



090831

HIGHLIGHTS of THE EEO Advisory Council's 1977

== MEETING WITH THE ==
COMPTROLLER GENERAL



090831

CONTENTS

	Page
What is the EEO Advisory Council?	1
Meet your EEO Advisory Council	3
EEOAC's annual meeting with the Comptroller General	6
Introduction	6
Minority and women census	7
Chart: 1976 minority statistics	8
1976 minority statistics	9
Chart: Analysis of GS employees by grade and minority status as of July 1, 1972, and July 1, 1977	14
New competitive selection system	15
Executive-level training	20
Chart: Executive training offered to GAO personnel	21
Status of GAO support staff	22
Upward mobility program	26
Appendix I: GAO minority census, 1976 and 1975	27
Appendix II: GAO average grade level, comparative profile, January 31, 1976, and September 24, 1977	28
Appendix III: Analysis of GS employees by grade, sex, and racial category as of June 30, 1977	29

WHAT IS THE EEO ADVISORY COUNCIL?

The General Accounting Office's Equal Employment Opportunity Advisory Council (EEOAC) is an 18-member group representing:

- 14 offices and divisions in GAO,
- American Federation of Government Employees, GAO Lodge No. 18,
- GAO Black Caucus,
- GAO Employees Association, and
- National Federation of Federal Employees, GAO Lodge No. 1822.

Also, the Council has two permanent, nonvoting advisors who provide valuable input concerning handicapped employees and personnel management.

In September 1971, with EEO problems becoming apparent both to GAOers and the public, GAO management established the Council. Its purposes, as stated in the charter and amendments, are:

1. To provide a medium for employees to participate with management in EEO matters.
2. To improve communication by providing a channel for employee attitudes, aspirations, and problems in EEO matters to surface and be made known to management.
3. To help develop EEO Action Plans by providing substantive and precise recommendations for plan content, with opportunity for comment on final proposals before submitting them to the Comptroller General.
4. To make recommendations to the Comptroller General, Deputy Comptroller General, and EEO Director regarding Office policies, practices, and procedures as they affect equal employment opportunity.
5. To comment on proposed changes to Office-wide policies and practices which affect the treatment of GAO employees.

The charter provides the Council authority to consider EEO matters in all areas of GAO, including:

- Job restructuring and classification,
- Discrimination,
- Personnel policy,
- Effectiveness-appraisal ratings and promotions,
- Recruiting and training,
- Upward Mobility Program structure and implementation, and
- Counseling.

The Council's major undertakings include making recommendations to be included in the annual GAO Affirmative Action Plan and meeting annually with the Comptroller General to discuss the Council's concerns and get his responses. Some recent concerns were:

- Minority and Women Census,
- New Competitive Selection System,
- Executive-Level Training,
- GAO Support Staff, and
- Upward Mobility.

These concerns, and recommendations affecting them, will be discussed in more detail later in this booklet.

The Council recognizes that changing long-established habits and methods of operation which contribute to EEO problems is at best difficult—both for persons subject to discrimination and for those who discriminate, either knowingly or unwittingly. The Council feels, however, that GAO has moved toward resolution of many EEO-related problems; it hopes to continue to help GAO move toward total integration of EEO into all aspects of personnel relations and management. But, for the Council to be truly effective, GAOers must continue to help identify problems and formulate ideas to alleviate those problems.

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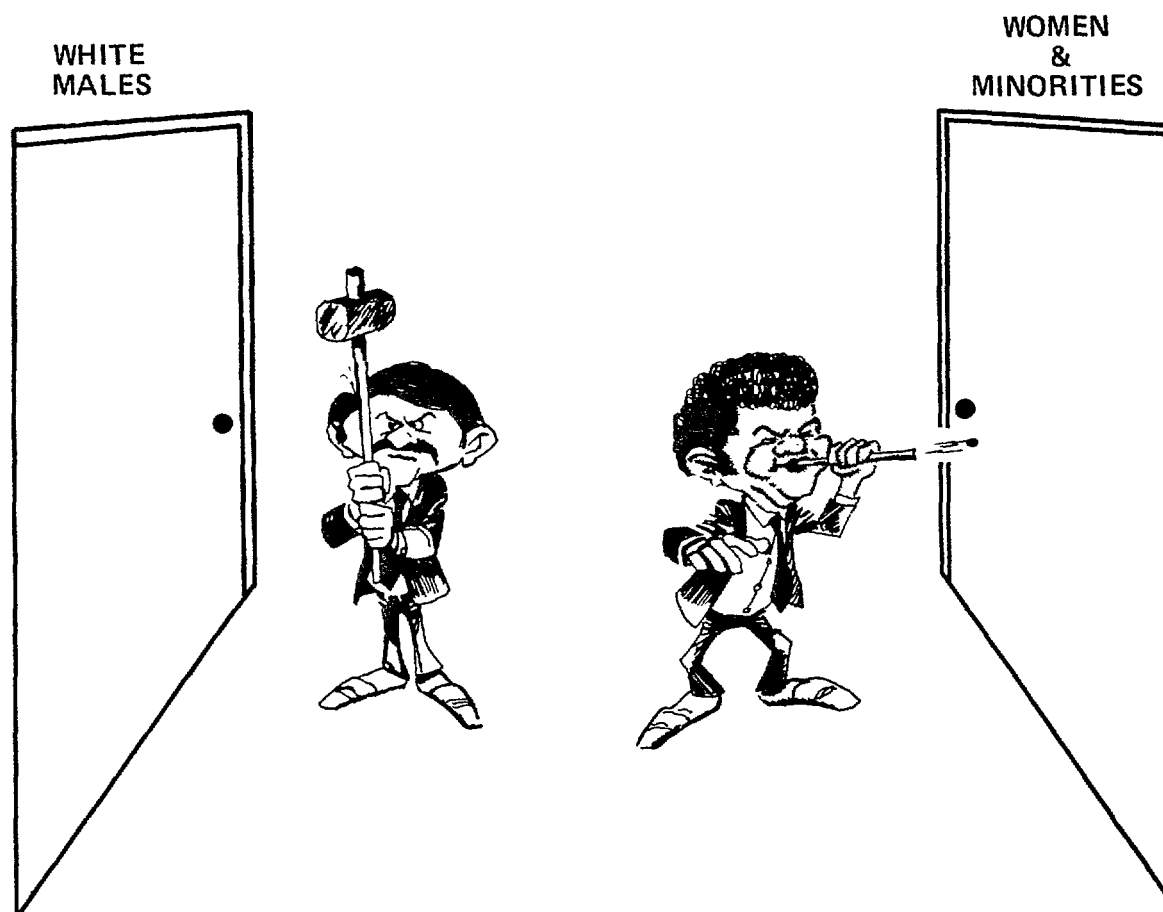
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EEOAC's ANNUAL MEETING WITH THE COMPTROLLER GENERAL

INTRODUCTION

Each year the EEO Advisory Council meets with the Comptroller General to discuss various EEO matters in GAO.

The Council feels that the Comptroller General's participation in these discussions opens another avenue of communication between GAO management and employees—the result being better employer/employee relations, increased productivity, and higher caliber work.

Following is the Council's June 1977 presentation of its concerns and recommendations, along with the Comptroller General's responses. The Council's major concerns were:

- Minority and Women Census,
- New Competitive Selection System,
- Executive-Level Training,
- Status of GAO Support Staff, and
- Upward Mobility.

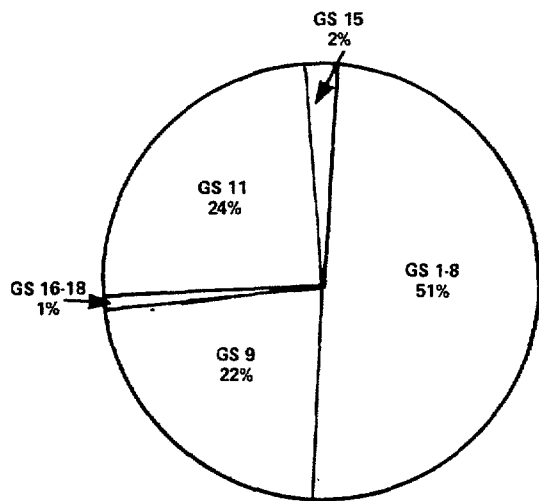
MINORITY AND WOMEN CENSUS

The Council's analysis of minority statistics for 1975 and 1976 (see app. I) shows that the current promotion rate of minorities and women from GS-11 onwards will never enable GAO to achieve a balanced, integrated workforce throughout its mid- and top-management structure. Some of the Council's conclusions after analyzing these statistics (see also p. 9) were:

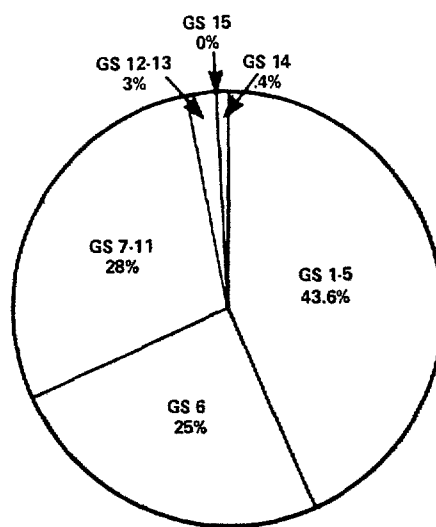
- The grades at which the minorities, women, and white men are equitably represented are GS-9 to -11. At these levels, the minorities and women represent the same percentage (34%) as their total workforce level at GAO.
- A large number of minorities and women (1,148 employees, or 62%) are GS-1s to -8s, and only 50, or 3%, are GS-13s and above. This is in sharp contrast with the white men employees—only 299 of them, or 9%, are GS-1s to -8s.
- At the GS-12 to -13 level, there are 1,667 positions in GAO. There are only 17 minority women (yet they represent 10% of the GAO workforce) versus
 - 70 minority men,
 - 109 white women, and
 - 1,471 white men (who hold 90% of the positions).
- At the GS-14 level, there are 588 positions in GAO. There are only 2 minority women versus
 - 10 white women,
 - 12 minority men, and
 - 564 white men (who hold 96% of the positions).
- At the GS-15 level (assistant director), there are 308 positions in GAO. There are no minority women versus
 - 6 white women,
 - 7 minority men, and
 - 295 white men (who hold 96% of the positions).
- At the GS-16 to -18 levels (supergrades), there are 87 positions in GAO. There are no minority women versus
 - 1 white woman,
 - 2 minority men, and
 - 84 white men (who hold 97% of the positions).
- Most of the white men employees enjoy eight grade differentials over the white women and six grade differentials over the minority women. This suggests that the scales of opportunity heavily favor the white men employees, putting them at the highest economic level in GAO, while minority women employees are at the lowest economic level.
- Analysis of 1975 and 1976 minority statistics shows that, at the current rate at which minorities and women are progressing from the GS-11 level, GAO will never achieve an integrated workforce without a conscientious, concerted effort by top-level management to select minorities and women when they are equally qualified.

1976 MINORITY STATISTICS

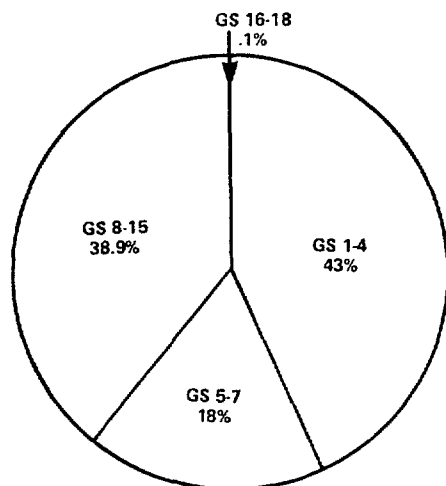
MINORITY MEN TOTAL 318



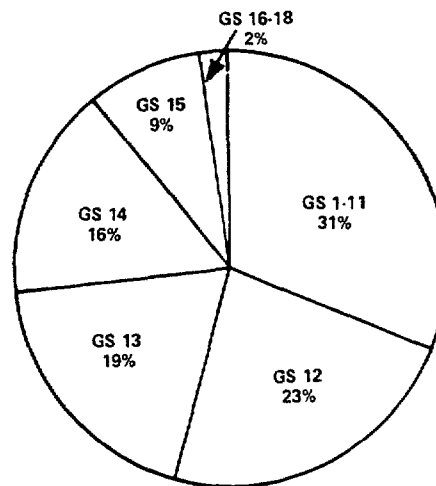
MINORITY WOMEN TOTAL 527



WHITE WOMEN TOTAL 979



WHITE MEN TOTAL 3,468



1976 Minority Statistics

I. Minority Women

1. There are 527 minority women employees, comprising about 10 percent of the GAO workforce.
2. 233, or 44 percent, are GS-1s to -5s.
3. 131, or 25 percent, are GS-6s.
4. At the GS-12 to -13 level, there are only 17 minority women versus 109 white women and 1,471 white men.
5. At the GS-14 level, there are only 2 minority women versus 10 white women.
6. Beyond the GS-14 level, there are no minority women versus seven white women.

II. White Women

1. There are 979 white women employees, comprising about 18 percent of the GAO workforce.
2. 419, or 43 percent, are GS-5s to -7s.
3. 181, or 18 percent, are GS-1s to -4s.
4. At the GS-16 to -18 level, there is only one white woman employee.

III. Minority Men

1. There are 318 minority men employees, comprising about 6 percent of the GAO workforce.
2. 75, or 23.5 percent, are GS-11s.
3. 69, or 21.6 percent, are GS-9s.
4. At the GS-15 level, there are only 7 minority men employees versus 0 minority women, 6 white women, and 295 white men.
5. At the GS-16 to -18 level, there are only two minority men employees.

IV. White Men

1. There are 3,468 white men employees, comprising about 66 percent of the GAO workforce.
2. 801, or 23 percent, are GS-12s. (Incidentally, this figure (801) is close to the total number of GAO minority women and minority men employees—845.)
3. 670, or 19 percent, are GS-13s.
4. Of the GS-14s, there are 564 white men versus 12 minority men, 10 white women, and 2 minority women.
5. At the GS-15 level, there are 295 white men versus 6 white women, 7 minority men, and 0 minority women.
6. At the GS-16 to -18 level, there are 84 white men versus 2 minority men, 1 white woman, and 0 minority women.

V. Grade Differentials

Examination of the 1976 minority census indicates the following grade differentials.

1. Minority women employees versus white men employees:

<u>Most of the minority women</u>	<u>Most of the white men</u>	<u>Differential</u>
GS-6	GS-12	6 grades

2. White women employees versus white men employees:

<u>Most of the white women</u>	<u>Most of the white men</u>	<u>Differential</u>
GS-1 to -4	GS-12	8 grades

3. Minority men employees versus white men employees:

<u>Most of the minority men</u>	<u>Most of the white men</u>	<u>Differential</u>
GS-11	GS-12	1 grade

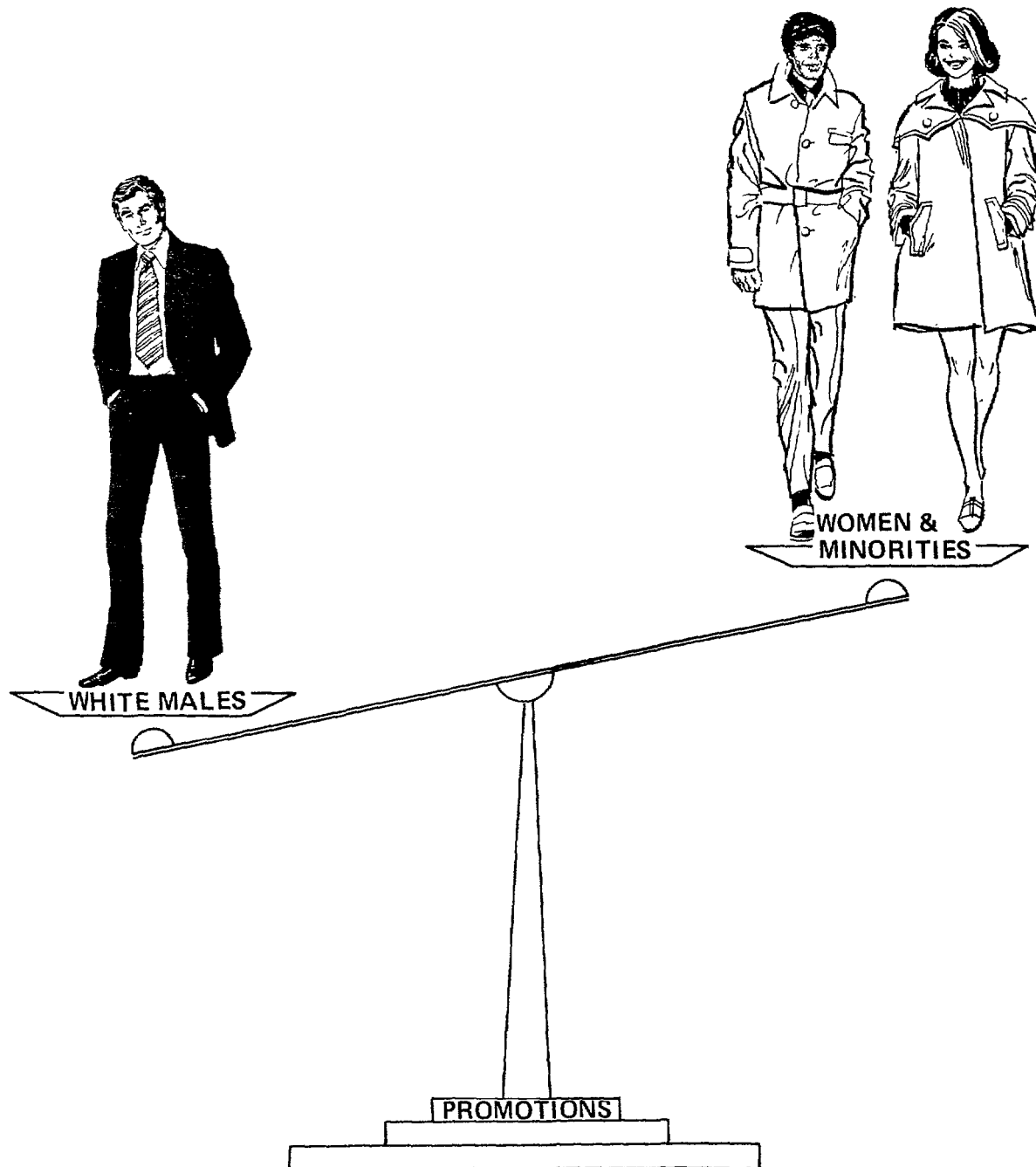
VI. Scale of Opportunity

The following table shows the ranking of each group of employees according to the scale of opportunity in GAO, based on the analyses in items I-V.

<u>Group</u>	<u>Scale of Opportunity</u>
White men	1 (Highest)
Minority men	2
White women	3
Minority women	4 (Lowest)

See appendix II for GAO's September 1977 profile of employees.

Scale of Opportunity



EEOAC's RECOMMENDATIONS:

1. The Council asks the Comptroller General to implement a plan for accelerating promotion of minority women, minority men, and white women so as to balance the scales of opportunity in the same ratio as the composition of minorities and women in the workforce (35:100, except GS-9 to -11) by 1979-80.
2. The Council asks the Comptroller General to change the Affirmative Action Plan format for presenting GAO workforce statistics.

COMPTROLLER GENERAL'S RESPONSE:

To respond to the first recommendation, we need to look at some recent history. On page 14 is our statistical progress over the last 5 years. Important facts to consider concerning our progress include:

- In fiscal years 1973, 1974, 1975, and 1976 our annual hiring level for professional minorities and women combined has been about 36-38 percent (almost equally distributed between minorities and women) of hires. Importantly, the actual number of people hired has been large, so we've been able to significantly affect the agency's employment profile.*
- GS-11 is the grade where we have made the big breakthrough in terms of achieving "representative parity," i.e., a function of the percentage of minorities and women in the total GAO workforce. That is, in 1977, minorities account for 16.9 percent of the total workforce and 19.6 percent of GS-9s and -11s. For women, the corresponding percentages are 30.3 and 29.9.*
- For GS-11s only, minorities are 20.9 percent and women 27.9 percent. (These percentages aren't shown on the chart because the figures are presented in grade clusters.) Averaging the 1972-77 change in GS-11 workforce representation over the 5 years, we've increased minorities and women at an annual rate of about 3 percent.*
- We haven't done nearly as well in grades above GS-11, for several reasons. For example, the great bulk of our professional hiring is done at grades GS-7 and -9, and it takes a certain timespan for all professionals to move up through the grade structure. Also, we've hired relatively small numbers at the upper levels, and, when we have, the minority and female goals have generally been achieved. But because the total number of upper-level hires has been low, the number of minorities and women has also been low, compared to the entry-level intake.*
- Also significant is the fact that in 5 years our GS-9 and -11 population has shrunk by 380 persons, against an increase of 588 in GS-12 and -13. Percentagewise, this makes it easier to achieve parity in GS-9 and -11, since the number of minorities and women is divided into a smaller GS-9 to -11 universe to get the percentage. Put another way, if our GS-12 and -13 population had remained static, women in these grades would today account for 13.5 percent of all GS-12s and -13s, instead of the 9.2 percent shown on the chart.*

Looking at what we face in the future (e.g., registers having primarily white males, our hiring being more limited under a "no-growth" posture, and continuance of hiring replacements at entry levels), we do not believe we can expect to make any better progress than we have in recent years. In fact, it may be very difficult just to maintain our past achievement levels. This means that parity by 1979-80 in all grades above GS-11 is completely out of the question. A more realistic goal would be 15-20 years.

The only way to achieve this parity (in less than a minimum of 15-20 years, according to our goals and timetable calculations) would be: to vastly increase the number of positions at GS-12 and above—either by firing the white men now in these slots or through the appropriations process; to hire large numbers of women and minorities at these higher grades—which would require short-circuiting the Civil Service process; or to push up through the system minorities and women now in GAO at GS-11 and above—which, again, would require dropping such requirements as 1-year time in grade, merit promotion, etc.

Regarding the second recommendation, that we should change our statistics-reporting format, we believe that our standard format should continue to be used in the Affirmative Action Plan. We did, however, develop an additional format (see p. 29) for the Action Plan along lines proposed by EEOAC. It was reviewed by the EEOAC chairman, who said it satisfied the group's request.

General Accounting Office
Analysis of GS Employees by Grade and Minority Status
as of July 1, 1972, and July 1, 1977

	Total all employees*		Total minority		Total nonminority		Total men		Total women	
	1972	1977	1972	1977	1972	1977	1972	1977	1972	1977
All GS	4764	5331	688	902	4076	4429	3502	3718	1262	1613
% of total			14.4	16.9	85.6	83.1	73.5	69.7	26.5	30.3
GS- 1	5	30	2	23	3	7	4	2	1	28
2	30	71	21	47	9	24	9	18	21	53
3	152	123	70	35	82	88	30	27	122	96
4	381	221	248	88	133	133	78	53	303	168
Total 1-4	568	445	341	193	227	252	121	100	447	345
% of total	11.9	8.3	60.0	43.4	40.0	56.6	21.3	22.5	78.7	77.5
GS- 5	240	307	118	134	122	173	23	31	217	276
6	166	270	70	123	96	147	16	10	150	260
7	300	305	34	79	266	226	188	134	112	171
8	71	47	5	11	66	36	39	2	32	45
Total 5-8	777	929	227	347	550	582	266	177	511	752
% of total	16.3	17.4	29.2	37.4	7.08	62.6	34.0	19.0	66.0	81.0
GS- 9	750	438	47	79	703	359	605	297	145	141
10	16	6	—	—	16	6	10	2	6	4
11	674	616	35	129	639	487	585	444	89	172
Total 9-11	1440	1060	82	208	1358	852	1200	743	240	317
% of total	30.2	19.9	5.7	19.6	94.3	80.4	83.4	70.1	16.6	29.9
GS-12	606	1026	21	92	585	934	566	908	40	118
13	666	834	11	38	655	796	647	780	19	54
Total 12-13	1272	1860	32	130	1240	1730	1213	1688	59	172
% of total	26.7	34.9	2.5	7.0	97.5	93.0	95.4	90.8	4.6	9.2
GS-14	464	633	2	16	462	617	459	612	5	21
15	170	317	2	6	168	311	170	312	—	5
Total 14-15	634	950	4	22	630	928	629	924	5	26
% of total	13.3	17.8	.6	2.3	99.4	97.7	99.2	97.3	.8	2.7
Total 16-18	73	87	2	2	71	85	73	86	—	1
% of total	1.5	1.6	2.8	2.3	97.2	97.7	100	98.9	—	1.1

* Percentages in this column show that portion of the total workforce which is clustered in certain grade groupings.

NEW COMPETITIVE SELECTION SYSTEM

The Council is concerned about the impact that the Competitive Selection Process (a part of the Career Management System) will have on minorities and women. There are five areas we wish to cover here.

1. Selections for Promotions Under the Competitive Selection Process

We obtained data from the EEO Office concerning the number of selections under the Competitive Selection Process (for GS-13s through GS-15s). The information is broken out by sex and racial background. We know the number of applicants and applications for each round and the number of different individuals applying for each round, except for white males.

We noted that 70 percent of the white female applicants during the first three rounds made certificates and 33 percent of them were selected. In contrast, 70 percent of the white male applicants made certificates and 16 percent were selected. (There were 30 white female applicants and 10 were selected, compared to 720 white males from whom 114 were selected.) With respect to minorities, there were six female applicants, one of whom was certified but not selected. There were 18 male applicants, 4 of whom were certified and 1 of whom was selected.

As a group, white women had the highest ratio of selectees to applicants. Yet the low number of women and minority applicants accounts for the fact that they represent less than 10 percent of the 125 positions filled through the competitive selection system for the first three rounds.

We would like to point out that, according to employee selection guidelines written by the Departments of Justice and Labor and the Civil Service Commission, the first three rounds in GAO's Competitive Selection Process indicate an adverse impact on minorities. If this pattern continues, and if these guidelines are valid, GAO's policies could be viewed as discriminatory. It would then be up to us to correct the discrimination.

For the first three rounds, 83 percent of the selectees obtained positions advertised within their own division/office; 17 percent were chosen from outside their advertising division/office. (In 2 percent of the latter cases, no one from inside the division/office was on the certificate.)

It appears that most people start out thinking that the process by which the selection panels screen applicants is very fair, but end up with a less favorable attitude after the panels meet.

There is concern over the lack of uniform criteria in making performance ratings for candidates and in the way education, professional development, and awards are weighted. Fortunately, the CMS Committee and the task force are aware of these problems and are working on improvement.

There is also concern that selecting officials are not interviewing candidates on the certificates but are selecting those people they already know from within their own divisions. Some people feel that selectors still have the same old rationales and biases in selecting people, such as time in grade and race and sex preferences, and that the new system is promoting the same persons who would have been promoted in the old system.

2. Upper-Level Hires' Perception of the System

Some upper-level hires believe they are at a disadvantage under the new system because they are not GAOers who have risen through the ranks, as most panelists and selecting officers are. They believe their experience outside GAO is discounted.

3. Number of Applicants Versus Eligible Persons

As for eligible minority applicants, 64 men and women were eligible to apply for the 125 positions advertised in the first three rounds (meaning they had the time in grade to apply). Forty-one were in headquarters, and 23 were in the field. Twelve minority persons applied from headquarters and 10 (all men) applied from the field. Thus, 34 percent of eligible minorities applied. (We don't have the same information yet for white women or white men.)

We noted that, of the 2,157 applications made for the first three rounds, 2,023 were made by white males, 12 by minority women (representing 5 individuals), 50 by minority males (representing 17 individuals), and 72 by white women (representing 30 individuals). One minority male was selected for a field position. No minorities were selected for headquarters positions. We don't know why more white women and minorities haven't applied.

4. Promotions Within the Career Ladder

We are concerned with the criteria used to promote auditors in their career ladder. Presently there are no standard criteria and it is a mystery as to when you are to get promoted. The proposed Career Management System master plan called for criteria to have been developed by September 1977. We are glad something is finally being done because we think this lack of standard criteria has created a morale problem.

5. Information Dissemination

Another morale problem is misinformation or lack of information. We believe it is imperative—for the morale of GAO employees and the productivity of the Office—that employees be informed about what is going on concerning the Career Management System. Some employees tend to be suspicious of management and its motives and actions. Lack of information feeds that suspicion. Employees have often felt left out of the new process. They don't know what goes on in the CMS meetings and they don't believe their input is desired. We are pleased that the Career Management System Task Force, in conjunction with members of the Youth Advisory Council, the Women's Advisory Committee, and EEOAC, plans to disseminate more information concerning CMS through supplements to the *Management News*.

We believe it is still too early to draw any valid conclusions about the Competitive Selection Process. The EEO Office is planning to do some interviewing and followup with minorities to get a better picture of their perceptions of the process and to find out why they are not applying more often. Also, on May 19, 1977, a new GAO order about competitive selection was issued which should help clarify the new process.

COMPTROLLER GENERAL'S RESPONSE:

We recognize that there are additional refinements needed in this system and, as noted below, we have a number of things underway along these lines. Overall, however, we believe the new system offers many advantages over the old, not the least of which are:

- everyone knowing about openings and having an equal chance to compete and*
- the system not being "individual" controlled (i.e., sponsors deciding who gets promoted and when).*

Our comments, by area of concern expressed by EEOAC, follow.

1. Selections for Promotions Under the Competitive Selection Process

a. Area of Concern. A projection of results from rounds one through three (Job Opportunity Announcements 300-389) of competitive selection suggests an adverse impact on minorities. EEO Office data show that 64 minorities (male and female) were "eligible" to apply for 1 or more of the 125 positions involved, that 22 applied, and that 1 was selected.

Comments. Taken alone, the figures have little meaning. We do not know how the 22 (34 percent) who applied compare qualitatively to white male applicants, nor why 42 minorities did not apply. It should be emphasized that use of time in grade as the sole criterion of eligibility is deceptive. Other factors influence the decision of whether or not to apply, including unattractiveness of particular vacancies (stemming from the nature or geographic location of advertised positions); perceived noncompetitiveness when a potential applicant considers that he/she merely meets the minimum of 1 year in grade (Monitoring and Evaluation Report No. 2 shows that selectees in rounds one and two had a mean of 46 months in grade); and a discouraging Performance Appraisal or Appraisal of Potential, either of which can lead to a potential applicant's withdrawal prior to filing. Some answers to this concern should be provided by a study to be done by the EEO Office (see item 3). Had EEOAC's analysis extended through round five, it would have shown six minority selections—four Hispanic males (one promoted, three laterals), one black male (lateral), and one American Indian male (promoted).

b. Area of Concern. Lack of uniform criteria for Performance Appraisals.

Comments. The deficiency has been recognized by the Career Management Committee (CMC). The Career Management System Task Force analyses have highlighted the interunit variations in composite "scores," and these contributed to the decision to abandon use of the Performance Appraisal (Form 505) in competitive selection. A new Form 503A has been drafted and will replace Form 505. In addition, draft Behavioral Anchored Rating Scales (BARS) were developed with the assistance of a consultant and are currently being revised and refined by the task force through a questionnaire/workshop/validation process. A special effort is planned through the counseling program to educate GAO in the proper use of BARS. Pilot testing of the BARS counseling worksheet will begin in the New York and Norfolk regions and in CED in late fall. Refinement and further testing will follow with the help of HRD and LCD. All professional staff will be oriented to the new BARS appraisal process during calendar 1978.

c. Area of Concern. Dissatisfaction with the evaluation, by screening panels, of education, professional development, and awards.

Comments. As noted by EEOAC, this problem has been recognized by CMC, and steps have been taken to resolve it. During round five (Job Opportunity Announcements 400-430), the task force's monitoring and debriefing of screening panels concentrated specifically on evaluation of these factors. At its August 1 meeting, CMC decided to reduce the weights of training and development (from two to one-half) and awards (from one to one-half). In addition, OPDS is instructing each panel member to give advanced degrees the same weight, whether achieved before or after coming to GAO.

d. Area of Concern. Selecting officials had not interviewed certified candidates.

Comments. CMC (May 24) decided that, beginning with Job Opportunity Announcement 401, all certified candidates would be interviewed. This decision has been communicated to selecting officials, and the task force has worked with the Competitive Selection Unit of OPDS to develop implementing details.

e. Area of Concern. Selecting officials have demonstrated a bias regarding time in grade.

Comments. Monitoring and Evaluation Report No. 2 showed that the main correlation between time in grade and certification or selection is negative, to the extent that candidates with extensive time in grade tend to receive low experience and appraisal scores and thus do not appear on certificates.

f. Area of Concern. Competitive selection is promoting the same persons who would have been promoted under the previous system.

Comments. It is indeed difficult to respond to this criticism unless its thrust is intended to be the corollary that few vacancies have been filled by candidates from units external to the advertising unit. Among the reasons why selecting officials lean toward internal candidates are: relocation delays can be avoided or curtailed, and supplemental evidence of the abilities and potential of internal selections favorably affect morale within the advertising unit. In the absence of a policy decision to establish quotas, external selections almost certainly will remain the exception. Competitive selection does ensure that persons throughout GAO learn about, and can compete for, many positions in units other than their own. It is also important to recognize that screening panels stand between a selecting official who might be inclined to select internally (and his/her opportunity to do so). Unless a panel certifies a candidate as best qualified, that candidate cannot be selected. Task force monitoring data show that different panels, evaluating the same candidate who has applied for several similar jobs in the same round, generally achieve a substantial degree of consistency in evaluating that candidate. This consistency should be enhanced once the SF-171 form used to date by panels is replaced by a specially devised form to detail work experience, training, professional development, and awards.

2. Upper-Level Hires' (ULHs') Perception of the System

Comments. ULHs who apply for specialist jobs (e.g., many of those which have been advertised by MSO and PAD) have done well. The expertise which initially made them attractive to GAO continues to make them competitive. Conversely, ULHs who apply for mainstream GAO audit positions have not been as successful. It is difficult to see how competitive selection has made ULHs any more or less disadvantaged.

3. Number of Applicants Versus Eligible Persons

Comments. As noted in the EEOAC report, the EEO Office plans to interview minorities who had not applied in the first three rounds of competitive selection. Such an effort would test the three assertions set forth as to why persons do not apply. (Related comments are included in item 1.a.)

4. Promotions Within the Career Ladder

Comments. The task force is working on standardized, behaviorally based criteria for promotions within the career ladder. Questionnaires were distributed to selected GS-9s, -11s, and -12s, responses analyzed; a series of workshops will be held during August to validate responses, and BARS instruments will evolve both for career ladder and above-career ladder (i.e., competitive selection) evaluations.

5. Information Dissemination

Comments. Those involved in the development, refinement, and implementation of competitive selection have been aware of the importance of timely and comprehensible information about the process. Part of the approach to make sure employees were kept informed was to have liaison representatives of EEOAC, YAC, and WAC participate in CMC meetings and work with the task force to help disseminate information. More recently, these representatives have been working with the task force to plan specific ways of carrying out their roles. We have also published the results of the first three Monitoring and Evaluation Reports in Management News, and a question and answer brochure will also be published soon.

EXECUTIVE-LEVEL TRAINING

Executive training is an area which deserves attention if GAO is to improve its minority and female profiles at the executive level. Since this type of training is important in preparing managerial employees for executive positions, we feel that more women and minorities should receive executive training to increase their chances of being considered for top-level jobs.

Division directors have the prerogative of recommending or nominating employees to attend executive training, and past history indicates that their selection of women and minorities leaves room for improvement. Out of 10 such training courses offered to GAO personnel, women and minorities have participated in only 4, as follows:

<u>Course</u>	<u>Total attended</u>	<u>Minorities/women attended</u>
Fellowship in Congressional Operations	12	1 white woman
Executive Seminar Center	239	12 women and minorities (6 minority males 2 minority women 4 white women)
Intergovernmental Affairs Fellowship	32	2 women (1 minority woman 1 white woman)
Federal Executive Institute	6	1 minority man

Most executive training courses are offered to GS-14s and above, with a couple of courses being offered to GS-13s. At these grade levels (GS-13 and above), however, the total number of women and minorities is small (143 women and minorities versus 1,613 white men employees); therefore, their chances of getting this training are extremely small.

EEOAC'S RECOMMENDATIONS:

Since executive training is provided primarily for advancement purposes, we believe that qualified women and minorities must receive it if they are to effectively compete for higher level positions. Therefore, we recommend that executive-type training be advertised, with women and minorities being encouraged to apply. This will enhance the EEO profile of GAO.

COMPTROLLER GENERAL'S RESPONSE:

We currently have in process a change in the procedures for selecting individuals for such training, which we believe will be responsive to this recommendation. We expect the new policy to be finalized during August.

Executive Training Offered to GAO Personnel

<u>Name of Course</u>	<u>Length of training</u>	<u>Level of attendance</u>	<u>Number of slots per year</u>	<u>Year to date</u>	<u>Total</u>	<u>Whites</u>		<u>Minorities</u>	
						<u>Males</u>	<u>Females</u>	<u>Males</u>	<u>Females</u>
Fellowship in Congressional Operations	1 year	GS-13	2	Since FY 1972	12	11	1	—	—
Executive Seminar Center	2 to 3 weeks	GS-13 & above	60 (varies)	Since FY 1970	239	227	4	6	2
Intergovernmental Affairs Fellowship (State & Local Government)	10 weeks	GS-14 & above	3	Since FY 1970	32	30	1	—	1
President's Executive Interchange Fellowship (to Private Industry)	1 year	GS 14 & above	1	Since FY 1973	4	4	—	—	—
Formal Classroom Training Dartmouth	4 weeks	GS-15 & above (sometimes 14s)	2	Since FY 1974	7	7	—	—	—
Penn State	4 weeks		2	Since FY 1971	8	8	—	—	—
Harvard	3 weeks	GS-16 & above	1	Since FY 1976	2	2	—	—	—
Federal Executive Institute	3 weeks	GS-16 & above	4	Since FY 1975	6	5	—	1	—
	7 weeks	GS-16 & above	4	Since FY 1969	23	23	—	—	—
Brookings Institute	1 & 2 weeks	GS-16 & above	5 or 6	Since FY 1965	73	73	—	—	—
Industrial College of the Armed Forces	1 year	GS-14 & above	1	Since FY 1967	10	10	—	—	—

STATUS OF GAO SUPPORT STAFF

This year the Council studied the problems of GAO's support staff—particularly in the areas of advancement, training, and proper use of skills. We found that, overall, lower-level employees see lack of communication among upper-level management, supervisors, and themselves as a major dilemma. We feel that the following recommendations will help solve this problem and the others that we have discovered.

To determine what problems existed, a questionnaire was developed, distributed, and analyzed by the Council. Following are some of the major problem areas, as perceived by lower-level employees, and our recommendations.

Problem No. 1 is the failure of supervisors to make full use of employees' abilities and skills—resulting in employees' loss of skill, due to misuse, and their loss of a sense of accomplishment.

Our recommendation is to train supervisors to make full use of their employees' skills. (This solution is addressed later as part of an overall recommendation for a supervisory training program for support staff supervisors.)

Problem No. 2, as perceived by support employees, is training: on the job, internal (in house), and external.

On-the-job training: As indicated in a majority of questionnaires returned, there is very little on-the-job training. Most employees said very little time was allocated to train new employees initially and there was no time for further training, if needed. Many employees said they learned by "trial and error."

We recommend that supervisors be assisted in developing and implementing a complete on-the-job training program and provide employees equal training so no employee feels discriminated against. Again, we emphasize that supervisors should be trained to train their employees properly.

Internal training: At present, several in-house secretarial courses and one basic English course are offered to support staff. Employees said they would like to see other than secretarial courses offered.

Our recommendation is to do a needs assessment and then, if appropriate, revise and update the current internal training program for support staff to meet the results of the assessment.

External training: Most support employees don't know GAO's policy on external training but believe that GAO will approve payment only if the course is directly related to their job. For example, they believe that if a secretary wants to take an accounting course to become better qualified to enter the professional ranks or the Upward Mobility Program, GAO will not pay for that course. The Council feels that the GAO policy on external training isn't clear to all employees, and more often than not leads to misinterpretation.

We recommend, therefore, that GAO's external training policy be clarified for all employees, especially support staff, as soon as possible.

Problem No. 3 comprises three areas of concern to support personnel: (1) career ladders and their stringent entry-level requirements, for which, we might add, there is no present training, (2) dead-end jobs which move at one-grade intervals and peak at low grades, and (3) competitive positions wherein an employee must compete at every grade level—notably, secretarial positions.

We strongly recommend looking into the feasibility of restructuring support staff jobs at GAO. The Office of Personnel Development and Services should study the best and most effective way to accomplish this. For example, OPDS might determine how the secretarial series 318 could be expanded to allow movement to administrative assistant/officer (series 341) or research assistant. Such a study should determine the full extent to which (1) persons are doing jobs much beyond their own series requirements, (2) the nature of such activities, (3) whether the present GAO job structure can accommodate any job changes, and (4) the need for such job restructuring.

We believe that secretarial and other support positions should be restructured or properly classified to prevent any future reclassifications or downgradings because of inaccurate descriptions.

We are aware that, based on the recent Civil Service Commission investigation, a GAO task force has been established to look at job structures of certain secretarial positions and to attempt to come up with a systematic approach to office management—such as work flow. While this is a worthy effort, we still feel there is a need for job restructuring among other support positions as well.

We have a second recommendation along these lines: that the Office of General Counsel reconsider establishing paralegal positions so that those employees with the capabilities, skills, knowledge, and experience in OGC can move up to more responsible and rewarding positions.

Problem No. 4. While examining the intra-division/office awards system, we found that awards seemed to be given out equally among support staff and auditors. However, we believe that GAO needs other types of rewards for its employees.

One of our recommendations is to establish special awards for support staff—such as peer and group awards and more quality step increases. Other than promotions, rewards could be

- a “supervisor for a day” program,
- a physical fitness program,
- inter-office/division programs and activities,
- changes in the work environment, and
- special parking facilities.

Problem No. 5. After reading OIR’s reports on EEO activities we have discovered that the merit promotion system is improving, although it is still somewhat confusing because of constant change. We feel that the area of this system that most needs improvement is counseling. There is too little performance counseling on a regular basis between supervisor and employee; too little substantive, direct, honest counseling at annual appraisal time; and no career development counseling whatsoever. All this makes us agree with the support staff’s contention that there is an overwhelming communication problem in GAO. At times this communication problem is perceived as poor management and/or discrimination. Many times, top-level management does not realize there is a problem until it is too late. It appears that, up to this point, there has been no effort in solving this problem.

And in this regard, we wish to make the following two recommendations.

1. Develop and implement a supervisory training program for support staff supervisors on a priority basis. We believe OPDS could develop such a program which would train supervisors in general management responsibilities, personnel-related information and policies, and aspects of effective communication.
2. Establish and implement a career-planning program. We believe this is vital, since there is no structured program at this time to show most support employees how to set career paths or goals for themselves. (We are pleased with two developments in this regard: (1) OPDS has recently issued a booklet, called the *Career Planning Guide*, for support staff and (2) the Career Management Task Force is now working on a Career Planning Program for all employees, which we understand is to be implemented within the next year.)

EEOAC'S RECOMMENDATIONS:

In summary, our recommendations are:

1. To develop and implement a supervisory training program for support staff supervisors.
2. To restructure certain support staff jobs.
3. To develop a more extensive training program for all support staff.
4. To develop and implement a new rewards system for support staff.
5. To develop and implement a career planning and counseling program for all support staff.

COMPTROLLER GENERAL'S RESPONSE:

We have a number of efforts underway looking at various aspects of our support staff. These include:

- secretarial grade study,*
- office systems design study (includes a pilot operation in FPCD),*
- secretary occupational study,*
- briefings of support staff on the use of the Career Planning Guide, and*
- reconvening the Upward Mobility Task Force to consider changes needed.*

These efforts have surfaced similar recommendations, and we are in the process of developing a proposal on how to address such issues.

As a minimum, we will do a "needs assessment" which will address both the job structuring and training issues (EEOAC recommendations one through three). We also recognize the need for new reward systems (EEOAC recommendation number four) and, in fact, have been experimenting in the Office of Controller where rewards can be matched with performance.

Whether we go to a comprehensive career planning and development system for support staff (EEOAC recommendation number five) is dependent on many things. The argument can be raised that, in the short term, we can get the best results by addressing individual issues as we have been. On the other hand, we may be better off in the long run if we develop a master plan, similar to the Career Management System's plan, to guide our efforts. We are currently thinking through this question and expect to have a proposal for proceeding by September.

In addition to the above, the following actions are related to the EEOAC concerns:

- an analysis of external training, to see that support staff get an equitable share, will be done shortly and*
- the role of support staff in GAO's work life will be addressed by a directors' problem-solving group in the near future.*

UPWARD MOBILITY PROGRAM

There is concern, on the part of many of GAO's support staff who are looking to improve their career opportunities, that there is an apparent de-emphasis and reduction of Office support for the Upward Mobility Program.

COMPTROLLER GENERAL'S RESPONSE:

We believe that there must be some misunderstanding, since the program has not been changed. More specifically:

- Due to the decentralization of GAO's budget process and the delay in obtaining GAO's final budget authorization from the Congress, we have not announced the planned upward mobility opportunities in advance, as during previous fiscal years. This delay should not be viewed as a de-emphasis of the program because management, in line with the original task force's recommendations, plans to continue to provide opportunities for career mobility and advancement to all GAO employees.*
- Currently, there are 35 participants in the program. An additional 10 employees will begin program training in the Field Operations Division in fiscal year 1978. Also, we plan to contact the divisions/offices to determine their needs for fiscal year 1978. In prior years, we have averaged approximately 45 employees in the program in a given fiscal year. As you can see, there will be 45 participants at the beginning of the fiscal year.*

We appreciated the opportunity to comment and believe that in most cases we are addressing concerns raised by EEOAC. In those cases where the action is not complete, we will advise you of our progress on a periodic basis.

APPENDIX I
GAO MINORITY CENSUS, 1976 AND 1975

1976

<u>GS Grade</u>	<u>Minority Women</u>	<u>Minority Men</u>	<u>White Women</u>	<u>White Men</u>	<u>Total</u>
1 to 4	118	33	181	56	388
5	115	13	143	25	296
6	131	3	140	2	276
7	58	32	136	205	431
8	12	2	31	11	56
9	48	69	134	330	581
10	0	0	6	3	9
11	26	75	82	422	605
12	9	41	67	801	918
13	8	29	42	670	749
14	2	12	10	564	588
15	0	7	6	295	308
16 to 18	<u>0</u>	<u>2</u>	<u>1</u>	<u>84</u>	<u>87</u>
	527	318	979	3468	5292

1975

<u>GS Grade</u>	<u>Minority Women</u>	<u>Minority Men</u>	<u>White Women</u>	<u>White Men</u>	<u>Total</u>
1 to 4	119	33	156	42	350
5	126	9	125	26	286
6	110	5	124	2	241
7	57	35	133	237	462
8	9	1	31	15	56
9	44	87	108	313	552
10	0	0	7	4	11
11	10	33	56	463	562
12	8	30	65	764	867
13	5	21	33	633	692
14	0	6	10	531	547
15	0	5	1	272	278
16 to 18	<u>0</u>	<u>2</u>	<u>1</u>	<u>83</u>	<u>86</u>
	488	267	850	3385	4990

**APPENDIX II
GENERAL ACCOUNTING OFFICE
AVERAGE GRADE LEVEL
COMPARATIVE PROFILE
JANUARY 31, 1976, AND SEPTEMBER 24, 1977**

ALL EMPLOYEES

<u>Category</u>	<u>Men</u>			<u>Women</u>			<u>Men & Women</u>		
	<u>'76</u>	<u>'77</u>	<u>Change</u>	<u>'76</u>	<u>'77</u>	<u>Change</u>	<u>'76</u>	<u>'77</u>	<u>Change</u>
All Employees	12.0	12.2	+ .2	6.9	7.1	+ .2	10.6	10.7	+ .1
White	12.2	12.4	+ .2	7.4	7.6	+ .2	11.2	11.3	+ .1
All Minority	9.5	10.2	+ .7	5.9	6.5	+ .6	7.3	7.7	+ .4
Black	8.9	9.4	+ .5	5.9	6.4	+ .5	6.8	7.1	+ .3
Hispanic	10.1	11.5	+1.4	5.5	6.2	+ .7	8.9	9.8	+ .9
Native American	11.4	12.8	+1.4	3.0	0.0	-3.0	10.0	12.8	+2.8
Asian/Oriental	10.9	11.6	+ .7	7.0	7.9	+ .9	9.6	10.4	+ .8

PROFESSIONAL EMPLOYEES

<u>Category</u>	<u>Men</u>			<u>Women</u>			<u>Men & Women</u>		
	<u>'76</u>	<u>'77</u>	<u>Change</u>	<u>'76</u>	<u>'77</u>	<u>Change</u>	<u>'76</u>	<u>'77</u>	<u>Change</u>
All Employees	12.3	12.5	+ .2	10.4	10.8	+ .4	12.1	12.3	+ .2
White	12.4	12.6	+ .2	10.6	10.9	+ .3	12.3	12.4	+ .1
All Minority	10.8	11.4	+ .6	9.8	10.3	+ .5	10.5	11.0	+ .5
Black	10.6	11.3	+ .7	9.8	10.2	+ .4	10.3	10.8	+ .5
Hispanic	11.0	11.6	+ .6	9.3	10.7	+1.4	10.8	11.5	+ .7
Native American	12.0	12.8	+ .8	0.0	0.0	0.0	12.0	12.8	+ .8
Asian/Oriental	10.8	11.8	+1.0	9.6	11.4	+1.8	10.6	11.7	+1.1

APPENDIX III
GENERAL ACCOUNTING OFFICE
ANALYSIS OF GS EMPLOYEES BY GRADE, SEX,
AND RACIAL CATEGORY AS OF JUNE 30, 1977

<u>GS grade</u>	<u>Minority women</u>	<u>Minority men</u>	<u>White women</u>	<u>White men</u>	<u>Total women</u>	<u>Total men</u>	<u>Grand total</u>
1 to 4	149	44	196	56	345	100	445
% of total	33.5	9.9	44.0	12.6	77.5	22.5	
5	122	12	154	19	276	31	307
% of total	39.7	3.9	50.2	6.2	89.9	10.1	
6	118	5	142	5	260	10	270
% of total	43.7	1.9	52.6	1.9	96.3	3.7	
7	61	18	110	116	171	134	305
% of total	20.0	5.9	36.1	38.0	56.1	43.9	
8	10	1	35	1	45	2	47
% of total	21.3	2.1	74.5	2.1	95.7	4.3	
9	29	50	112	247	141	297	438
% of total	6.6	11.4	25.6	56.4	32.2	67.8	
10	—	—	4	2	4	2	6
% of total	0.0	0.0	66.7	33.3	66.7	33.3	
11	45	84	127	360	172	444	616
% of total	7.3	13.6	20.6	54.4	27.9	72.1	
12	26	66	92	842	118	908	1026
% of total	2.5	6.4	9.0	82.1	11.5	88.5	
13	6	32	48	748	54	780	834
% of total	0.7	3.8	5.8	89.7	6.5	93.5	
14	3	13	18	599	21	612	633
% of total	0.5	2.1	2.8	94.6	3.3	96.7	
15	—	6	5	306	5	312	317
% of total	0.0	1.9	1.6	98.1	1.6	98.4	
16 to 18	—	2	1	84	1	86	87
% of total	<u>0.0</u>	<u>2.3</u>	<u>1.1</u>	<u>96.6</u>	<u>1.1</u>	<u>98.9</u>	<u>—</u>
Total	569	333	1044	3385	1613	3718	<u>5331</u>
% of total	<u>10.7</u>	<u>6.2</u>	<u>19.6</u>	<u>63.5</u>	<u>30.3</u>	<u>69.7</u>	

Note to our readers:

We hope you enjoyed reading this newsbrief. We plan to keep you informed of EEOAC matters periodically. If, in the meantime, you have any concerns which you believe the Council should be aware of, members and representatives are always available.

Your EEO Advisory Council