible work hours.

Employee-Management Participation

One of the most cherished management prerogatives is control of working time. Industrial as well as public management is built upon this concept, and lack of respect for attendance and punctuality, as prescribed by management rules, is often cited as a critical problem facing today's employers.^{6/} Flexible working hours challenge this time-honored practice by sharing control of working time with employees. A fundamental change of this kind requires positive attitudes by supervisors toward employees and a "participative" organizational climate.

The philosophy underlying flextime falls within that area of management theory known as worker participation. Although participative systems are varied, depending upon definition and application, usually all forms indicate a willingness by management to allow employees some decisions in conditions or processes affecting their work tasks. Job enrichment, autonomous work groups, management by objectives, and the "Scanlon Plan"^{7/} have all been various attempts to provide workers with increased job satisfaction and the enterprise with increased performance based on worker participation in organizational decisions.

Flexible working hours is also a participative system: the employee has the opportunity, within limits, either to contribute or to withhold contributions toward meeting organizational goals. Where work loads tend to vary, and where the employee has the flexibility to vary work hours each day, he has the option to work longer hours to meet peak period demands and then take time off when work is slow.8/

As with all worker-participation systems, flextime demands of management trust and confidence in employees. Unless management believes that employees will abide by the flextime system, as defined by the enterprise, success is fragile and chance for expansion is limited. Where flextime works, "success must be attributed to trust, mutual confidence, and a shared commitment that grows out of a problem-solving effort on behalf of both management and employees."9/

Flexitime--Benefits of Adoption

The U.S. Civil Service Commission, in its pamphlet, *Flexitime*, has this to say about the advantages of flexible working hours:10/

The advantages of Flexitime are typically divided into those benefiting management and those benefiting employees. While this same division is made below, it should be recognized that in many areas there is a dual benefit either direct or indirect to both management and the employees. Additionally, each specific advantage impacts upon productivity and employee morale to a greater or lesser degree.

For Management

- . Reduction in short term absences as employees handle many personal affairs before or after their selected work day.
- . Quicker starts as employees arrive at different times they quickly and quietly settle down to work without the usual morning conversations.
- . Service may be increased to the public if Flexitime allows the organization to be open longer hours.
- . A quiet time is possible for thought and concentration as not all employees are present for the same hours. Many people have for years recognized this advantage by arriving early or staying late, reporting their best accomplishments occur during this time.
- . Tardiness is virtually eliminated as an employee's day begins when he arrives.
- . Workers become job oriented rather than time oriented as time now becomes an element the worker can control.
- . Cross training and cooperation among employees improves as they share skills and know-how in order to "fill-in" during another worker's absence.

- . Productivity increases for all of the above reasons, and reports of 1 to 5% gains from organizations utilizing Flexitime are common.
- . Supervisory skills improve as the supervisor's absence during part of the work day require him to more effectively communicate and plan daily work assignments and projects. Such enforced planning leads to greater efficiency.

For Employees

- . Personal pace setting allows the individual to adjust his work hours according to his own rhythm. As a result, "night people" and "morning people" work with greater enthusiasm, concentration and enjoyment.
- . Reduces "rush hour rage" as workers utilize the highways, buses, subways, and trains at other than peak load periods. Travel time and travel costs are thereby reduced.
- . Family, community, and social activities increase as employees are better able to schedule participation.
- . Education may be continued as schedules result in access to classes previously unavailable during employee's off duty hours.
- . Recreation facilities can now be utilized during less crowded hours. More daylight hours are available for swimming, tennis, golf, etc.
- . Shopping can be done when stores are less crowded.

- . Greater ease in forming car pools may result. Individuals who might otherwise pool, but have been prevented from doing so because working hours could not be coordinated, may now find this problem eliminated.

Recent Findings

These alleged advantages are not atypical when compared with those reported in survey accounts. Employee surveys show that a large majority of workers are in favor of flextime, a minority appear indifferent, and only a small percentage are actively opposed.^{11/} Employers, likewise, are generally enthusiastic about flextime.

The positive consequences of the system evolve principally from the freedom to organize one's personal life. Employees adapt their work period to their personal rhythm--being an early or a late riser--and avoid peak travel periods, arriving at work or at home less fatigued. Time for leisure activities is increased, as is the ability to balance educational endeavors with work schedules. Employed mothers report greater flexibility in discharging family responsibilities, even though working hours are not reduced; fathers believe they now have more time to devote to family life.

Organizations report positive improvements through fewer working days lost, fewer sick leave requests, and lower quit rates. Tardiness is less of a problem and part-day absences are reduced. Employers attribute these improvements directly to higher employee morale.

Some employers believe that start-up costs are reduced as employees arrive at the job ready to begin work. Thus productivity is increased when employees are free from interruptions caused by either social or business matters. Reductions in overtime are reported. Employers have observed that employees are now conscious of their own time, manage more effectively.^{12/}

Where flextime has been used in government services, results have generally been good. Commuter congestion is eased and government agencies are able to improve service by extending early or late office hours to the public. Manpower specialists feel that flextime facilitates recruitment since flexible hours will draw more full-time workers--especially women--into the labor force.

For the community, flexible working hours can lead to a more efficient use of community services. Reduction in the peak times for transportation, demands on power and recreation facilities suggest important hypothesis about the potential savings in natural resources, energy consumption, as well as improved leisure activity. The demand for energy--electricity, water, etc.--is leveled throughout the day thereby contributing to energy conservation. In one European community where about 60 percent of the population is on flexible hours, the transit authority is now able to operate with 10 percent fewer buses because peak loads are reduced.

Problems Associated with Flexible Hours

While advantages do accrue to the employer using a flextime program, there are also potential problems and limitations. Not all employers who have considered flextime have installed it, and a few who have experimented with it have since dropped the system as unworkable. To some employers the costs of implementation exceed the benefits derived. The fear of allowing employees to arrive and depart at their discretion is seen as leading to anarchy in production and service to clients. Although initial fears have frequently proved unfounded, the following criticisms are presented as "warning points" to the employer considering adoption of flextime.

Communications. People wary of flextime point to a lack of communication as a major flaw in the system. Expressed fears focus on:

- Difficulties associated with contacting employees at home.
- Arranging company meetings.
- Customers trying to contact specific individuals within the company.
- Internal employee-to-employee communications.

Additional Costs. These increased costs, in varying degrees, have been linked to flexible-hour programs:

- Overhead costs for electricity, heating fuel, etc., may increase because of the need to keep the working facility open for an extended day.
- Additional expenses associated with operating business machines and equipment.
- Increased internal or external security.
- Additional record keeping to maintain accurate account of each employee's working hours.

Supervision. Supervisors list the following fears when employees are allowed flexible hours.

- Loss of control over subordinates.
- Production declines at both ends of the extended day.
- Lack of opportunity to resolve employee-related work problems.
- Need to work longer hours in order to supervise employees.
- Lack of time for employee training and development.

Staffing. A system of flexible hours may not be suitable for all enterprises or all jobs. For example:

- Some locations of a firm require continuous staffing throughout opening hours, e.g., reception, telephone switchboard.
- Some jobs are highly interdependent, the work of one person being dependent on that of another. Work on an assembly line is a good illustration of this requirement.
- Shiftwork and continuous work cause problems imposed by the production process or the need to use machine capacity.

A Note of Caution. It is a well-recognized fact that the success of participative programs, like flextime, depends on the support given the program by supervisors. Therefore, all reservations expressed by supervisors, particularly those involving loss of employee control, should be taken seriously. Although positive attitudes do not guarantee success, negative attitudes frequently portend failure.

Both supervisors and employees must be *trained* to use flexible hour systems, and to recognize its advantages as well as its drawbacks. Employers should strive to alleviate supervisor's fears and emphasize the viability of the system. Free-flowing discussions, case reports and journal articles, guest speakers from companies where flextime is operable, and *top management support* all contribute to counteract the attitudes of the skeptical supervisor.

Union Response. In both Europe and the United States, employers and workers have been the most enthusiastic supporters of flexible hours, while organized labor often has been initially cautious or even hostile.

And since employers, almost universally, have sponsored the adoption of flextime programs, it is not realistic to expect the automatic approval of flextime by union officials. Labor's opposition is normally directed at three separate but interrelated issues:

- (1) Flextime reduces the employee's gross earnings; flexible hours increases the intensity of the employee's work.
- (2) Wage and hour laws become difficult to enforce.
- (3) Employers benefit more than workers from a flexible hours program.

(1) Where employee overtime is calculated on a weekly or monthly basis, rather than on a daily basis, overtime costs *are* reduced when employees elect to work late to complete a job and then take time off on subsequent days. Or, overtime may be reduced since employees work more effectively during their on-duty hours. Also, when employees work during their optimal mental and physical periods, less overtime is needed. In either case, unions disapprove of the loss of additional earnings for workers.

In his article, "Flextime: Some Problems and Solutions,"¹³ John D. Owen describes other ways by which employers may reduce overtime expense.

A very crude method management can use to ensure that the distribution of hours under a flextime system will match company requirement--thus reducing overtime payments--is for the employer to tell the employee the sched-

ule he should "volunteer" to work, threatening him with sanctions, either directly or by implication, if he should "choose" otherwise.

It is easier to find examples of a more subtle form of management pressure, which, without violating the flexitime agreement, does induce workers to change the distribution of their working hours so as to minimize overtime payments. Consider the following hypothetical case, developed from an actual British example. Employees in an office customarily work late Wednesday nights to accommodate a weekly rush of payroll work, but Mondays and Fridays are slack times. Before the introduction of flexitime, each worker put in forty-four hours a week and was paid time-and-a-half for the four hours of overtime on Wednesday. Workers like long weekends, however, and so when flexitime was installed, most asked to have a portion of Monday or Friday off. Management agreed on the condition that the time be made up when the worker was needed--on Wednesdays. This was an entirely legitimate management policy, but it can be shown that most workers may have been worse off as a result.

In view of the employers potential to misuse a flexible hours system, it is understandable that trade unionists voice their fears. It must be remembered that overtime pay is an important part of the union wage package, and any effort to reduce it without an increase in the basic pay rate could meet with opposition.

(2) Union officials believe that the enforcement of wage-hour statutes becomes more difficult when employees are allowed flexibility in their working day. With different starting and stopping times each day, violations are difficult to spot and complicate the task of government inspectors. Because of the enforcement problem caused by flextime, labor views the system as a step backward in its historic fight for shorter workdays and workweeks.

(3) Labor is critical of any system which benefits management without redistributing those gains to labor in the form of higher earnings. When organizations experience increased productivity, lower turnover costs, or improved savings through lower absenteeism, then employees seek to share in the benefits obtained. It has been suggested that any increase in productivity resulting from the introduction of flexible working hours should be reflected in better wages for those concerned.14/

Reaction in the United States. Labor's attitude to flextime systems in the United States, while often reported as cool, can be described more accurately as one of caution. Although initial reaction is less than "gung-ho," labor is not completely opposed to flexible hours. For instance, John Zalusky, of the AFL-CIO Research Department, is quoted by the Bureau of National Affairs to have said that he "had 'some reservations' about alternative working scheduling. But of the compressed work week (40 hours of work in four, ten-hour days), flextime, and job sharing options, he predicted American labor would most likely favor flextime--a system which would allow workers greater autonomy, without losing the long-fought-for eight-hour day. Among the

concerns Zalusky cited about flextime programs were the need for workers to be actively involved in its development, the alienation of those employees who might be excluded, the protection of collective bargaining provisions, and the 'time clock mentality' that might develop on the part of supervisors when workers are given the chance to determine their own starting hours."15/

Patsy L. Fryman, Assistant to the President, Communications Workers of America, presented another union response at a conference held in June, 1976, *Alternative Work Patterns--Changing Approaches to Work Scheduling*:

Union experience with alternative work schedules thus far is extremely limited and can best be discussed in terms of issues.

The principal union concerns about flexible hours, in particular, revolve around compensation. Premium pay and pay differential are special focuses. Split tour premiums for week-ends, seniority, and job classification are aspects of pay differential which are sacred to union members, since they negotiate rates depending on skills and working conditions.

Other areas of concern are *health and safety* and first-line *supervisory attitudes*.

Supervisors may perceive modification of the traditional management by discipline to management by objectives as threatening or disruptive.

Environmental matters deserve more active consideration, with involvement of environmental experts.

While these concerns are certainly valid, they are surmountable. It is important that unions become involved *now* in what should be a *continuing labor-management effort* to deal with problems as they arise. A more solid data base may alleviate some anxieties on both sides. One possibility is for unions to foster the growing body of knowledge about alternative work schedules by sending delegates to European countries practicing non-traditional scheduling to meet with union leaders and their memberships. These delegations could then provide the guidance for establishing pilot programs in the United States.

The concept of alternative work schedules offers exciting options to the U.S. workforce. It may, for instance, open doors to women, blacks, and other minorities heretofore not anticipated. Union involvement at the outset is essential.

As a result of this year of experimentation, it was recommended to the top management group that flexitime scheduling be expanded and that other schedule variations be tried.

The implementation of flexible hours involved an important element. Managers were told to develop a plan suitable to their organizational needs and responsive to

worker preferences. A worker, appointed for each division by its manager, devised work schedules in conjunction with an organizational consultant staff to meet this dual requirement. As a result, several variations of flexitime emerged, some with work-day flexibility for those on a forty-hour week, others with staggered hours for groups with more rigidity due to the nature of their work.

Flexitime implementation in headquarters and other offices in Philadelphia was completed in spring, 1975. With roughly one year's experience, the favorable impacts which were observed in the pilot study have become evident throughout the organization.

One of labor's principal objections is that a system of flexible hours can undercut an achievement long fought for and cherished by the unions--the 8-hour day with time in excess of 8 hours paid for at penalty rates. This principle, embodied in various laws and union contracts, would be violated when workers are given the option of working different hours on different days, so long as weekly hours total 40. The research staff of the AFL-CIO lists four areas of work rules which would have to be met before the Federation withdraws its opposition to flexible hours:16/

- . Any time over 8 hours work in a day would call for overtime pay.
- . Any time worked over 40 hours a week would call for overtime pay.

- . Shift differentials must not be undercut in any way.
- . Benefits accruing to full-time employees must not be undercut in any way.

Generally, unions do not oppose flextime systems that honor the 8-hour-a-day standard. To avoid union opposition, most U.S. companies using flexible hours do operate on a standard 8-hour day, but allow employees--within limits--to choose their starting and quitting times. Some firms following this concept permit 8-hour shifts to vary from day to day; in others the choice of shift stays the same for a specified time period, such as a week.

Apart from objections based on the failure to pay overtime after 8 hours, labor points to worker fatigue resulting from extra-long workdays and the congruent decrease in employee efficiency beginning with the 9th and 10th hour of work. Pointing directly to compact workweeks, but also having in mind flextime systems where employees are permitted to vary the length of the working day, labor states:

Probably more important than the economics of the situation is that the 10-hour day will multiply, rather than simply add to, the number and magnitude of workplace-related safety and health problems. Prolonged, unalleviated exposure of workers to hazardous substances, adverse temperatures, limited motion, noise and artificial light, lead to increased fatigue and increased levels of toxic substances in the body. As fatigue and exposure levels increase, the

ability to function safely on the job and without permanent impairment of health decreases.17/

Union attitudes toward flexible hours are, in part, derived from the treatment unions receive during the introduction of new scheduling schemes. If the program is perceived as a victory by management over the union, opposition is predictable. Or, when flexible hours are sponsored by management without the involvement of union officials, the system is sometimes viewed as an anti-union device, as yet another tactic in management's bag of tricks to thwart unionism. In general, the union's attitude, both here and abroad, tends to reflect the way in which employee organizations were originally approached.18/ Therefore, it becomes important that the adoption of any flexible hours program begin with active union involvement. Indeed, where contract changes are needed this becomes a bargainable issue.

Close labor-management cooperation can forestall union suspicion that flextime is designed to benefit employers only, and the support of labor officials can help relieve unforeseen problems. Employers report that unions which are in favor of a flexible hours scheme frequently point out problems in hours of work, concerns over lost earnings, or work intensity that might otherwise lead to conflict. The general consensus is that when employees are represented by labor organizations, a successful flextime program requires unions *and* management to reach mutual agreement on the introduction and operation of the program.

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**Concept wins converts
at Federal agency**

OSCAR MUELLER AND MURIEL COLE

The U.S. Geological Survey¹ began a 1-year experiment in flexible hours in 1975 for its 3,000 personnel in the Washington, D.C., metropolitan area. The regular schedule for employees in that agency had been 7:45 a.m. to 4:15 p.m., which represented an 8-hour day with a half-hour lunch period. In the

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flexitime experiment, each employee was expected to work 6 hours between 9 a.m. and 3:30 p.m. (core time) and to accumulate an additional 2 hours sometime between 7 and 9 a.m. or 3:30 and 5:30 p.m. (the flexible bands). An employee's departure time came whenever 8 hours of work had been completed.

An evaluation was made before completion of the experiment because policies on future working hour arrangements should be established and announced prior to the conclusion of the experiment, and also because of the interest in extending flexitime to field offices. A total of 1,912 employees (67 percent of all employees in the Washington area) and 318 supervisors (73 percent of those in the Washington area) responded to the questionnaires.

A majority of both supervisors and employees expressed positive opinions concerning both the concept of flexible hours and its use within the Survey. A total of 86 percent of all supervisors, and 92 percent of all first-line supervisors indicated that the flexitime experiment has been successful. Initially many supervisors were hesitant to support the concept for use within the Survey, but 39 percent now feel flexitime is more successful than they had originally thought it would be; only 4 percent feel it is less successful. First-line supervisors indicated significantly greater satisfaction with flexitime than higher level managers. They also reported a greater realization of flexitime's possible benefits and a lesser occurrence of the possible negative aspects of flexitime than mid-level management.

Limitations imposed

Overall, 85 percent of the employees make use of complete flexitime, that is, their schedule may vary from day-to-day without advance approval from supervisors and without coordinating with coworkers. Nearly 25 percent are limited from using complete flexitime because of personal reasons, such as transportation or child care arrangements. Fifteen percent of all employees are limited from using flexitime because of the nature of their work, but almost all of those employees can vary their hours somewhat by coordinating their arrival times with coworkers to insure coverage of their offices between certain hours outside of core time. Only 7 supervisors require that all of their employees (including some working on a second or third shift) work the same hours that they worked before flexitime because of the nature of their work.

About 23 percent of the clerical employees are required to coordinate their hours so that their offices have clerical staff available for periods outside of core time—a policy in many cases established by

higher level managers, not their first-line supervisor. Nearly 26 percent of the first-line supervisors reported a policy (established by their superiors) for supervisory coverage outside core hours. Twenty-three percent of all offices require that an employee other than clerical or supervisory be available outside core hours. In almost all cases this policy is not that of the immediate supervisor, but rather that of a higher level manager, and most of the offices with this policy are staffed mainly by administrative personnel. In addition to these limitations imposed by operational requirements, many employees are also limited from varying their arrival times each day for personal reasons.

Organizational and employee effectiveness

Quantity and quality of work. Thirty-seven percent of all employees (largely clerical employees) feel the amount of work they accomplish has increased as a result of flexitime; 2 percent feel it has decreased. Results of the supervisory questionnaire indicate that 27 percent of all supervisors feel there has been an increase in productivity, and 5 percent feel it has decreased. (There seems to be a direct correlation between increased productivity and the opportunity for employees to use flexitime without limitations.) When asked about changes in the quality of work, 32 percent of all first-line supervisors felt that the quality of work produced by their employees has improved as a result of flexitime; 4 percent indicated it has worsened.

Absenteeism and tardiness. Fifty-one percent of all supervisors whose employees use flexitime feel that absenteeism has improved; less than 1 percent feel it has worsened. Of those supervisors whose employees use only a limited form of flexitime, 40 percent feel absenteeism has improved. The employee poll revealed that 49 percent of all employees have used less sick leave because of flexitime; 47 percent have used less annual leave. Actual statistics indicate that there has been a reduction of 7 percent in sick leave and more than 1 percent reduction in annual leave usage for a comparable 8-month period before and after flexitime. Seventy-one percent of all first-line supervisors feel that tardiness has improved as a result of flexitime; 3 percent feel it has worsened.

Overtime usage. In those offices where employees work paid overtime, 39 percent of all first-line supervisors report a small decrease and 23 percent report a substantial decrease in the amount of paid overtime. A small increase was reported by 15 percent.

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Employee morale and utilization. Seventy-nine percent of all supervisors feel that morale has improved, especially in those offices where all employees can use flexitime without limitations. About half of the supervisors in offices that use special equipment feel that they have been able to obtain greater, and therefore more cost-effective, use of that equipment under flexible hours. A total of 259 employees (largely clerical) indicated that they have had the opportunity to learn other tasks in their office because coworkers have chosen different hours. Most supervisors feel that they and their employees benefit from the quiet time before or after core hours, and they also report that with flexitime, employees tend to start working soon after arrival in an effort not to distract those who have arrived earlier.

Turnover. During the period June 1975 to January 1976, the Geological Survey had the lowest turnover rate in 5 years. However, the rate also reflects factors other than the Survey's use of flexitime.

Employee responsibilities. Over 65 percent of all first-line supervisors (45 percent of all higher level supervisors) feel their employees now make more work-related decisions and assume more responsibility for the work of the office and for their performance. More than 47 percent of all employees replied that they now make more decisions and assume more responsibility. (Over half of the clerical and administrative personnel and technicians responded positively.) Twenty-two percent of the supervisors feel that their planning, organizing, and management skills have improved as a result of flexitime; 6 percent feel their skills have worsened.

Abuses of hours. Over half of all employees are under the honor system; the remainder use a time-keeping sheet or similar system. Twenty-eight percent of all supervisors feel there has been a decrease in the number of employees who abuse working hours since flexitime started; about 10 percent of the employees and 16 percent of the supervisors feel there has been an increase. It is interesting to note that 43 percent of all supervisors feel there were abuses of the former fixed hours, while 21 percent have been aware of abuses under flexitime.

Leisure time. One of the most frequently cited benefits of the experiment is the marked decrease in traffic. Prior to the experiment many employees feared there would be a decrease in the number of people using carpools and an increase in the number driving alone. When employees were asked about their methods of transportation, however, it was found

that this disadvantage has not been realized. One benefit frequently cited is the decrease in time that workers spend away from home because of the reduction in commuting time. Over 68 percent of all Geological Survey employees reported that they now spend a greater amount of time with their families and over 75 percent of those who are not limited in using complete flexitime indicated that they are able to take advantage of this benefit. Over half of all employees participate in recreational activities to a greater extent under flexitime, and nearly 43 percent reported that they have been able to take greater advantage of educational activities.

Building operations and services. Although the flexitime experiment has resulted in a 2-hour extension of the workday, the effect upon building operations and administrative services has been minimal. Within the past year various measures have been taken by the Survey to conserve energy; thus, the impact of flexitime upon energy-related costs cannot be determined, although it is believed to have had a negligible effect on energy consumption. The only measurable impact has been the increased cost for an elevator mechanic for 2 additional hours each day. Cafeteria hours have been shortened in an attempt to economize, but the cafeteria now opens 15 minutes earlier than under the former working hours because many employees are arriving earlier since flexitime began. The library extended its hours by 45 minutes because many employees indicated a preference for earlier hours. The library employees were asked to indicate at the time flexitime was started the hours they intended to work, and can vary their established working hours only upon prior approval. Restrictions such as these have not been necessary in other service-oriented offices.

Many supervisors and professional workers had feared that clerical support would not be available when necessary under flexitime. Consequently, approximately one-fourth of all clerical personnel coordinate their hours in order to provide assistance outside of core time each day. Three first-line supervisors reported major problems with clerical support since flexitime started; 30 reported minor problems. Out of 127 first-line supervisors, only one encountered major problems resulting from the lack of supervisory coverage outside core hours. Minor problems have been encountered by 16 supervisors, and the remainder indicated no problems. When employees were asked if they had experienced any problems in receiving instructions when their supervisor was not present, about 5 percent reported problems. Ironically, the majority of those who indicated problems are those who are limited from using flexitime because of the nature of their

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work. Initially, many felt that flexitime would be detrimental to overall communications within the Survey. When supervisors were asked their opinion concerning the actual impact of flexitime upon various communications channels, most reported no change in communications. When asked about future working hour arrangements, over 60 percent of the U.S. Geological Survey employees indicated that they prefer the use of flexitime with the present core time. □

FOOTNOTE

¹The Geological Survey, an agency of the Department of the Interior, performs surveys, investigations, and research covering topography, geology, and the mineral and water resources of the United States; classifies land as to mineral and water and power resources; and enforces the Department's regulations applicable to mining leases, permits, licenses, and gas storage contracts. The detailed report on flexitime at the Geological Survey is available from the U.S. Department of the Interior, U.S. Geological Survey, Reston, Va. 22092.

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Federal employees see increase in productivity

Flexitime has become a household word for a growing number of Federal employees during the last 3 years and its rapidly expanding use promises to bring major changes to the way other Federal agencies schedule employee work time.

The Civil Service Commission is presently monitoring organizations using flexitime and results from a number of them indicate positive findings. Objective productivity data gathered by some of these organizations show increases of 2 to 5 percent after the introduction of flexitime. Many organizations have found that a majority of supervisors and employees perceived an increase in overall productivity and organizational effectiveness.

Agencies using flexitime point to a number of reasons for these gains. One of the most frequently noted is the quiet time which tends to develop during the early and late hours of the flexible schedule. During these hours, fewer employees are at work, and because these hours are outside of the peak period, there are fewer phone calls, noise, and other distractions. For these reasons, many employees like to work during these hours on projects which require concentration.

Quiet time is not the only reason given for increased productivity. Flexitime also allows employees an opportunity to get in tune with their biological clocks. Some employees work best in the morning, while others are more productive when they start work later in the day. By allowing individuals the flexibility to choose a starting time, agencies find that employees tend to choose times during which they can work most productively.

The often mentioned fear that employees would choose times of the day which could interrupt the operations of the agency has turned out not to be the case. While a majority of employees have opted for an earlier starting time under a flexitime system, most organizations which have implemented a program have found that there is sufficient employee distribution over the entire range of the flexible band, and that employees settle into a new starting time quickly. Once employees select new starting times they tend to deviate from that time very little even when given the choice to vary the starting time daily.

Perhaps the most important impact which flexitime has had in the organizations where it has been tested is on the morale of employees. Organizations using flexitime unanimously report that the vast majority of their employees like flexitime and favor its permanent retention. They cite a variety of reasons, ranging from easier commuting and greater ease in making child

care arrangements to the fact that tardiness is virtually eliminated. It is the greater control over one's time which most employees like about flexible work hours.

The limitations on the forms of flexitime which can be used by Federal agencies at the present time stem from the requirement to pay overtime pay for any hours in excess of 8 in a day or 40 in a week which the employee works, regardless of whether they are ordered by management or desired by the employee. These laws effectively deny full-time employees the option of working a variable number of hours per day even if they choose to do so.

This brings us to the final area of flexitime's positive effects, which may extend to many areas of our society and not only those related to work. Since employees have a choice about starting and quitting times they may choose a commuting time when traffic is lighter. Because of this flexibility some employees may be able to join carpools or use mass transit facilities which were previously inconvenient for them. Besides the positive impact this has on traffic congestion and gasoline consumption, employees tend to come to work less aggravated and tense, another of the subtle reasons why flexitime tends to make employees more productive.

While the positive results which have been obtained in the Federal Government with the use of flexible work hours are extremely encouraging, a number of carefully planned steps are necessary to insure the success of any flexitime program. Further, some organizations will find that due to such considerations as limited work stations, multiple shifts, and a high interdependency among workers, the continuation of a fixed work schedule will be in their best interest. If flexitime is installed without proper analysis and planning, there could be undesirable effects on interagency contacts, availability of key personnel and timeliness of response.

While flexitime will not be feasible for all organizations in Federal agencies, it can and has been used successfully by a growing number. In the future, flexitime will continue to give many government agencies the opportunity to increase their productivity and service to the public while providing their employees with an important benefit.

Excerpted from "Flexitime for increased productivity,"
a report prepared by
Thomas F. Cowley and Barbara L. Fiss
U.S. Civil Service Commission

CHAPTER III

FLEXTIME FOR YOUR ORGANIZATION?

In the concluding chapter on flextime, the implementation of flexible hour schedules is discussed as a viable system for the enterprise. Flextime's strengths and limitations are reviewed; pointers are given to determine the feasibility of flextime for the organization. The chapter ends with a brief look into the future of flexible hour systems with emphasis on the ability of flextime to meet changing societal, organizational, and worker needs.

Successful Implementation

Flexible hour systems are used in a variety of work arrangements--from assembly line to office type positions. Both blue- and white-collar workers report to work on flextime in government agencies and in business enterprises. Although some doubt has been raised as to the suitability of flextime for small firms where extended coverage could be difficult, today both large and small organizations use the system. According to a major study on flextime by the Business and Professional Women's Foundation, "no correlation between size [of the organization] and usage of flextime was apparent."1/

Flexible hours are used with the greatest frequency in service type organizations--insurance companies, banks, government agencies. Work patterns, service concerns and business philosophies attribute to its suitability to these enterprises. This appears true, despite the fact that service organizations often require close interaction among individuals working as

a group or among individuals dealing with clients or service contracts. And flextime is naturally suited for research and development and professional employees who work on an independent basis.

Limits on Flextime Systems

By necessity one is forced to speak in generalities when discussing the limitations of flextime. There are, of course, constraints on the use of a flexible hours system, but despite its proported inappropriateness for specific workers or type of work functions, exceptions abound. Organizational philosophy, service requirements, production modes and the interchangeability of employees between work functions influence the use of flexible hours for various work operations.

Employee Groups. Flextime works best where the interaction of staff specialists is minimal. Highly specialized, single employee functions are often precluded from coverage. This appears particularly true where the employee must work appointed hours because of service needs. If employees have skills only to perform their own job and cannot provide coverage for others, flextime will be more difficult to implement.

Certain classes of employees, for example, switchboard operators, security officers, provide essential services around the clock or throughout the standard working day; cafeteria workers, janitors, or bus drivers must report to work at fixed times. These workers, because of job requirements, may not fit into a flextime schedule. Nevertheless, employers have

overcome these barriers by initiating varying degrees of cross-training or shift rotations; that is, employees spend some days on flextime and some days on fixed time. Organization requirements, again, dictate flextime use.

Work Settings. Flextime has not been used extensively on assembly lines or in manufacturing settings, although successes are reported. Where implementation has occurred, the organization has found it necessary to modify the production process to compensate for the freedom in hours granted employees. Stocking parts between work operations on assembly lines assures employees that they can begin work without depending on production from other employees along the line. Cross-training is important for the continuation of production when employees are off during the flexible hours.

But there are additional costs associated with stocking parts or cross-training employees. Increased inventory charges, slight decreases in output, lost production time through training are three problems that have been noted. Even cross-trained workers are to some degree dependent on each other, and there must be some agreement within the group as to hours of work. Whether additional costs are offset by additional benefits is often a matter of costs and individual preferences.

The city of Berkeley reports that departments with unpredictable work demands may experience problems with flextime. If work comes in "rushes" and must be rushed out, a short staff hampers meeting service deadlines. (City of Berkeley--Summary Report on Flextime Test Program, see Appendix A of this chapter.)

Hours of Work. Flextime faces a problem in work settings with two- or three-shift operations. If the work-flow process cannot be interrupted, flextime would be nearly impossible as the process itself fixes the working hours. Where shift work is maintained to economize on costly equipment--when production equipment is so expensive that it must be used for long periods of time--the application of flexible hours is limited but not eliminated. Timetables must be arranged to assure minimum coverage without unnecessary workers being on one job concurrently.

Where daytime employees on flextime work into second shift schedules, employers may be required to pay shift differentials. Management-employee policy on shift pay, as with overtime pay after 8-hours each day, should be established prior to flextime introduction.

For two-shift operations, the flexible period exists at the beginning of work for the first shift and at the end of work for the second shift, as shown on Table 1, page 67. Three-shift schedules are more difficult to arrange, providing little flexibility in hours for the employees. The only possibility is modifying slightly the opening and closing times of each shift with the agreement of those concerned: the times laid down for changes of shifts are fixed; timekeeping deviations of five minutes might be tolerable. Contingent upon supervisor approval, the change-over time may be delayed on certain days in exceptional cases by not more, than say, 30 minutes.^{2/}

Where flextime has been tried and then discontinued, two problem areas have been identified:

Table 1
Schedule for Two-Shift Flextime Operation

Timetable of a two-shift system with flexible working hours								
First (morning) shift	Monday-Friday							
	4.51	5.35	5.51	8.50	9.20	2		
	-----			× p.m.		
	4.85	5.60	5.85	8.83	9.33	2		
	Saturday							
	4.51	5.21	5.51	8.50	9.05	10.36	11.06	11.36
	-----		
	4.85	5.35	5.85	8.83	9.08	10.60	11.10	11.60
Second (afternoon) shift	Monday-Friday							
	2		6	6.30	10.30	11.09	11.30	
	×	-----				
	2		6	6.50	10.50	11.15	11.50	
_____ Core time Optional period × Change of shift ----- Break (fixed, no timekeeping) ; Beginning or end of work (average).								

In the two-shift system and taking into account the timetables of the shifts, the opening time of the first shift and the closing time of the second shift may be chosen freely within the limits of the optional period, provided that other restrictions are not needed for operational reasons.

No overlapping of the timetables of the shift workers is allowed. The time for the change of shift in accordance with the timetables of the two shifts is fixed. A time-keeping error of \pm five minutes is tolerated. On certain days and in exceptional circumstances, the end of the first shift's work may be advanced by a maximum of 30 minutes and the beginning of the second shift's work may be retarded by a maximum of 30 minutes, subject to the agreement of the supervisor.

Source: Heinz Allenspach, *Flexible Working Hours*, International Labour Organization, p. 49

1. Inadequate planning resulted in unforeseen problems, causing dissatisfaction among management as well as employees. These problems lead to the early abandonment of the experiment.
2. Inadequate early or late hour coverage caused a return to fixed hours.

In Los Angeles, the city personnel department discontinued a flextime program after a 6-month trial period. The experience began in September 1971 and ended May 1972. Personnel department employees were given the option of arriving between the hours of 7 A.M. and 9 A.M. It was expected that some employees would arrive early, others late, resulting in an extended service period to the public. Experience showed, however, that most employees chose to arrive early and leave early, leaving inadequate service coverage during late afternoon hours. Because of the problem of early leavers, the experiment was discontinued.3/

The California Department of Motor Vehicles experienced a similar problem, but resolved the issue through an informal agreement among employees to assure sufficient coverage during service periods.

Flextime Implementation

Example 1 in Appendix B of this chapter presents a comprehensive plan for determining the feasibility, planning, and implementation of a flexible hour system. Prepared by the U.S. Civil Service Commission for federal agencies, this material is relevant to state, county or municipal governments as well as to private employers. A complete review of the check list used in

this example would help to eliminate unforeseen problems and ease the introduction of a flextime program. The remarks in this section are limited to elaborating or adding to the recommendations of the Commission. Additionally, the reader may find instructive the flextime guidelines, issued by the San Diego Probation Department, reproduced as Example 2 in Appendix B. This is an example of flextime practiced at the workplace.

Total Involvement. Although the basic components of flextime are simple, installing a flexible hours system requires careful planning. The formulation and implementation must involve everyone--management, employees, and their representatives. In one of the few cases in Europe in which employees turned down a flextime proposal, the personnel committee offered the plan to company employees without first providing employees the opportunity to inquire about or have input on the plan.^{4/} Union involvement is needed to resolve labor-management differences and gain support for the system. Where contracts are affected, management has an obligation to meet and confer or negotiate with unions on proposed changes. Regardless of who inspired flextime, the total support of *all* groups involved is required to remove any doubts or suspicions engendered by the program.

Management should appoint a project leader from within the organization to plan and facilitate program adoption. This individual must possess the ability to communicate clearly with all levels and groups of the individuals concerned. The project leader coordinates the involvement of management, employees, and their representatives while providing them with the information required to function effectively. His duties

include the identification of "anticipated" problems-- interoffice communication, identification of increased overhead costs, core-time requirements, etc.

Pilot Study. It is recommended that the introduction of flextime begin with a pilot program. Experimentation should be conducted in a work setting in which results can be measured against established criteria. White-collar groups are normally chosen for initial implementation, because their work tasks are more readily adaptable to flextime programs. Experimentation usually runs from 3-6 months, at which time objective evaluation occurs and changes, if needed, are made. The California State Personnel Board has developed guidelines for a trial flextime system; these are reproduced as Example 3 in Appendix B to this chapter.

First-Line Supervisors. In Chapter II we discussed briefly the critical role of first-line supervisors in the success of a flexible hours system. It cannot be overstressed that of all management personnel, this group plays the key role in program implementation and maintenance. It is the supervisor who introduces the program to employees and his/her attitudes toward flextime--positive or negative-- ultimately affect the employees. Experience shows that supervisors most positive toward flextime are those who feel most confident in its adoption. The city of Berkeley found that flextime worked best when supervisors developed and enforced flextime rules at the outset.

Management must realize that supervisors, more so than employees, face the difficult task of adjustment, of relinquishing supervisory control over employees, and of balancing supervisory needs along with those of employees and of union representatives. Until super-

visors feel secure in the new environment and everyone "settles in," patience, confidence, and assistance are the "supports" supervisors must receive from top management. Efforts designed to ease the reservations of this group are very critical.

Once flextime has begun, supervisors have two main tasks: first, they must encourage employees to assume greater responsibility for their actions. A flexible hours system will not work well if employees have the attitude of "just putting-in time." Adherence to core times and required hours is absolutely mandatory. Second, supervisors are responsible for making adjustments in the system to fit the individual needs of the unit; if jobs aren't being covered or work isn't being completed, the supervisor must take corrective action in order to resolve the problem.

A final point about supervision: supervisory ability plays a large role in the success of a flextime program. The Personnel Director of Berkeley comments:

Disorganized supervisors who possess little talent for, and interest in, planning and scheduling are uneasy with flextime, tend not to 'give it a fair shake' and generally transmit their displeasure to the staff. Supervisors who are 'on top of their work' are able to diagnose their office's employee needs and to establish the necessary constraints to flextime which still provide staff discretion while accomplishing their mission.

Departments with weak supervision, much self-determination among staff, and general 'organizational looseness' tend to dislike flextime. It increases accountability while providing nothing new in the way of increased flexibility of schedule; this existed already. In contrast, strong supervision has most likely developed a 'work climate' in which disciplined time accounting is not alien and, hence, not resented.5/

Problem Employees. Employees granted flextime privileges often become possessive of this benefit. This seems particularly true for professional employees who associate flextime with privileged rank. These individuals need to be identified and their reactions anticipated in order to ward off negative attitudes.

When flextime is inappropriate for specific groups of employees, for example, assembly line operators, switchboard personnel, management faces the task of informing these employees of the difficulties in extending flextime to them.

Contract Language. In the formulation of contract language to cover flextime systems, it is recommended at least initially, that rigid language unable to meet changing employee and organizational demands not be included. Until flextime becomes fully operational, both labor and management may wish to modify the program. Rigid language may also preclude experimentation, whereas loose language gives both sides the flexibility to work out the best possible program.

Where language exists that limits or precludes the implementation of flexible hours, agreement of both

parties is required to breach or modify such terms. Sample language might include:

- ...whenever possible, a flextime program will be tried and experimentation allowed.
- ...the system to be tried for a maximum of six months and extended on a month-to-month basis and thereafter, unless either party gives a 30-day written notice to terminate the agreement. (Contract between Pacific Gas and Electric and the Engineers and Scientists of California, an affiliate of the Marine Engineers Beneficial Association (AFL-CIO)). (See Appendix C of this Chapter.)

Time Keeping. The time keeping function increases with flextime. Flexible periods before and after core time and the flexible lunch period, should it exist, add to the task of recording employee hours worked. Accounting problems grow when employees are allowed discretion in the hours worked by the day, the week, or the month.

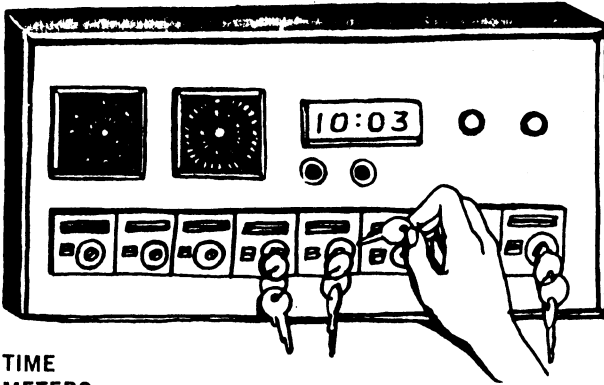
Where carry-over of hours is permitted, policies regarding the length of the payroll period must be established. Decisions on how long time credits or debits can be carried forward and methods to handle the delicate problem of overtime become new concerns of management. It is generally advisable to limit the time in which employees can carry credit or debit hours without incurring penalties. This prevents workers from accumulating large amounts of credits and then requesting time off concurrent with vacation or holiday periods.

Most organizations when switching to flextime will retain the payroll period in use before flexible hours.

However, management may wish to adjust periods to correspond with required hours of work. When flextime demands of employees 40-hours of work per week, a weekly or biweekly payroll period is appropriate. If a two-week, 80-hour schedule is set, with employees allowed to work 35-hours during the first week and 45-hours the second week, then a bi-weekly accounting period is necessary.

Four principal types of time recording systems are used with flextime (see illustrations on following page):

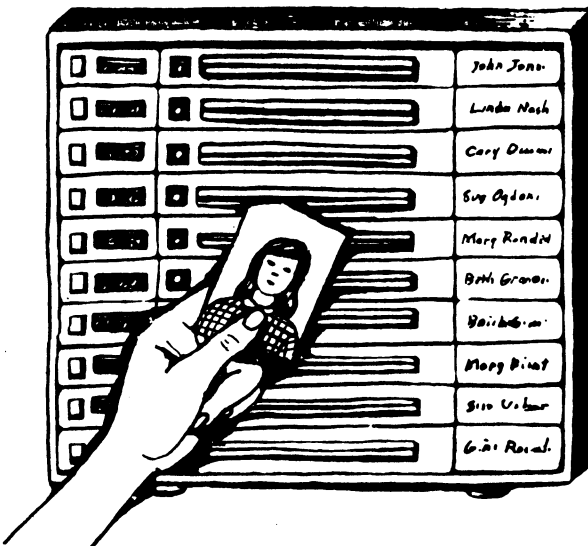
1. In a manual system the employees keep a daily record of the hours worked. The advantages of this method are low cost and the trust that the organization shows in its workers. Disadvantages include the time required of both the employee and the payroll division to fill out and read the forms, the possibility of cheating, and friction caused by those who think others might be cheating.
2. Time clocks requiring employees to check in and out as under fixed hour systems, except under flextime they can arrive any time within the flexible period. The advantage of the time clock system is low cost, particularly if one already is in use. Moreover, unlike in a manual system, there are no questions as to how many hours one has worked. Disadvantages again concern the time required to read time cards and calculate how many hours have been worked. Professional employees, unaccustomed to clocking in, may resent time clocks.



**TIME
METERS**

A master clock is connected to individual counters, which can be installed close to work stations. These are activated when employees turn their own keys. (Keys can also hold a picture to serve as a security pass.) Advantages: provides a visual record of hours worked to date and which employees are at work at any given time; less stigma attached than to time clock. Disadvantages: capital expense; human error, such as forgetting to turn the meter on or off or leaving key at home; time absent must be recorded another way. Some machines retain the key. This overcomes problems such as forgetfulness or loss, but creates the possibility of duplicity or fraud.

The Timekeeping Function



COMPUTER- BASED SYSTEMS

Personalized badges are inserted into input data terminals installed at strategic locations. These terminals are connected to a central computer which maintains payroll records. Advantages: authorized absence, overtime, and time allocation can be recorded. The computer may also calculate total hours worked; report core time infringements, print out credit and debit hours, calculate pay, analyze work patterns, and report absence. Disadvantages: cost of buying terminals and computer time, lack of visual record of an employee's presence, and no running total of hours worked unless the system has a direct link to a computer.

Timekeeping is one of the most challenging aspects of the use of flexible hours of work systems. Each organization must make a decision consistent with its own philosophy and current practice. A time-recording device is more acceptable if employees are accustomed to punching in and out.

During experimental stages, it appears prudent to avoid introduction of any timekeeping method that suggests distrust or additional control. If sign-in sheets or some other trust system of maintaining records have been used prior to conversion, it is wise to continue the same system. (61)* An alternative is to take an employee vote. In some organizations, voting is done by unit; groups which prefer to sign in do so, while groups which prefer to have an objective record use mechanical devices.**

Since manual calculation of hours is time-consuming for both employees and management, a mutual recognition of the need for an automated system may be reached. In Europe, there is evidence that employee resistance subsides:

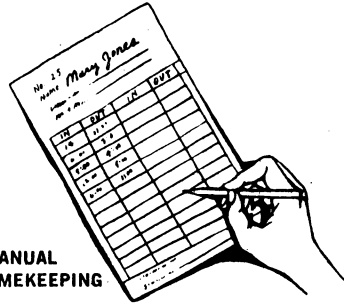
Emotional objections to the mechanical recording of working time have gradually disappeared because it is no longer the former time clock which is used, recording late arrivals or early departures and serving as proof for sanctions, but instead a necessary administrative procedure which provides both the firm and the employees with objective proof of hours of work put in. (2)

Some organizations, in order to remove the psychological stigma attached to automatic time recorders, have required managers as well as hourly personnel to use the counter. One danger in this approach is that traditionally task-oriented managers become aware of long hours spent on the job and, perhaps, resentful of non-exempt personnel's earned time off if the same privilege is denied management. This may be particularly true for younger managers, who are more aware of the need to reconcile personal and work responsibilities. Older or more authoritarian managers may already feel that giving subordinates the same time control privileges previously reserved for management threatens their status. Requiring them to use time-recording equipment adds insult to injury.

The information given on specific methods of timekeeping in this section is based on bibliography entry (11-Chapter 4).

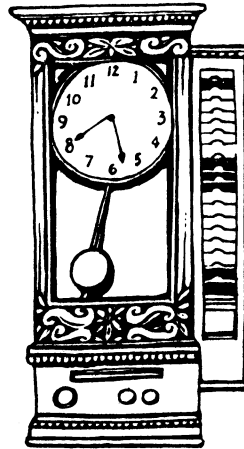
*This report also notes that it is illegal for Federal executive departments located within the District of Columbia to use a time clock to record time.

**Unpublished study by P. Faris, M. D. Feagin, J. Reed, and J. Washington, George Washington University.



**MANUAL
TIMEKEEPING**

Advantages: inexpensive; progressive from a human relations aspect since it recognizes the honesty and responsibility of employees. Disadvantages: high administrative costs in calculating hours; lack of a running total to let workers know where they stand; possibility of cheating.



**TIME
CLOCK**

Advantages: objective record of hours worked; low capital cost, if only one clocking point is used. Disadvantages: psychological stigma and inherent resentment of "punching in;" time loss in queuing up to check in and traveling to workplace; high administrative cost of calculating hours.

Reproduced with the permission of the Business and Professional Women's Foundation, Washington, D.C., from its publication, *Hours of Work When Workers Can Choose*, pages 40-41 incl.

3. Meters are the most popular and most acceptable method of time recording in flextime systems. The employee inserts a key in a meter upon arriving and takes it out when he departs. The meter records how many hours have been worked. Meters are easy to use; they always provide a current account to the employee as well as to payroll of how many hours have been worked. Moreover, one can easily tell *who* is at the workplace as all the employees present have their keys in the meter. A disadvantage is that employees may forget to start or shut off the meter, a problem that can be mitigated by posting notices at exits and entrances. Automatic shut-off devices can be installed to turn off the meters at the end of a given band width. Meters can be expensive, ranging from \$25-\$75 per employee.
4. Computers can be used to record time. Like the meter, each employee has his own key which he inserts in the computer upon arrival and departure. The computer calculates the time and performs all necessary bookkeeping functions. The advantages of this system are reduction of work for the payroll department, general acceptance by the workers, and the fact that computers can be programmed for a variety of payroll purposes such as overtime pay or sick leave. Disadvantages include a large capital outlay, the inability to assess hours worked until the end of the week and to know when employees are present.

The time recording method selected will depend, of course, on the flextime system employed and the specific

requirements of each organization. Decisions on the selection of such a device include:

- . the present system in use
- . cost of alternative systems
- . employee accessibility--centralization or decentralization of the system
- . supervisor requirements for employee control
- . employees involved--professional, clerical, production
- . flexibility of the system to record time in and out, accumulation of total time and ease of compiling time reported.

Flextime--Its Future

Since predictions about novel work-related concepts are always risky, none on the future of flextime is advanced here. If case studies and journal reports are harbingers of future trends, then the growth of flextime certainly seems evident. Yet flextime, like job enrichment or management by objectives, has not swept America. Its growth has been steady, but not all-encompassing.

Why hasn't flextime spread more quickly? Proponents argue that ignorance about flextime has left some organizations hesitant to introduce the system. Flextime is often confused with other alternative work-hour schemes--compact workweeks, part-time employment, or staggered hours. Some employers have adopted a "wait-

and-see" attitude, while others are simply unfamiliar with the flexible hours concept.

Resistance to change is believed to be a prime obstacle for flextime. Fixed hours are still the accepted, comfortable method of reporting for work. Until a "need" for flextime exists, most organizations are reluctant to change their status quo. Further, the implementation of flextime requires added work for management and an element of risk for the organization--two barriers often difficult to overcome.

These limitations aside, perhaps it is the changing characteristics of work and of employees that offer the potential for the growth of flextime. Four considerations come to mind:

1. Today, jobs are increasingly in the service sector of the economy. Clerical, professional and technical classifications are the fastest growing occupational groups. For service sector jobs, the transition from a fixed hour system to a flextime system is the least difficult to accomplish.
2. The character of today's work force has prompted employers to search for innovative ways by which to mesh employee and organizational demands. Better educated, less tolerant of authority, desirous of greater work autonomy, workers today resist what they view as irrelevant rules and regulations at the work place. An internal study made on flextime by the Industrial National Bank concluded:

Given the significant societal changes of the last twenty years and the pro-

file of workers of the 1970's and 1980's, the vital need for implementation of new concepts for organization design, job content and accountability appears self-evident...If workers in the future have broader job expectations, seek personal growth in jobs--will our present utilization patterns be sufficient to meet their needs?...Industrial National Bank recognizes the changing needs of the American work force and is interested in innovative and imaginative personnel management concepts which respond to both business and employee needs. We believe that strict adherence to traditional work schedules may hinder efficient work flow allocation as well as individual participation in other life roles.6/

3. The proportion of working wives and mothers entering the work force continues to grow. Changing social roles encourage women to seek careers and men to assume more household chores. Flexibility to schedule family and work demands becomes a necessity for marriage partners. For example, employees can take the children to school, go to the dentist or attend to other family matters without risking an unexcused absence or tardiness. A husband and wife can work the same hours, or different hours, according to their needs. Also, the increase in divorce has placed upon the single parent the need to balance work and family responsibilities.

4. Flextime addresses itself to the national concern over decreased productivity. Public agencies at all levels are especially vulnerable to this problem. Today with municipal budgets constricted by inflation, public opposition to higher taxes, accompanied by shrinking federal subsidies, local governments are seeking ways and methods to save money. Since public service work is labor intensive, employee compensation ranges from 75-85% of governmental budgets. Consequently, elected and appointed officials are giving greater attention to the need for increased productivity on the part of public workers. Where flextime contributes to increasing productivity, reducing absenteeism and tardiness, the relevancy of the system to today's needs is all the more important.

Conclusion

This policy and practice manual has attempted to present flextime in an objective, unbiased manner. Both its advantages and disadvantages, its strengths and weaknesses have been discussed. In closing, it should be noted that flextime must not be treated as a panacea for all the ills and problems at the workplace--whether it is an industrial enterprise or a public agency. Work is still work, and for some individuals reporting to work, regardless of the hours, will always be unpleasant. However, for those who enjoy work, but wish for flexibility in their working hours, flextime may be a positive answer to that request.

Berkeley, Calif., adopts flextime plan after test

by Larry A. Williams, Personnel Director, City of Berkeley, Calif.

IN NOVEMBER OF 1974 the City Council approved "flextime" as a permanent working concept for City employees. This resulted from a successful ten-week pilot program which was initiated as part of a "Job Restructuring Program" designed to provide options of flexible working hours and shared jobs. The Job Restructuring Program was a component of the City's Affirmative Action Plan.

The flextime component was designed to answer four major questions:

1. *Will flextime have benefits for employees?*
2. *Will flextime have benefits for Berkeley citizens?*
3. *What method of time administration is most feasible?*
4. *What types of City operations are most suitable to flextime?*

Participation in the test program was voluntary. However, a conscious effort was made to include a variety of departments and different job categories. Supervisors and employees were included in all participating departments. Included were approximately 200 employees and 25 supervisors. The following departments participated in the test: Auditor, City Clerk, Finance (Data Processing Division), Fire (clerical staff), Inspection Services, Personnel, Public Health, Public Works (clerical and engineering staff), and Recreation and Parks (clerical staff).

Although office hours remained at 8 am to 5 pm during the test and subsequently, employees were permitted to work between the hours of 7 am to 7 pm. "Core Time" hours (that time during which all employees must be on the job) was generally established as 9:30 am to 11:30 am and 1:30 pm to 3:30 pm. Employees were otherwise free to go and come as they choose as long as minimum staffing levels were maintained.

In designing the program emphasis was placed on allowing maximum flexibility to the largest number of employees. Employees were still required to work 40-hours per week, but simply had more independence in determining when they would work.

Time accounting was handled by two methods; mechanical time accumulators (time clocks) and manual records. In some instances a combination of both methods were used primarily where employees had both field and office duties.

In order to evaluate potential benefits to employees and citizens, four measures were chosen; increased production, reduction in sick leave usage, reductions in overtime, and improvement in employee morale. An attitude questionnaire was circulated to participants prior to the beginning of the test to get a sense of their expectations. This was done after program guidelines had been fully explained. The same questionnaire was circulated two weeks into the test and again

after six weeks.

Responses to the questionnaire indicated clearly that a majority of the employees felt that flextime had benefited them personally and had a positive impact on morale. Many employees expressed this opinion because they had more time to devote to their families and to take care of personal business. Several employees noted that the program had facilitated taking college courses during the day without having to take leave of absence.

Employee response to flextime appeared to be most positive in the following situations: where supervisors permitted great flexibility; where staff coverage is clearly defined and kept to a minimum; where there is a good "fit" or "matching" between the supervisor's and employee's attitudes toward flextime; and where the pattern of supervision before flextime was characterized as "tight". On the other hand, employees who viewed themselves as "professionals" seemed to dislike the mechanical time administration system more so than those employees who are "desk-bound" or "technical". It seems as though the professional employees' negative response to the time clock is purely subjective, and based on status consciousness.

• supervisors generally back flextime

Supervisors as a group were also supportive of the program. They reported improvements in employee morale, reductions in tardiness, and short-term absences. Approximately two-thirds of the supervisors also felt that flextime had benefited them personally. Almost 90 percent of the supervisors noted that flextime had no negative effect on such supervisory concerns as workload, scheduling, production, communications, coverage, and the like. Most supervisors seem to prefer the mechanical time administration system due to its simplicity and ease of administration.

Supervisors seemed to support flextime more positively where "core time" and minimum staff coverage was clearly defined and enforced; where supervisory skills for planning and scheduling work and staff resources is more highly developed; where general flextime guidelines were rigidly adhered to; and where staff specialization is minimal.

In order to measure the economic impact of flextime on city operations, two surveys were conducted. In both instances comparisons were made between flextime participants and non-participants for a six month period before, during and including the flextime test. The first survey focused on sick leave usage, the second on overtime worked.

Sick Leave Analysis—In conducting this analysis a six-month period before flextime was compared with a similar period during which flextime was used. A six month period was chosen because many times evaluations made during the high point of a test are not sustained after the novelty of the experiment wears off. This analysis was further refined by analyzing sick leave usage in units of less than one day (casual absences) and usage in units of one day or more. Our analysis revealed the following:

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He is a graduate of Indiana University and has done post-graduate work at San Francisco State College.

(An earlier article on flextime, as applied in Inglewood, Calif., appeared in the May 1974 LMRS NEWSLETTER.)

There was a decrease of .5 percent in total sick leave usage by flextime participants compared to an increase of 18.3 percent for non-participants.

- a. Casual absences decreased by 14.7 percent for flextime participants and only 9 percent for non-participants.
- b. Absences of one day or longer increased by only 3.9 percent for flextime participants, but leaped by 21.1 percent for non-flextime participants.

Translated into monetary terms flextime participation resulted in a projected savings in sick leave costs of approximately \$11,000. Extending this analysis to the number of employees potentially suitable for flextime (approximately 400), the annual sick leave savings were estimated to be \$26,000.

Overtime Analysis—A similar study was conducted for overtime worked, and included all overtime hours for the same period as in the sick leave analysis. The results were as follows:

There was a net decrease of 9.2 percent in overtime for flextime participants as compared to an increase of 21 percent for non-participants. The net total difference of 30.2 percent.

Translating this into economic terms resulted in an estimated annual savings in overtime of approximately \$7,000. Again, by extending this analysis to the maximum number of potential flextime participants, the potential overtime savings are increased to approximately \$18,000 per year. Thus, the combined potential annual savings in sick leave and overtime costs was estimated to be approximately \$34,000.

• council makes flextime permanent

It is difficult to attribute all of this potential savings directly to flextime; however, it is clear that the introduction of flex-time had a substantial impact in this regard. This, of course, was a significant factor in the City Council's approval of flextime on a permanent basis.

Subsequent opinion surveys and economic analysis, conducted after approximately one year of operation, indicates continued positive acceptance by employees, and that the estimated savings in sick leave and overtime are, in fact, being realized. Consequently, flextime has been extended to all divisions of the Finance Department and to the Technical Services division of the Library. A total of approximately 300 employees are now participating in the program.

In summary there appears to be three broad factors which influence the success or failure of flextime: characteristics of supervision, staff and workload.

Flextime seems to fare best under supervisors who are characterized as "strong", and who run a "tight ship". It also seems most adaptable to office and clerical jobs as opposed to occupations involving substantial field work. Team work or crew assignments likewise are not as suitable to flextime as are individual jobs due primarily to difficulties of scheduling which tends to limit individual flexibility within a crew. As a group, professional employees who tend to have a greater degree of independence and discretion in coming and going, seem to react more negatively to flextime, primarily due to the requirement for accurate time accounting. Clerical employees who have fairly circumscribed working conditions almost always respond positively to the increased freedom from a rigid work schedule. Employees in "generalist" assignments also seem to react more positively to flextime than do "specialists", primarily due to difficulties in providing staff coverage for the specialists vs. generalists. Likewise, in those departments where there are large numbers of similarly classified employees, i.e.

clerks, engineers, nurses, etc., staff coverage problems are minimized and reaction to flextime is generally more favorable. Finally, flextime also seems to work best in those situations where the workload is routine and predictable, rather than subject to great fluctuations.

Flextime has proven to be a viable work option for the City of Berkeley. Although flextime is not an answer to all

worker satisfaction and production problems, when properly tested and implemented, it can have a significant positive impact on worker morale as well as reduce the cost of sick leave usage and overtime. In today's hard economic times, when cities are searching for every possible means of reducing expenditures, this fact alone gives sound justification for its use. We recommend it accordingly.

APPENDIX B

EXAMPLE 1

A SEQUENTIAL OUTLINE IN DETERMINING THE FEASIBILITY OF
AND IMPLEMENTING A FLEXTIME SYSTEM

Source: *Flextime*, U.S. Civil Service Commission-1974

Feasibility Study

1. Form a feasibility study group. This initial group should be kept small with no more than 3 to 5 persons. Select individuals who occupy positions providing them with an overview of the operation of the organization, e.g., personnel, planning, employee or labor relations personnel. Line managers may be included now or as the group is expanded in later planning and implementation stages.
2. Define your objectives for considering Flextime in your organization. Identify and describe the unique characteristics and specific problems which exist in your workforce:
 - a. Personnel characteristics and problems.
 - b. Workload characteristics and problems.
3. Define and describe your workforce through preparation of a detailed staffing document if none is available. Include:
 - a. Total number of employees.
 - b. Number of supervisors and individual workers.
 - c. Number and kinds of jobs.

This activity will provide you with a basis for determining the degree of flexibility which may be possible.

It will further provide you with information which should be useful in analyzing results.

4. Identify and describe those special work groups who will require special schedules and work adjustments if Flexitime is installed. Include the number of sections, supervisors, employees and hours worked for each of the following:
 - a. Shift personnel.
 - b. Outside contact personnel--telephone or personal.

- c. Switchboard operators.
- d. Cleaning and maintenance crews.
- e. Cafeteria personnel.
- f. Health unit.

5. Examine workload and interface factors

- a. Identify peak workload periods involving influx of outside calls, person-to-person contact with the public and mail. Workloads may vary for the organization or for sections within the organization, with a heavy or light load occurring at different times of the day, week or month.
- b. Quantify these factors in so far as possible.
- c. Identify interdependency among sections or individual employees.

6. Involve the union. Where employees of the organizational component are represented by a union, recognize that the union will have definite interest in management's plan to introduce Flexitime and the impact of that decision on the well-being of employees.

Recognize also that involvement of employee representatives will contribute and assist in subsequent employee understanding and acceptance. Therefore, consider the following:

- a. Notify the local union of management's intent early in the study, either through the joint union-management cooperation committee, if one exists, or invite the union to send a representative to an exploration or briefing session. (The local union representative can be especially valuable as he should be attuned to the specific concerns and problems of the workgroup.)
- b. Solicit their views.
- c. Keep them informed of progress and new developments.
- d. Give the union the opportunity to react to the final plans before instituting changes. (This opportunity will go far in avoiding any oversight or misunderstanding relative to the rights of the union under the labor-management agreement.)

As the committee works toward a decision on the feasibility of Flexitime, some questions to be answered might be:

- 1. Does the concept of Flexitime have application to the organization's problem?

2. Does it appear to offer some solutions?
3. Is the size of your workforce sufficiently large or the workload of a nature that Flexitime could work?
4. Are there positions which could not be converted to Flexitime? Identify them.
5. Do they constitute a significant part of the workforce?
6. Are they a fairly self-contained unit?
7. What types of problems could result from the restriction on some positions?
8. What is union reaction to the idea?

Once these steps have been taken, the committee should assimilate this data and should be in a position to render a report to the appropriate organization head as to whether or not plans for Flexitime should commence.

If the committee report is favorable, work should begin on the planning, development, implementation, and evaluation of Flexitime.

Planning and Development

Careful advance planning and good employee communications are vital to the success of any Flexitime program. Remember, also, that each Flexitime configuration should be tailored to support the defined needs and objectives of your particular organization.

- A. Enlarge the committee now that it is time to gear up for this phase of the project.
 1. Involve the line managers who will be in the best position to identify problem areas. Their inputs will be the key to determining the core time and the flexible time bands.

Select line personnel who will represent a diagonal cross-section of your organization. Remember that sometimes it is the first-line supervisor who may be most aware of work requirements which could pose problems.
 2. Consider the inclusion of additional union representatives where a joint union-management cooperation committee does not exist. This action should:
 - a. Increase understanding and acceptability of the program.
 - b. Insure better employee communication.

1. Committee assignments. Certain aspects of the planning process may be assigned to individual committee members while others will be major topics of concern for the entire committee. A suggested breakdown for committee assignments might be:

1. For consideration by the entire committee.

- (a) Determination of core time.
- (b) Determination of flexible bands.
- (c) Legal and regulatory considerations.
- (d) Identification of restricted positions.
- (e) Selection of criteria for evaluating results.

2. For assignment to individuals or subcommittees

- (a) Transportation considerations, including impact on bus schedules, car pools, and traffic flow.
- (b) Building facilities to include discussions with cleaning and maintenance supervisors and cafeteria management.
- (c) Employee surveys.
- (d) Record keeping.
- (e) Communication.

Each of these areas will be discussed in detail in following sections.

Committee Game Plan

1. Set target date. The first action of the committee should be the establishment of a target date for implementation. Recognize that any one of several conditions might still occur which could result in aborting the plan.
2. Determine time requirements on each of the activities listed under Item B to insure all activities will meet the target date. If warranted, by size or complexity of organizations, consider utilization of Program Evaluation and Review Techniques (PERT).
3. Establish committee meeting schedule in advance to assure availability of all members insofar as possible.

Each of the assignments identified under Item B will now be discussed in detail.

1. Determining Core Time

Core time is that portion of the daily work schedule during which all employees within a specified group must be at work. The larger the core time, the smaller the flexible time bands will be.

To establish too large a core time will negate the concept and the positive results which Flexitime should bring. On the other hand, too small a core time could result in disruption and inefficiency of the office. A balance must therefore be sought which considers the particular requirements of your organization. Remember productivity gains can be significantly affected by your attention to this subject.

Some questions which may guide the committee in making a determination follow.

- a. Does your organization or some of its sections have contact with the public on a regular, volume basis? If so--
- b. Are there peak periods of workload generated by phone, mail or public contact which can be identified?
- c. Are certain days of the week heavier than others?
- d. Are certain times of the month heavier than others?
- e. What are minimum manning levels required to do the job during peak workload periods? During other periods?
- f. Are there daily or periodic scheduling or production deadlines to be met?
- g. What interrelationships exist within your organization that could be affected?
- h. Have you studied the organization's work flow to identify points at which scheduling would have a major impact?
- i. When are meetings typically held? Can these times be changed to fall within core time?
- j. Is the same core time appropriate for the entire organization or should various sections which interrelate be grouped and several core times identified?
- k. Does telephone contact play a major role within your organization? Can you identify peak periods?

1. Are certain areas concerned primarily with handling incoming and outgoing mail? Can you identify peak periods?

These questions should generate thinking and attention to those items which should influence your decision as to what core time should be in your organization.

Once this basic decision is made, the width of the flexible time bands can be determined.

2. Determination of Flexible Time Bands

The size of each of the flexible time bands will be, to some extent, a function of the number of hours contained in the core time. The larger the time bands, the more flexibility you introduce into the system. However, attention should be given to possible requirements to pay shift differential if hours extend over too long a period.

3. Legal and Regulatory Considerations

New ideas often require a rethinking of heretofore traditional interpretations of the law and regulations which may have applicability to new workweek configurations.

It is important therefore, not to become inhibited in your proposed design by the traditional approach accorded the law and the regulations. Not only must the wording of the law and regulations be considered, but in applying that wording, the intent must also be considered. Of course, there are certain specifics about which there seems little doubt; i.e. the responsibility to establish a basic administrative workweek of 40 hours for each full-time employee (Section 6101. (a) (2) (A), title 5, U.S.C.) and the requirement that the hours of work within that workweek be performed within a period of not more than 6 of any 7 consecutive days (6101. (a) (2) (B), title 5, U.S.C.).

Now examine another provision. Federal regulation 610.111(a) (1) and (2) states: "(a) the head of each agency, with respect to each group of full-time employees to whom this subpart applies, shall establish by regulation: (1) A basic workweek of 40 hours which does not extend over more than 6 of any 7 consecutive days. Except as provided in paragraphs (b) and (c) of this section, the regulation shall specify the calendar days constituting the basic workweek and the number of hours of employment for each calendar day included within the basic workweek. (2) A regularly scheduled administrative workweek which consists of the 40-hour basic workweek established in accordance with subparagraph (1) of this paragraph, plus the period of overtime work, if any, regularly required of each group of employees. Except as provided in paragraphs (b) and (c) of this section, the regulation, for purposes of leave and overtime pay administration, shall specify by calendar days and number of hours a day the periods included in the regularly scheduled administrative workweek which do not constitute a part

of the basic the basic workweek." The question which arises in conjunction with a Flexitime configuration is: "Does the proposed model meet the test of a regularly scheduled administrative workweek?"

Each proposed model must be tested against legal regulation and also against a myriad of others which may be involved. The various leave programs, holidays and holiday pay, premium pay and compensatory time will all require examination for potential impact upon any proposed workweek changes. Remember--do not become so entangled in what may initially appear to be an obstacle that all creativity is stifled. There may be more flexibility within a proposed framework than is immediately apparent.

At the conclusion of the planning and development process, appropriate review by counsel should identify any inconsistencies with current law and regulations and necessary modifications can be made at that time.

4. Selection of Criteria for Evaluating Results

There are many methods of measuring the success or failure of a project. The key lies in the careful selection of those elements which provide the most valid basis for measurement. The organization's capability to accurately measure various elements must also be considered. Success or failure may be measured in terms of:

- a. Economic factors. The particular measures and their forms will vary to fit particular size, technologies and business practices. They should, however, place special emphasis on economic and operational factors reflecting human resources and their use. Examples of the kinds of measures of these factors that may be used are:

- Employee and staff acquisition, losses, transfers, and promotions.

- Unit productivity as expressed in labor cost per unit of output, labor efficiency variance, plant capacity utilization, output volume, and the like.

- Quality of work as expressed in wastage, rework, customer complaints and adjustments, machine downtime, and the like.

- Human resources utilization as expressed in training and individual development costs, absences, injury and illness, tardiness, and the like.

- b. Employee attitudes, beliefs and motivations. The success of any project of this type rests upon the direct experiences of the members of an organization as expressed in their attitudes, beliefs and motivations, and ultimately in their behavior. Such variables should therefore be taken into consideration in attempting to evaluate the effectiveness of any project. Measures of variables, such as the following, could be used as effectiveness measures:

- Demographs--e.g., age, sex, education, length of service, etc.
- Individual differences--i.e., generalized attitudes, "personality."
- Specific attitudes--e.g., about the job, the work environment.
- Interpersonal and group relationships.
- Supervisor's characteristics and behavior.
- Organizational climate, structure, and processes.
- Grievance--number and kind.

- c. Productivity. The Joint Productivity Team Task Force in its Phase III Summary Report recognized the need for increased attention to the question "...of more effective utilization of human resources as a means of enhancing productivity..." Flexitime may well prove to be an effective management tool toward the accomplishment of this goal.

In order to make valid judgments, however, a sound data base is imperative. Obviously, some jobs are more easily quantifiable than others. Positions in which specified items are processed or produced present less of a problem than those whose primary function is research or service. These latter positions must be examined to determine what meaningful factors can be isolated.

Check the capability and availability of your computer and/or staff to insure that it is available to compile and analyze the data which will be generated.

Get a clear understanding of the work environment and those elements which impact upon it to insure that the results at the end of an experiment are in fact attributable to the modifications you made in that environment (such as Flexitime) rather than outside variables.

Your data will be most valid and convincing if you can collect, or restructure "base line" productivity/absenteeism/turnover, etc. data from your organization before the change to Flexitime to provide a "base line" from which change can be measured. If possible, have an identical type organization have several comparison work units that have decided/or been selected not to operate on Flexitime. These work units will register the impact of other organizational changes (new machines, new training, changes in the local economy, etc.) that would otherwise cloud the meaning of an increase in productivity/absenteeism/turnover, etc.

- d. Tardiness, Absenteeism, and Turnover. A significant change in these elements might be expected based upon other organizations' experiences. Gross figures are not enough, however. Analysis is required to determine how much of a given change can be attributed to the introduction of Flexitime. Once the evaluation criteria has been determined, establish a time when the entire program's impact will be reviewed. Keep in mind that a comprehensive analysis of the data obtained will require some time. Assign responsibility now for this aspect of the program.

The following topics are those which might be assigned individual committee members or subcommittees depending upon the size of the organization and the degree of applicability which these items may have to a particular situation.

1. Transportation

Not only improvements in the manner in which highways are utilized, but also increases in the use of mass transit systems could result from the introduction of Flexitime. To insure maximum gains, an organization should consider the following questions:

- a. Is the size of your workforce such that Flexitime will affect bus scheduling? For example, does the bus company dispatch a number of buses to your organization to coincide with established departure times? Will modifications be required? Flexitime's impact on morning activities may be more difficult to identify. However, if the size of the workforce warrants it, discussions with bus company officials should be initiated to work out scheduling in advance thereby avoiding problems and frustrations for the employees. These discussions should be initiated well in advance to permit bus officials sufficient time to react.

- b. Is your workforce of such a size that traffic flow will be affected, specifically the timing and functioning of traffic signals? In some locations, specific turning as well as other traffic restrictions may exist solely in response to traffic conditions generated by your workforce. If there may potentially be an impact, initiate discussions with appropriate city traffic engineers. Again, allow sufficient time for necessary adjustments to be made.
- c. Is your organization actively promoting the use of car pools? If so, the new flexibility may have a mixed effect. Persons in operating car pools may wish to regroup in order to adopt a different schedule. Employees who previously could not synchronize times in order to participate may now find new alternatives open to them. Consider ways of handling this through a clearing desk or sign-up sheets. If feasible, a computer matching program designed to match not only neighborhoods but preferred work times could be launched.

2. Building Facilities

The items which are contained in this section for your consideration may impact in one way or another upon your employees and the efficient operation of your organization.

- a. The Cafeteria--If you have cafeteria facilities, discuss your Flexitime plans with the manager. If this facility has typically been open prior to regular working hours for breakfast, you and the manager must determine whether the hours can be adjusted to accommodate the extended hours. Consideration must be given to any adverse cost impact which might result. However, a survey of your employees may reveal that with the new hours the demand on the cafeteria may be reduced. Perhaps employees will breakfast at home. If your core time is such that some employees elect to work straight through without a lunch break in order to effect an earlier departure time, this too will impact your cafeteria operation. A split shift for cafeteria personnel may be desirable for most efficient operation. Alert the cafeteria management of potential change as early

as possible in order that a mutually agreeable program can be developed.

- b. Building Services--Most organizations employ cleaning and maintenance crews. If these crews generally clean prior to or after normal work hours, an extension of the organization's hours will require rescheduling of these crews. If cleaning activities are carried on during work hours, e.g., at the lunch hours, discussion may still be necessary to ensure minimum disruption of the workforce.

3. Employee Surveys

Employee surveys can prove a very useful tool in the Flexitime planning process. They may be used to obtain data required for committee analysis as well as employee interest, attitudes and concerns.

Some steps to follow in determining (1) whether a survey is needed and (2) what kinds of data are required, are:

- a. Review the information obtained by committee members from individual or group assignments.
- b. Identify planning gaps requiring more data.
- c. Determine if the data needed is already available in the personnel information system or files. Consider the time and cost of retrieval.
- d. Isolate those items not currently available.
- e. Decide if the information which is lacking is really needed for accurate planning or whether it falls in the "nice to know" category.

If you conclude that a survey is necessary and/or desirable, consider these items in your preparation.

- a. Consult with the union representatives on your planning committee or the joint union-management cooperation committee before initiating any survey of the employees.
- b. Plan the simplest format possible for ease in compiling results.

- c. Consider coding for key punch if your sample size warrants it.
- d. Avoid questions which require declaratory statements by employees, if possible. These will slow the process. Try to ask multiple choice or yes-no type questions.

If you use a survey as part of your planning process, this should be used in conjunction with an information sheet or memo which does the following:

- a. Briefly acquaints the employee with the concept of Flexitime.
- b. Advises him that a study is underway.
- c. Solicits his inputs through completion of the survey.

4. Record keeping

Many organizations converting to Flexitime have ultimately placed all employees on automatic recording systems. Classically, the recorder or time clock has been viewed as a policeman concerned with punctuality. Under Flexitime, when the employee establishes his own schedule, its role is only to record the hours worked.

However, if the organization is not already using an automatic system, purchase of one should not be considered until after an experiment of substantial length. Discuss this issue with the union representatives for reaction.

Further, for organizations within the District of Columbia, a law exists which prohibits the use of time clocks. Title 5, Section 6106, reads as follows: "A recording clock may not be used to record time of an employee of an executive department in the District of Columbia."

As a first step, a simple sign-in/sign-out sheet may suffice. If a sign-in/sign-out system is used, everyone enjoying the benefits of Flexitime should use it, from the boss on down. A register which all employees sign in reporting order including the entry of the arrival time is preferable to a sheet on which employees simply write in their name next to a preprinted time.

This latter approach can easily lead to abuses. It will be important that sheets or registers be available in sufficient quantities and in key locations to prevent queuing up by employees.

Involve a payroll representative in this portion of the planning process if that appears appropriate.

5. Scheduling

Maximum flexibility and minimum restrictions consistent with organizational needs and goals is the objective.

It must be recognized that there will be some scheduling problems depending upon the type of organization. These should surface as the analysis proceeds.

Follow these steps:

1. Ask supervisors to identify positions which might be restricted from participation in Flexitime.
2. Have supervisors state reasons why these positions must be restricted.
3. Explore alternatives, such as reorganizing work flow, regrouping duties or reassigning personnel.
4. When it is finally determined which positions must be restricted, be certain that the employees involved have a clear understanding of the reasons why they must be excluded.

Some potential problem areas are described below.

Sequential Clerical Activity

Operations in which each person's output becomes another person's input require larger in-process inventories in order that an employee will not be idled by a co-worker who selects another starting time. The same applies to traditional assembly line operations.

Multiple Shift Operations

When jobs are totally autonomous and sufficient work stations exist, a great degree of flexibility is possible. However, when there is interdependence among jobs or when work stations are limited, problems of confusion, idle time and unnecessary duplication may occur.

To remedy this, it is advisable to have the employees attempt to work out suitable schedules with co-workers.

Security Personnel

You may have security-personnel whose presence is required throughout your hours of operation. If security personnel are scheduled on a 24-hour basis, you may work with them to determine what, if any, modification in arrival and departure times for the shifts can be made. Remember your action may affect the payment of shift differential.

After all of the necessary actions described in this section have been accomplished, a "go--no go" decision must be made.

If the decision is "go," all that remains is implementation.

Implementation.

The keys to successful implementation are coordination and communication. If sufficient attention has been devoted to the initial planning stage, implementation should be a relatively simple process.

Coordination

- A. Examine all of the committee assignments to identify those persons or organizations who will be involved with or require information concerning the implementation of Flexitime.
- B. In earlier meetings, lead times were discussed. Compile this information and chart it by date.
- C. Assign individuals to carry out specific aspects of the coordination process.

Communication

Lack of good communication probably accounts for the failure of more programs than any other single factor.

Good employee communication at all levels is imperative.

Here are some suggestions:

- A. Prepare employee information sheets containing clear

statements on what Flexitime is and how it works. Distribute these at least two weeks in advance.

- B. If an employee newsletter or magazine exists, use this in your communications.
- C. Consult with union representatives to determine the most effective methods of communicating with employees. If there is a union newsletter, discuss the possible use of this medium also.
- D. Prepare separate instructions for supervisors.
- E. Hold meetings with supervisors. Keep the group small and encourage a free question and answer exchange.
- F. Give supervisors the name and number of an individual who will answer questions for them in the future.
- G. Be sure the person designated is thoroughly trained and is supplied with copies of all materials which have been distributed.
- H. Convey the enthusiasm and support the program has from top management.
- I. Have a supply of sign-in/sign-out sheets ready in each section.

FOLLOW-UP

Once the program is launched:

- A. Conduct periodic samplings and discussions with supervisors to provide some feedback. The individual who has been designated to answer questions may be one of the best sources for spotting problems.
- B. Be certain that the analysis/assessment phase of the program is on target.
- C. Schedule periodic progress briefings for key personnel as experiment progresses.

Summary and Conclusion

In conclusion, remember that Flexitime is not a panacea

for all management ills. It may however, prove a useful, productive tool if these basic steps are followed:

- I. Analyze the situations and special problems of your organization.
- II. Plan your program carefully.
- III. Educate and communicate with the workforce.
- IV. Monitor the system to improve its application and correct problems.
- V. Evaluate results.

APPENDIX B

EXAMPLE 2

FLEXTIME PRACTICED AT THE WORKPLACE - SAN DIEGO COUNTY PROBATION DEPARTMENT

Flextime Guidelines

Who is able to utilize Flextime?

1. Supervisors. Supervisors can flex to the extent necessary to most efficiently supervise the unit, making some accommodation for personal needs, but are expected to work a five-day week.
2. Probation Officers. Probation officers, whether on a four- or five-day schedule, can flex within the prescribed limitations.

The four-day people have less latitude for flexing as they work ten hours a day, and are not able to exceed ten hours a day except in emergency situations and with the approval of the supervisor.

Five-day people are not to utilize flextime to convert to a four-day week, nor to exceed 10 hours a day except in emergency situations with the approval of the supervisor.

3. Clerical Staff. Clerical staff may utilize flextime if basic coverage is provided. Their ability to flex is governed largely by the nature of the operation. In an office which is open from 8:00 to 5:00, clerical staff are generally required to work during those hours if they perform a receptionist or phone-answering function. If there is additional clerical help, some flextime can be approved by the supervisor if adequate coverage is provided during the office hours.

There are some clerical positions which do not involve reception or phone-answering duties and whose functions may be performed at times other than during regular office hours.

General Limitations:

1. Flextime may be used only to the extent that service by the department is not hampered. The individual's preference for hours is subordinate to the department's needs and service requirements. Normally, the hours of 8:00 to 5:00 are considered to be the most productive and variations from these hours should provide an accelerated rather than a decreased service.
2. With flextime being utilized, it is the supervisor's responsibility to see that adequate coverage is provided. The supervisor's responsibility for the unit's operation includes the hours its members work and how these relate to service, coverage, and output.

The supervisor should be alert to make sure that too many unit members do not take off large amounts of time in the last one or two days of the pay period.

3. The bandwidth for Juvenile Services, Special Services, and Adult Services is from 7:00 a.m., until 10:00 p.m. It is not necessary for the supervisor to establish a core time, per se, but he must determine what minimum coverage is necessary for an adequate service to the public and for efficient operation. This may change and the supervisor has the responsibility for adjusting the various schedules to accommodate any changes in requirements.
4. No employee is to work more than ten hours per day except under extraordinary conditions with supervisory approval.
5. Employees are not to flex so as to accumulate a block of time such as several days. They are expected to work 80 hours during the two-week pay period. Officers are not to work in excess of 80 hours per pay period unless justified by extraordinary circumstances and with the approval of the supervisor.

It is necessary for clerical staff to work a total of 40 hours each weekly period as the Fair Labor Standards Act (FLSA) requires overtime payment for hours beyond that.

6. Employees are to take lunch breaks of at least one-half hour duration.
7. Saturday and Sunday work is permissible at designated Probation locations with supervisory approval but should be kept to an absolute minimum.

Forms to be kept:

1. Each person flexing is obliged to utilize flextime slips--a sample of which is attached. He is required to follow the instructions noted under Flextime Administration, also attached. This means filling in arrival and departure time each day, carrying the totals forward, noting sick leave, compensatory time off, or annual leave taken, as well as recording overtime and turning the slip into the supervisor.

The supervisor is to check the slips, sign them, and utilize the information for his reporting to the division director.

2. The department is collecting information for evaluating the use of sick leave, compensatory time off, and overtime, relative to increases or decreases in work volume.

In accordance with this, supervisors are required to provide the division director with their unit's cumulative totals of: (1) overtime earned; (2) sick leave used; (3) compensatory time off used, for each pay period. These totals should be given to the Director I following each pay period.

The division director is required to relay these totals to the service director who will then report these to the Personnel Office on a quarterly basis.

The service director should receive the totals for his October quarterly reporting for transmittal to the Personnel Office by October 15, 1975, and quarterly thereafter.

Flextime is a concept which allows you to redistribute your work hours. It does not change the number of hours worked, but merely allows more individual control over when those hours are worked.

One objective is to allow you the maximum latitude in fixing your schedule. The system is designed to eliminate all unnecessary administrative constraints, leaving only those that are necessary due to law, organization policy, or the need to be on the job at certain times in order to get the job done.

The way this translates into operating rules is to say that as long as you will work to the three basic constraints of:

- 1) Accumulating the necessary hours during the accounting period,
- 2) Being on the job when necessary to get the job done,
- 3) Working within the established bandwidth,

you may, with supervisory approval, establish the schedule of work times which is most convenient for you. In this way you can better balance personal and business time requirements.

The bandwidth of the day, that time during which the office is open to employees, is enlarged giving you more latitude in the time span over which you can choose to distribute your hours.

The criteria for operation under Flextime rules is as follows:

7:00		10:00
<hr/>		
BANDWIDTH		

8:00		5:00
<hr/>		
STANDARD WORK DAY		

Bandwidth: 7:00 A.M. to 10:00 P.M.

Accumulated hours per pay period: 80 hours

Standard work day: 8:00 A.M. to 5:00 P.M.

Minimum coverage: This is the minimum schedule of manning functions which must be maintained to provide adequate service. This coverage will be determined on a unit level to reflect actual operating needs. Normally critical functions need to be covered only during the "standard work day" of 8:00 to 5:00.

- 1) Normal work week will consist of 5 days per week, 8 hours per day average unless authorized to work overtime. (Overtime is considered to be any work over 40 hours per week.)
 - a. Accumulated work time for the pay period must equal 80 hours and, without supervisory approval, should not exceed 80 hours.
 - b. Work breaks for coffee remain the same as at present: 15 minutes in duration.
 - c. Lunch breaks are to 30 minutes minimum with two hours maximum, providing the employee meets the requirements of total hours accumulated during the accounting period.
- 2) While one goal is to provide you with a maximum choice with regard to work hours, it may be necessary for the immediate supervisor to adjust an individual's Flextime schedule in order to meet the requirements of his job.
- 3) If you are off sick, you must notify your immediate supervisor as soon as possible.
- 4) Employees on the 4-day work week may utilize Flextime at their discretion. For scheduling purposes they must, when working a 4-day week, adhere to their present day off policy unless prior approval is given by their supervisor.
- 5) If you plan on flexing a full day, it is expected that you will notify your fellow employees and supervisor prior to the day.
- 6) You may not work over 10 hours in any one day without supervisory approval.
- 7) Saturday and Sunday work is permissible at designated Probation locations with prior supervisory approval, except for emergencies, but should be kept to an absolute minimum.
- 8) Sick leave, annual leave, leave without pay, and compensatory time will be handled as they are now. The same documentation must be completed and the same accounting procedures will be maintained.

Flextime Administration

The Probation Department has decided to administer the program with a manual

recording system. The attached Flextime slip must be filled out on a daily basis by each employee. The following procedure will be used:

1. Fill in your arrival and departure times each day. (Write the date to the left of the day.)
2. Carry forward your accumulated total on a daily basis.
3. Total each week separately.
4. At the end of the accounting period the total of week #1 and week #2 should equal 80 hours. Under the Fair Labor Standards Act, non-exempt employees cannot work over a 40-hour week without supervisor's approval.
5. If Sick Leave, CTO, Annual Leave, or any other time is spent off the job, indicate the reason and amount of time taken in the Leave/Hours column. At the end of the accounting period when the form is completed, add up any Leave that has been taken and place the total in the appropriate box under "Pay Period Total."
6. The present reporting procedures for Leave and Overtime still apply. Any leave or overtime must be authorized by your immediate supervisor in advance.
7. The proper recording of time is the responsibility of each individual employee and must be completed on a daily basis.
8. At the end of the accounting period, complete your Flextime slip and turn it in to your supervisor. These slips will be kept as a permanent record of time worked by each employee.

SAN DIEGO COUNTY PROBATION DEPARTMENT
FLEXTIME REPORTING FORM

PAY PERIOD ENDING: _____

NAME: _____

UNIT: _____

WEEK #1

DATE	DAY	IN	OUT	HRS/ MIN.	IN	OUT	HRS/ MIN.	LEAVE HOURS	DAY TOTAL	ACCUMULATED TOTAL
	FRI									
	SAT									
	SUN									
	MON									
	TUES									
	WED									
	THUR									
ACCUMULATED WEEK TOTAL:										

WEEK #2

DATE	DAY	IN	OUT	HRS/ MIN.	IN	OUT	HRS/ MIN.	LEAVE HOURS	DAY TOTAL	ACCUMULATED TOTAL
	FRI									
	SAT									
	SUN									
	MON									
	TUES									
	WED									
	THUR									
ACCUMULATED WEEK TOTAL:										

PAY PERIOD TOTAL

OVERTIME	
SICK LEAVE	
ANNUAL LEAVE	
CTO	
OTHER	

TOTAL HOURS WEEK #1	
TOTAL HOURS WEEK #2	
TOTAL HOURS FOR PAY PERIOD	

REMARKS:

SIGNATURE: _____

DATE: _____

SUPERVISOR

SAN DIEGO COUNTY PROBATION DEPARTMENT

CUMULATIVE LEAVE REPORT

TO: _____ PAY PERIOD ENDING _____

FROM: _____

Unit or
The _____ Division of _____ Services

reports the following leave information:

TOTAL OVERTIME EARNED _____ HOURS

TOTAL SICK LEAVE USED _____ HOURS

TOTAL CTO USED _____ HOURS

Disposition of this form

1. From unit supervisor to Division Director (or Principal Clerk) by 3rd work day following end of pay period.
2. From Division Director (or Principal Clerk) to Service Director by 5th working day following end of pay period.

FLEXTIME

PRESENTATION TO SUPERVISORS

Part I - General

Flextime Concept
Benefits of Flextime
Plans for Flextime Trial
Administrative System

Part II - Surveys

Opinion Surveys

Part III - Planning

Planning Sheets

Part IV - Guidelines

Operating Instructions

Part V - Exhibits

Flextime Concept:

Flextime is a concept which allows employees to redistribute their work hours. It does not change the number of hours worked, but allows more individual control over when those hours are worked.

The goal is to allow the employee the maximum latitude in fixing his (or her) schedule. We aim to design a system that will eliminate all unnecessary constraints, leaving only those constraints that are necessary due to law, organization policy or, most important, the need to be on the job at certain times in order to get the job done.

The way this translates into operating rules is to say that; as long as employees will work to the three basic constraints of:

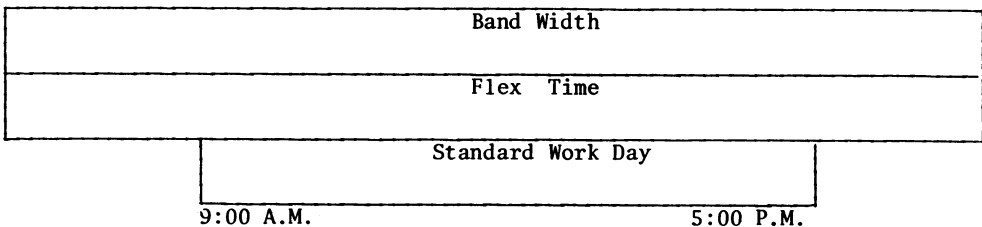
- 1) Being on the job when necessary to get the job done.
- 2) Accumulating the necessary hours during the accounting period.
- 3) Working during band width.

they will be free to establish the schedule of work times which is most convenient to them. In this way the employee can better balance personal and business time requirements.

An example of the criteria for operation under Flextime rules is as follows:

6:00 A.M.

10:00 P.M.



Band Width:	6:00 a.m. - 10:00 p.m.
Accumulated Hours:	40 hours per week
Standard Work Day:	8:00 a.m. - 5:00 p.m.

Minimum Coverage: that schedule of manning critical functions during the day which will be determined on a unit level to reflect actual operating needs. Normally critical functions need to be covered only during the "standard working day."

Initial trial shall be for a period of at least 10 weeks and will be extended month by month unless at least 30 days written notice of termination is given by either party.

Benefits of Flextime:

The benefits of Flextime accrue to three groups:

- Employees
- Employers
- The Community

Employee Benefits:

Employees find they can better balance business and personal time requirements by being able to adjust schedules to fit work loads both in the office and at home. They are able to establish a commute pattern that avoids peak periods of congestion, better utilize public transportation systems or car pools. Often working women and their husbands can commute together, saving money and time.

Working women can plan their days so they can get their children safely off to school prior to coming to work, or more often can be home earlier to shop and prepare dinner for their family.

The employee also benefits through the reduction of the stress and trauma of having to meet several deadlines a day just to get to work on time and get back from lunch on time.

Many employees report that they save significant amounts of commute time through relatively minor changes in schedule.

Employees also respond very favorably to a more mature treatment and the feeling of increased responsibility.

Employer Benefits:

In addition to the intangible benefits such as improved employee attitude and morale, employers report significant tangible benefits in the areas of:

Absenteeism, particularly short term and single day, has been reduced by as much as 50%. Employees find they no longer have to take a day off if they need to sleep in in the morning or a personal or business crisis arises that would ordinarily impact the fixed working day. Lateness is eliminated, as is the extra long lunch and many of the small factors which tend to erode the working day.

Normally excused absences, such as for doctor's and dentist's

appointments - while normally still allowed - are most often scheduled during the employees flexible time when they have that opportunity. For instance, PG&E, in San Francisco, reduced short term sick leave by 75% among their 550 employees in the Design Drafting Department.

Productivity increases have been measured in increased quantity of work, increased quality and reduced overtime. Employees become more task oriented and have a greater feeling of identity with the goals of their department and the organization, since they are given more responsibility for their time and the accomplishment of the task. This results in work habit and procedural improvements which consistently amaze supervisors.

Since employees can schedule their day to best conform to their personal constraints and their own metabolism, (early birds tend to start early) they are able to be significantly more productive. When employees are able to vary their work day to meet the changing work load, we see that they work longer days during peak periods, take time for themselves during slack periods and not only do a better job, but reduce overtime. In this way, the Continental Telephone eliminated overtime in their Payroll and Cash Accounting Departments.

Employee turnover has been reduced by six to ten percent in many cases. Working women, in particular, find they must leave their jobs because of increasing time demands of growing families and constant conflicts of these demands with fixed and rigid time schedules. Many companies have found that experienced employees rejoined their company when Flextime was installed and the potential to adjust work schedules was available.

Community Benefits:

The community as a whole benefits from Flextime due to the reduction of peak periods of traffic congestion, better utilization of public transportation systems and car pools with its effect on pollution, and improved flow of business to retail stores, restaurants, and other downtown enterprises.

The total affect would reduce the need for additional capital expenditures for transportation and recreational facilities if the ones we have are better utilized. Energy is saved through more frequent use of public transportation, car pools and being able to take care of errands while going to and from work or while downtown during the flexible lunch break. Reduction of overtime and compression of the work day shortens the hours the facilities are occupied.

A major additional benefit for a public agency is the potential to enlarge

the opening hours to the public, while utilizing the same staff with a change in the distribution of working hours.

Plans for Flextime Trial:

It has been decided to establish an experimental Flextime installation. The intent of the trial program is:

- . Determine the operational characteristics of Flextime.
- . Gather data necessary to decide where Flextime is applicable throughout the organization.
- . Gain experience to determine possible long range affects of allowing employees more latitude in the distribution of their time.
- . Measure employee reaction to Flextime system on all levels of the organization.
- . Establish guidelines for the installation and administration of Flextime:
 - . Systems design
 - . Systems introduction
 - . Administration
 - . Monitoring and control

The proposed trial program is intended to fulfill these objectives by setting up an "on site laboratory." The test will last as long as necessary to gather sufficient information to make valid decisions and recommendations.

It is anticipated, however, that a 10-week trial period will be sufficient to test Flextime in operation, evaluate the affects on operations and employee attitudes and determine the optimum administrative system.

The test will have the following parts:

- . Evaluation of supervisors and employee attitudes prior to implementation of test.
- . Installation of Flextime to be in operation for at least 10 weeks.
- . Evaluation of effects on operations and attitudes of supervisors and employees during the test to detect possible problems.
- . Evaluation of effects on operations and attitudes of supervisors and employees after 6 weeks of operation to determine the feasibility

of continuing Flextime and the effectiveness of time administration systems.

- . Development of recommendation for future development of Flextime through the organization.

Administration of Flextime Systems:

There are three possible methods of administration:

- a) Automatic
- b) Manual
- c) Operational constraints

The use of specialized equipment to accumulate and display information about employee time accumulation and presence on the job has gained wide acceptance. Specialized equipment includes computer terminals, electro-mechanical personal time totalizers, and dedicated mini-computer systems. All these systems share the advantages of:

- . Economy
- . Accuracy
- . Display of pertinent information
- . Commitment to Flextime as method of operation
- . Establishment of common guidelines for all employees

The manual system of administration requires that employees or a time-keeper record accurately the arrival and departure time, calculate the time worked, and accumulate the total hours during the accounting period. All this must be done on a current basis if the employee is to have the necessary information to plan the remainder of his work week.

Very few organizations have installed a true manual system of administration due to its inherent problem of being kept on a current basis, cost of time and accuracy. Most organizations which have chosen not to use a specialized system, have chosen to constrain employees flexibility in order to make administration easier.

Operational constraints which are commonly found in 'manual' systems include:

- . Making employees sign up for a schedule, obtain supervisor approval and then sign in to record presence at required time.

i.e.: Nestles Corporation

- . Establishing a fixed work day (8 hours), fixed lunch period (45 minutes) but a variable arrival time which consequently fixes the departure time.

i.e.: Hewett Packard

- . Requiring employees to sign up for a schedule which is uniform from day to day, allowing a fixed lunch time (45 minutes) and requiring a fixed amount of time to be worked each day. The computer then issues a time sheet on which a timekeeper records absences.

i.e.: Occidental Insurance

The basic concept of Flextime is to remove all constraints on employees distribution of work time that are not necessary because of law, company policy or the need to be on the job to get the job done. The constraint of employees flexibility to schedule in order to make the system easier to administer deprives both employees and employers of many of the inherent benefits of Flextime.

The Flextime trial will test the effects of operating under a flexible schedule on operations and supervisor and employee attitudes. It will also test the efficiency and attitudes toward the time administration system. The determination of whether to continue on a flexible schedule, as well as the type of administration system required, will be made based on the information derived during the trial period.

The manual system of time administration, proposed for trial in the Adult and Juvenile Probation Department will require that each employee keep track of the hours worked during the day and report them the following day to their unit supervisor. Vacation and sick leave and other exceptions to the normal work week will be recorded on the same sheet. The supervisor will have the responsibility to assure that the hours are reported accurately and kept current.

The mechanical system of time administration proposed for trial in the Juvenile Hall will use an electro-mechanical time totalizing system that is triggered by a plastic key card which each employee will insert into their assigned location upon arrival on the job and take out when leaving for lunch or at the end of the day. Each employee will have a visible record showing the total time accumulated during the accounting period. This total will be recorded manually on a time slip by the employee at the end of the week together with exceptional payroll data such as sick leave and vacation time. Any differences between actual hours worked and hours on the accumulator must be explained on the time sheet.

Opinion Survey:

The opinion survey is intended to measure employee attitudes relative to the proposed Flextime installation, the intended hours of work in order to

determine possible coverage problems and suggested improvements to the system.

A similar survey will be used to measure actual experience and attitudes during the actual test period.

EXAMPLE 3

TRIAL PROGRAM FOR FLEXTIME

Source: Excerpts from *Implementation of Flextime at the State Personnel Board*

V. TRIAL PROGRAM FOR FLEXTIME

The intent of the Flextime trial program is:

- . Determine operational characteristics of Flextime in a State agency.
- . Gather data necessary to decide where Flextime is applicable within State government.
- . Gain experience to determine possible long range affects of allowing employees more latitude in the distribution of their time.
- . Measure employee reaction to Flextime system on all levels of the organization.
- . Establish guidelines for the installation and administration of Flextime:

- . Systems design
- . System introduction
- . Administration
- . Monitoring and control

The proposed trial program is intended to fulfill these objectives by setting up an "on site laboratory" at the State Personnel Board. The test will last as long as necessary to gather sufficient information to make valid decisions and recommendations.

It is proposed that the trial be conducted in four phases:

Phase I: September/October/November
Preparation for trial

Phase II: December/January
Flextime installation in two control groups

Phase III: February/March
Switch control groups

Phase IV: April/May
Operation under single administrative system
Additional data gathering if necessary

It is anticipated that sufficiently positive data will be available in the early stages of the test to determine the course of action to be followed. The test should be designed to allow for implementation of Flextime on a permanent basis as soon as sufficient data is gathered.

VI. ADMINISTRATION OF FLEXTIME TRIAL

The major objective of the trial is to gather data on operational characteristics of Flextime in a State agency. The majority of Flextime installations have found that specialized systems yield optimum results.

It is proposed therefore that the majority of the Personnel Board be installed on Flextime using the Flextime Corporation Administrative System. Small control groups should be set up to test other systems of administration, if this is deemed necessary. They can then be switched from system to system without disrupting the majority of the employees, yet the various administrative systems can be analyzed in operation.

The checkpoints of the trial include:

Prior to Installation

- . Attitude survey of supervisors
- . Attitude survey of employee representative groups
- . Attitude survey of employees

During Trial Period

- . Management analysis of operating characteristics
- . Management analyses of administrative systems

Each Phase of Trial Program

- . Attitude survey of supervisors, employee representative groups and employees
- . Conclusions and recommendations by management.

VII. PROPOSED SCHEDULE FOR IMPLEMENTATION

October 29	Executive Staff meeting: Proposal for test
October 31	Informal Board consent to test plans
November 1/2	Staff meeting: Discuss Flextime in their departments, potential problems and requirements
November 2	Employee group representatives' meeting: Discussion of Flextime concept and test installation program
November 12	Employees' meetings: Present Flextime concept, method of operation, administrative systems, and program for implementation
December 12	Personnel Officers' Council: Information meeting on Flextime and program and progress
November 14- December 22	Provide Opinion Survey and information brochure and operational criteria
January 2	Installation of trial.

Weeks After Installation

2 weeks:	Management report on Flextime by department
6 weeks:	Review with managers of operating problems and attitudes
7 weeks:	Opinion Survey to employees to determine their attitudes
2 months:	1st Interim Report to Governor Reagan (switch control groups)
4 months:	2d Interim Report to Governor Reagan (showing reaction to automatic and manual systems)
6 months:	3d and Final Report to Governor Reagan with recommended action re: Flextime in SPB and other agencies.

APPENDIX C

FLEXIBLE WORK HOURS - IT CAN BE A PROFITABLE EXPERIENCE

By Kenneth L. C. Dorking

(Article on Flexible Work Hours Experiment between Pacific Gas and Electric Company's Design-Drafting Department and Engineers and Scientists of California, Affiliate of the Marine Engineers Beneficial Association, AFL-CIO.)

Flexible work hours is a radical departure from the traditional concept of fixed work hours and a change of this magnitude must be based on the potential for tangible benefits accruing to both the employees who want more freedom and the employer who seeks lower costs, increased productivity and a high level of customer satisfaction. In considering the use of flexible work hours, a carefully conceived action plan should be developed that measures the potential impact of flexible work hours on: (1) Department operations, (2) Customer requirements and (3) Management and employee attitudes. Where your employees are represented by a union, it will be necessary to discuss the effect of flexible work hours on the provisions of the labor agreement with their bargaining representatives.

Should the preliminary study identify significant potential advantages in the use of flexible work hours and the decision is made to implement the program, operating rules or guidelines must be prepared that will assure achievement of the identified goals. In addition, it will be necessary to hold orientation meetings with your managers, supervisors and employees to explain the program and to answer their concerns since initially many will resist making the change.

Having completed the necessary preliminary studies, a decision was made in early 1974 to initiate a trial of flexible work hours in Pacific Gas and Electric Company's Design-Drafting Department. This department is one of six departments reporting to the Vice President of Engineering and provides staff assistance to functional engineering departments in design of the Company's facilities, including hydro, nuclear and fossil fueled power plants, gas and electric transmission facilities, substations and office, service center and maintenance buildings. The work is performed by engineering designers, draftsmen and engineering assistants who are all represented by the Engineers and Scientists of California, an affiliate of the Marine Engineers Beneficial Association, AFL-CIO.

Operating guidelines were developed in conjunction with the union and cover: (1) Band Width or the hours during which employees are permitted to work, (2) Core Time which is the portion of the workday when all

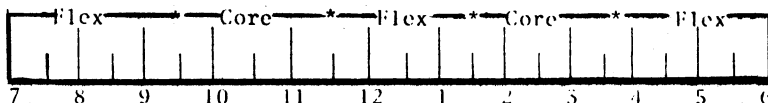
employees are expected to be on the job, (3) Flexible Time or the portion of the band width during which employees have freedom of choice in completing the required work hours and eating lunch, (4) Minimum Coverage or the fewest number of employees who are required to be on the job in each work team during the normal business day, and (5) Basic Work Week which describes the number of workdays and work hours per week plus the maximum number of hours that can be worked each day.

After considering various alternatives to the problems of accounting for time worked under flexible hours, it was decided to purchase an administrative system which provides each employee with a time accumulator register that is similar to a typical automobile odometer. A master clock permits time to be accumulated only during the band width. The time accumulator is activated by insertion of a plastic key coded for the particular register and logs time worked in increments of 1/100th of an hour.

In order to measure the immediate effects of flexible hours, employee and supervisor attitudes were measure by opinion questionnaires completed prior to the start and after 6 weeks of operation. Due to the very favorable initial results, it was decided to continue the use of flexible work hours and to closely observe the results during one year of operation.

By utilizing data derived from payroll records, opinion research and personal observations, we measured the impact of one year of flexible work hours on: (1) Employee Attitudes and Perceptions, (2) Supervisors' Reactions and Observations, (3) Productivity, (4) Sick Leave, (5) Time Off for Personal Business, (6) Department Operations, (7) Use of Building Facilities, (8) Commuting to Work.

DESIGN-DRAFTING DEPARTMENT
FLEXIBLE WORK HOUR GUIDELINES



1. Basic workweek will consist of 5 days per week, 7 1/2 hours per day average or 8 hours per day maximum unless authorized to work overtime.
 - a. Accumulated work time for the week must equal 37 1/2 hours.
 - b. Work breaks for coffee and other personal business taken during 7:00 a.m. - 6:00 p.m. workday will not accumulate credit toward the 37 1/2 hours work time; and if taken during a core period, are not to exceed 1/2 hour in duration.
 - c. Lunch breaks will be 1/2 hour minimum with no maximum, providing the employee meets the requirement of 1(b).
 - d. Employees may take lunch in work areas provided that they do not interfere with or disturb employees on work time.
2. While the basic goal is to provide employees with a maximum choice with regard to work hours, it may be necessary for the immediate supervisor to adjust an individual's work schedule in order to meet the requirements of his job. Time off during the core period in excess of 1/2 hour maximum work break must be approved by the immediate supervisor.
3. No employee will be required to adjust his present regular work schedule to hours which will be inconvenient or cause a hardship.
4. If restrictions, other than those set forth in these Guidelines, are imposed on an employee's schedule, Company shall notify the Union, not less than three working days prior to the effective date of such restriction, of the operational need requiring the change. Such changes shall be subject to consideration within the adjustment procedure.
5. Employees off sick must notify the immediate supervisor of the fact prior to 9:00 a.m.
6. Initial trial shall be for a period not to exceed six months and will be extended month by month unless at least 30 days written notice of termination is given by either party.

1. Employee Attitudes and Perceptions

Implementation of flexible work hours has resulted in a significant change in the employees' attitudes toward their jobs and their personal feelings of accomplishment. This is demonstrated by the responses tabulated on Table I to the questions on morale, job satisfaction, personal productivity, and feelings of independence. As noted, 190 employees (41.5%) rated flexible time as a very important consideration while 212 (46.3%) considered it as somewhat important should they seek other employment. In addition, 98.9% of the employees want flexible hours to continue.

Among reasons frequently cited by employees for continuing flexible work hours were:

1. Improves productivity
2. Decreases improper use of sick time
3. Improves morale
4. Prevents tardiness
5. Motivates employees through feeling of greater personal independence and responsibility
6. I like it.

Important advantages to employees of flexible work hours noted included:

1. I have time for personal business.
2. I don't have to worry about being late.
3. I am more independent. I can plan my own schedule.
4. I have more time for my family.
5. I am less rushed to leave after work.
6. My commute is more convenient.
7. My commute takes less time
8. I can start earlier, eat lunch earlier, and go home earlier.
9. I can take classes in the evening.
10. I enjoy my work more.

A much improved relationship with the supervisor was reported by 30% of the employees. This can be largely attributed to the fact that employees are no longer questioned about tardiness, long coffee breaks, personal phone calls, etc. since these items no longer detract from the expected work time. It also points out the significant advantage of recording only time worked and allowing the employee to manage the time previously allowed for work breaks.

2. Supervisors' Reactions and Observations

The most radical change in attitude towards flexible work hours occurred among the first level supervisors. During planning sessions prior to the implementation of the new system, many of these supervisors were uncomfortable about the added burden of supervisory coverage over the proposed 11-hour work period and the idea of employees working unsupervised during part of the workday.

An anonymous survey taken just prior to the start of flexible hours showed that 73% of the supervisors were in favor of a 10-week trial. After three weeks of flexible hours, a similar survey revealed 84% to be in favor of the new system and it also indicated that most of their concerns had been successfully resolved.

The Supervisors Opinion Survey (Table II) taken after one year of operation shows that 36 of the 37 supervisors feel flexible hours should continue, one remaining neutral. However, a more significant observation is the fact that 77% of these supervisors rated the overall benefit to the Company as significant or great and only two supervisors perceived no benefit.

A high percentage of the supervisors identified improved morale and feeling of independence for employees as significant gains under flexible hours. Most of them note design squad productivity, relationship with their employees, their own level of job satisfaction, and availability of time for personal business as being better or improved. However, increases in supervisory time required and more difficulty in being available to their employees and in planning and scheduling work were cited by several supervisors. These certainly are concerns that need to be evaluated against possible benefits by any organization planning to introduce the use of flexible hours.

A significant correlation exists between the Employee and Supervisor Opinion Surveys in the areas of supervisor/subordinate relationships and effectiveness and availability of supervision. A majority saw these areas as being unchanged to slightly improved, but there was a sufficient number of positive responses to indicate an overall gain in these areas.

3. Productivity

From the position of Management, a most important concern about flexible work hours is its impact on the productivity of the work group. In Design-Drafting, employees do not commonly perform short term, repetitive work tasks that lend themselves to easy productivity measurements. During the year of flexible work hours, the department has continued to expand the use of scissors drafting, master and original drawings created by utilization of photographic processes, varityping and bills of material prepared from data on magnetic tapes. Therefore, it is not practical to compare the times to create similar type drawings such as wiring diagrams, substation arrangements, etc. as a basis for precisely measuring productivity under flexible work hours.

However, the recent questionnaire results on the question of productivity indicate that 79% of the employees believe that their personal productivity has increased under flexible work hours. This is substantiated by the feeling of 72% of the first level supervisors that, in fact, the productivity of their work group has increased. Our minimum estimate of productivity gain is in the range of 2 to 3% or over \$250,000 per year.

4. Sick Leave

Under the usual fixed work hours schedules, employees are forced to use sick leave time to cover medical appointments. Under the flexible work hour arrangements, employees at their option are able to adjust their work schedules and minimize this type of absence. One to 4 hour sick leave absences averaged 3.0 hours per employee in 1974 compared to 9.53 hours in 1973. In addition, 5 to 7 hour absences were reduced from 1.20 to 0.996 hours per employee for the same period.

While the reduction in short-time sick leave absences was significant, the real savings must be correlated to total sick leave usage since it is of little value to reduce this type of absence if full day paid absences increase. In 1973, the use of sick leave in the Design-Drafting Department averaged 46.3 hours per employee compared to 42.4 hours in 1974.

Taking the combined net reduction of 6.73 hours per employees from both 1 to 4 and 5 to 7 hour absences for 1974 vs. the 3.9 hour reduction in total sick leave compared to 1973 usage, we have captured approximately 58% of the partial day absences. Based on an average of 574 employees during 1974, this represents an annual savings of \$19,950.

5. Time Off for Personal Business

Because of the proximity of our downtown San Francisco work location to retail stores, financial institutions, Government offices, and medical and legal services, our employees have a strong incentive to handle personal affairs during the normal workday. The availability of flexible work hours has freed the employee from concern about taking time off during work hours at the expense of the employer and the Company has gained this productive time.

At the time flexible work hours was implemented, it was clearly pointed out that management's expectation was for each employee to put in 37 1/2 hours of working time per week. Any personal business to be taken care of during the workweek would be handled only on the employee's own time with the exception of time off for specific emergencies or death in the family.

The supervisors surveyed were almost unanimous that a reduction in the use of Company time for personal business had occurred while 68.4% of the employees concurred. In addition, 92.3% of the responding employees reported that time available for their personal business had improved under flexible hours.

A conservative estimate of actual time saved in this area is 9 hours/employee/year or an annual savings of approximately \$46,000.

6. Effect on Department Operations

The Design-Drafting Department has been a highly successful area in which to use flexible work hours. The nature of our work, as well as the relatively little need for travel, lack of public contact, close proximity of all our employees, and effective supervision are all factors that have prevented any really adverse operational problems from arising as a result of flexible work hours.

At the start of flexible work hours, a letter was written to all departments we frequently interface with asking that any problems caused by unavailability of Design-Drafting personnel be brought to our attention. To date, no formal concerns have been expressed by any of the departments. In addition, our Supervisors Opinion Survey has given us no indication of problems in internal or external communications. Individual engineers have experienced occasions when the designer or draftsman was unavailable, but have stated that the trade-off of having squad members present after the former 4:40 to 4:50 p.m. quitting time is of value in leaving communications or information for individuals in the work group.

7. Use of Building Facilities

A major source of employee complaints prior to flexible hours were the long wait times for elevators during peak load periods and the heavy congestion in the cafeteria during inclement weather. Both the Supervisor and Employee Opinion Surveys show a large reduction in elevator wait time.

While no specific question was asked about the cafeteria congestion, this has ceased to be a common complaint. Mitigation of these annoyances can only help to improve employee morale and upgrade the work environment.

8. Commuting to Work

Since a high percentage of people who work in San Francisco live outside the city, a major employee benefit of flexible work hours is the advantage in commuting to and from work off the peak travel time. Changes in departure time of 30 to 45 minutes can reduce the travel time by as much as 50%.

Since an employee can start work as early as 7:00 a.m., he can capture the advantages of early commute to avoid the rush hour traffic without wasting time at the place of employment waiting for the start of the workday. Those who formerly chose to arrive just at the start of the workday can no longer attribute their tardiness to the myriad of excuses that were formerly used.

The fact that 62.6% of the employees reported a significant increase in commute convenience and 65% reported a decrease in commute time demonstrates clearly the impact flexible work hours can have in a congested metropolitan area. While the employee enjoys a tangible benefit, the community's problem of servicing the commute needs of the residents is alleviated by spreading the commute load over a longer time period.

Design-Drafting has also benefited because commute problems no longer have an impact on the workday. Under the fixed work hour concept, there was little that could be done when commute disruptions due to adverse weather conditions, traffic tie ups, or transit system strikes resulted in employees arriving late for work. Now, the employee has to cope with the problem of completing the allotted hours of work. No longer is there the expectation that the Company will absorb time lost due to commute problems.

Conclusions

The advantages and benefits that have been cited should be sufficient cause for organizations located in congested, metropolitan population centers to consider the use of flexible work hours.

By providing our employees with a greater sense of independence and enabling them to better utilize their time, the department has been rewarded with a more responsive and satisfied work force. The operating guidelines have been well accepted by the employees, yet provide the supervisor with the means to control the work group and to set minimum levels of coverage during the 8:00 a.m. to 5:00 p.m. normal business day.

Properly administered in an appropriate work situation, flexible work hours can be a valuable asset for both the employee and the employer. However, this is not to suggest that it is the answer for all work situations. The purpose and role of the organization needs to be clearly defined when evaluating the impact of flexible work hours and in developing the rules or guidelines for the work group. Neither is the flexible work hour concept a substitute for well-trained, competent, and concerned management.

One note of caution, - once your employees experience flexible work hours, it will be very difficult to return to fixed work hours. However, if you try it, I think you will like it.

TABLE I

RESULTS OF EMPLOYEE OPINION SURVEY

COMPARED TO "BEFORE FLEXIBLE WORK HOURS"

	RESPONSE				
	Is Worse (Has Decreased)		Hasn't Changed	Is Better (Has Increased)	
	A Lot	A Little		A Little	A Lot
Commute convenience, e.g. get a seat?	2	4	69	93	282 (450)
Time for personal business	5	0	26	124	250 (405)
Morale	5	12	89	69	241 (416)
Relationship with my Supervisor	3	11	249	63	142 (468)
Availability of my Supervisor	1	11	288	80	86 (466)
Effectiveness of Supervision	3	8	248	128	94 (481)
Feeling of independence	5	7	79	141	220 (452)
Overall job satisfaction	0	5	101	166	198 (470)
Personal Productivity	0	2	90	158	185 (435)
Design-Drafting Dept. Productivity	0	6	74	158	149 (387)
Other					

	Has Increased		Hasn't Changed	Has Decreased	
	A Lot	A Little		A Little	A Lot
Amount of time I'm at the office	38	68	179	84	28 (397)
Commute time	12	11	109	128	121 (381)
Wait time at elevator	10	13	49	122	197 (391)
Amount of sick leave I use	5	5	144	109	107 (368)
Amount of <u>Company Time</u> I use for personal business such as coffee breaks, bank trips & lunches	12	12	94	80	176 (374)
Amount of <u>Company Time</u> others use for personal business	12	14	77	68	142 (313)
Company's need for overtime	6	2	171	62	60 (301)

If I were seeking new employment, flexible work hours would be:
56 an unimportant, 212 a somewhat important, 190 a very important consideration (458)

Should flexible work hours continue? 452 Yes 5 No (457)

TABLE II

RESULTS OF SUPERVISOR OPINION SURVEY

COMPARED TO "BEFORE FLEXIBLE WORK HOURS"

QUESTION	RESPONSE				
	Is Worse (Has Decreased)		Hasn't Changed	Is Better (Has Increased)	
	A Lot	A Little		A Little	A Lot
My commute convenience, e.g. get a seat?	1	0	15	5	15 (36)
My time for personal business	1	0	12	16	8 (36)
My overall job satisfaction	0	0	13	11	12 (36)
Personal morale	0	0	8	18	9 (36)
Employee morale	0	2	0	16	19 (37)
Personal productivity	0	1	13	13	8 (36)
Productivity of squad	0	1	9	19	7 (36)
Ease of planning and scheduling	0	6	19	7	5 (37)
Relationship with my employees	0	2	12	17	5 (36)
My availability to employees	0	6	22	4	3 (35)
Effectiveness of my supervision	0	4	19	9	4 (36)
Feeling of independence by employees	0	1	2	10	24 (37)
Internal and external communications	0	3	23	5	2 (33)
Other	0	0	0	0	0 (00)

	Has Increased		Hasn't Changed	Has Decreased	
	A Lot	A Little		A Little	A Lot
My commute time	1	0	17	9	8 (35)
My wait time at elevator	0	2	3	12	19 (36)
Supervisory time required	1	11	17	5	3 (37)
Amount of time I'm at the office	2	5	17	7	4 (35)
Amount of sick leave used in squad	0	0	1	12	20 (33)
Amount of Company Time used in your squad for personal business, such as long coffee breaks, and trips to bank	0	0	2	5	27 (34)
Company's need for overtime	0	1	25	5	3 (34)
Personnel turnover	0	0	26	8	2 (36)

Difficulty in providing coverage for flexible hours	20	none	14	slight	2	significant	0	great	(36)
Overall benefit to Company of Flexitime	2	none	6	slight	23	significant	4	great	(35)
Should flexible work hours continue?	36	Yes	0	No	1	Does Not Care	(37 Total)		

NOTES

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¹⁰*Ibid.*, p. 21.

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¹²*Ibid.*, p. 1.

¹³Public Law 74-846, June 30, 1936 and Public Law 87-581, August 13, 1962.

¹⁴United States Code, Title 5, Chapter 61.

¹⁵Public Law 93-259, April 18, 1974.

¹⁶Statement of Rudolph Oswald, Director, Department of Research, AFL-CIO, at hearings of the Employment Standards Administration, U.S. Department of Labor on the Four-Day Forty-Hour Workweek, September 9, 1971.

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- ³ *Ibid.*, p. 20.
- ⁴ Virginia Martin, *Hours of Work When Workers Can Choose*, (Washington, D.C., Business and Professional Women's Foundation, 1975).
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- ⁶ Alvar O. Elbing, Herman Gadon, John R. M. Gordon, "Flexible Working Hours: The Missing Link," *California Management Review*, Spring 1975, p. 50.
- ⁷ The Scanlon Plan represents a joint employee/management program whereby employees contribute along with management to cost saving decisions affecting their work operations and share in savings resulting from these improvements.
- ⁸ Elbing, Gadon, and Gordon, "Flexible Working Hours: The Missing Link," *op. cit.*, p. 28.
- ⁹ Elbing, Gadon, and Gordon, *Harvard Business Review*, *op. cit.*, p. 28.

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²Heinz Allenspach, *Flexible Working Hours* (Geneva, International Labour Organization, 1975), p. 48.

³Telephone interview with Bob Gandy, Los Angeles City Personnel Department.

⁴Alvar O. Elbing, Herman Gadon, John Gordon, "Flexible Working Hours: It's About Time," *Harvard Business Review*, January-February, 1974, p. 24.

⁵City of Berkeley, Summary Report on Flextime Test Program, November 6, 1974.

⁶Industrial National Bank, "Flextime--Case History No. 1," Flextime Corporation.

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