

THE FLEXIBLE WORKING HOURS PROGRAM FOR STATE EMPLOYEES

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FOREWORD

This report on The Flexible Work Hours Program for State Employees was prepared in response to House Resolution No. 195, H.D. 1, adopted during the 1984 Legislative Session.

House Resolution No. 195 requested the Office of the Legislative Reference Bureau to: (1) detail the efforts of the various state departments to date with respect to staggered work hours including discussion of the impact of staggered work hours on state employees and to promote the concept as a means to improve the productivity and enhance the morale of state employees; and (2) examine the potential effects of staggering the hours of public schools.

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Chapter 1

INTRODUCTION

During the past ten years there has been relatively widespread experimentation with flexible work schedules (e.g., staggered hours, flexitour, flexitime, etc.). Providing employees with greater autonomy in scheduling their work hours, flexible work schedules may be an effective means of "enhancing the quality of life, enriching the work environment, and increasing organizational effectiveness."¹ There is current literature that suggests that attachment to the job, tardiness, absenteeism, and work attitudes are favorably affected by flexible work schedules.

Transportation planners have also looked to flexible work schedules as a possible solution to traffic congestion problems.² Such planners have sought to ease traffic peaking by spreading work-arrival and departure times through the use of flexible work hours. Rigid and coterminous work schedules are partly blamed for (1) the construction of "excess" capacity transportation systems to service "peak hours of traffic", (2) "excess" air pollution, (3) "excess" fuel consumption, and (4) "excess" transit operating costs.

During the 1984 Legislative Session, the House of Representatives adopted House Resolution No. 195 (see Appendix A), requesting the Legislative Reference Bureau to prepare a study of the impact of staggered work hours on state employees. The resolution specifically asks the Legislative Reference Bureau to:

- (1) Detail the efforts of the various state departments to date with respect to staggered work hours including discussion of the impact of staggered work hours on state employees and to promote the concept as a means to improve the productivity and enhance the morale of state employees; and
- (2) Examine the potential effects of staggering the hours of public schools.

The resolution also directed the Legislative Reference Bureau to seek the advice and assistance of the Department of Education and Department of Transportation in completing the second part of the study.

The study requested by H.R. 195 should be evaluated in the light of earlier initiatives in this area. Two studies are of particular importance:

- (1) A 1980 survey of supervisors on the issue of flexible working hours issued by the Department of Personnel Service; and
- (2) The 1980 Metropolitan Planning Organization (OMPO) report which examines the feasibility of implementing variable work and school hour schedules in Honolulu.

Act 64, Session Laws of Hawaii 1977, allows the Governor to promote flexible work hours by modifying the office hours of state agencies and

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schools. The Governor implemented the Act by issuing an executive order giving the departments broad discretion in establishing such work hours. In 1980 the Department of Personnel Services issued a report³ two years after the implementation of flexible hours, finding that supervisory personnel reacted favorably to the concept. The department found specifically that supervisory personnel felt that staggered work hours improved productivity, enhanced morale, and lowered absenteeism.

In March 1981 the Oahu Metropolitan Planning Organization released a report to determine the feasibility of implementing alternate work and school hour schedules in Honolulu. This report, the Honolulu Work and School Hour Change Study, was undertaken in recognition of the need for making the most efficient use of the existing roadway and transit system by the State Department of Transportation and the participating agencies of the Oahu Metropolitan Planning Organization. A private research group, Alan M. Voorhees & Associates, was contracted to determine current scheduling characteristics in Honolulu, to develop the most feasible program for implementation, and to estimate the impacts that such a plan would have on peak hour demand. The study made specific recommendations on the organizational structure required to implement the programs and a method to monitor the results of the program. James Takushi, Director of the State Department of Personnel Services, testified in a joint hearing before the House Committees on Public Employment and Transportation on April 3, 1984, that this 1981 report addressed the concerns expressed in House Resolution No. 195.⁴ Moreover, Takushi, stated that "...this report goes so far as to propose several alternatives including staggering school hours and suggests the feasibility and likely impact of each" (see Appendix E: Takushi Testimony).

It should be noted that "staggered hours" is a form of "flexible work hours" which is the term generally applied to all alternative work schedules, e.g., flexitime, flexitour, staggered hours, etc. Although House Resolution No. 195 calls for a study of the impact of "staggered hours" on state employees, for the purposes of this study, the term "flexible working hours" has been substituted for "staggered hours". This is due to the fact that the type of work schedule program authorized by the state government in 1977 allows both staggered work hours and flexitime. Furthermore, the State's program is formally referred to as a "flexible working hours program".⁵

The terms and concepts associated with flexible work schedules are explained in Chapter 2 which also includes a brief summary of the historical background of the subject. Chapter 3 describes the experiences of the federal government with flexible working hours. Chapter 4 provides information on other organizations' efforts with flexible working hours within both the public and private sector. Chapter 5 focuses specifically on the impact of flexible work hours on state employees, including (1) a discussion of the method state departments currently utilize to promote flexible hours to employees, (2) an explanation of factors that inhibit employee participation in flexible hours, and (3) recommendations on how to promote flexible work hours to increase state employee participation. Chapter 6 provides information with regard to the implementation of staggered school hours, and analyzes the potential of flexible work hours to reduce traffic congestion in light of the 1981 Oahu Metropolitan Planning Organization Report. Chapter 7

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generally summarizes the findings and recommendations presented in the previous chapters.

Chapter 2

BACKGROUND AND BASIC PRINCIPLES

Part I. History of Flexible Working Hours

In the United States, the move toward flexible work schedules can be detected as early as the mid-1800's. The force behind the move was the request for a fairer division between work and nonwork hours, i.e., a shorter workweek. This movement culminated in the adoption of the "compressed workweek", or the 10-hour day, four-day, 40-hour week, by numerous American industries in 1970.¹ Employers expected that the "compressed workweek" would improve worker productivity and profits while improving employee morale, relieving boredom, and generally improving the quality of work life. As a result, an estimated two thousand companies with over one million employees began implementing "compressed workweeks".

According to various sources, however, interest in "compressed workweeks" has waned. The Bureau of Labor Statistics published a bulletin--The Revised Workweek: Results of a Pilot Study of 16 Firms (Swerdloff, 1975), evaluating the experiences of industries that had been on compressed work schedules for over a year, and reported that only two per cent of the work force worked less than five days a week and only ten per cent of this group worked 10 hours a day. The Bureau of Labor Statistics report, as well as other studies, have generally concluded that the compressed workweek concept has failed to live up to the expectations of employees as well as those of management. In many cases absenteeism dropped initially, but rose swiftly to the same levels. In some cases tardiness increased while productivity dropped. Employee fatigue, as a result of the longer hours, was seen as the major factor in decreased output, as well as the most frequent worker complaint.

Staggered working hours were introduced in the United States as early as 1926, when staggering employee hours was considered as a means to reduce rush hour congestion in New York City. No staggered working hour schedule was actually put into practice until World War II. Interest in staggered hours waned after the war and did not revive until postwar prosperity and urban expansion brought traffic congestion problems to people's attention once again. In 1970, the New York Port Authority paved the way for staggered work schedules by implementing a staggered hours program in downtown Manhattan. By 1974, similar programs had been launched in many large cities in the United States.²

The United States was formally introduced to the European concept of flexible working hours, termed gliding time, in 1972.³ The Organization for Economic Cooperation and Development sponsored a conference in Paris "to promote diversification and variability in the regulation and allocation of time for work, study, and leisure, under the highest possible freedom of individual choice." Representatives of government and private industry from the United States listened to European employers who spoke of the benefits and advantages of gliding work time. By 1973, twenty-four organizations in the United States, including banks, insurance companies, government offices, and engineering firms had adopted some version of the flexible work

schedules espoused by the European nations. Since 1973, the use of flexible work hours has increased rapidly in the United States. It has been estimated that approximately 13 per cent of nongovernment organizations with fifty or more employees had flexible working hours in 1977. This is the equivalent of 2.5 to 3.5 million workers.⁴

Part II. Basic Principles and Types of Work Schedules

For purposes of this study, the following models of flexible work schedules will be considered: the compressed workweek, staggered work hours, flexitour, flexitime, and group flexibility. Except for the term compressed workweek, definitions and examples of the models listed above are taken from A Flexible Approach to Working Hours by John Carroll Swart, a noted expert on flexible work schedules.⁵

Compressed Workweek

As described earlier a compressed workweek is a full-time workweek accomplished in fewer than the usual five days.⁶ For example, a "compressed workweek" can consist of a 10-hour day, four-day, 40-hour week or 12-hour days, three-day week, 36 hours a week.

Staggered Hours

"Staggered hours is a working-time pattern whereby individuals and groups do their work within different time frames according to a master plan." For example, group I starts work at 7:00 a.m. and ends work at 4:00 p.m., group II starts work at 7:30 a.m. and ends at 4:30 p.m., group III starts work at 8:00 a.m. and ends at 5:00 p.m., group IV starts work at 8:30 p.m. and ends at 5:30 p.m., group V starts work at 9:00 a.m. and ends at 6:00 p.m., etc. (Locally, the most notable employer using this method for its workforce is the United States Navy at Pearl Harbor.)

In most staggered hours schedules, management determines the interval frames, i.e., intervals between the arrival times of the different groups. Employee participation in determining the interval frames and start and end times depends on the particular company and its policy.

Once starting and ending times are established, employees are expected to follow the same schedule every day. In all plans, although employees have the right to state their preferences as to start and end times, management reserves the right to override those preferences. The reason given for this veto power on the part of management is that management is responsible for ensuring that sufficient work coverage is provided at each reporting time. Various factors may be used to determine an employee's specific start and end times, e.g., seniority, merit, order of applying, etc.

Flexitour

"Flexitour is a working-time pattern whereby an employee selects a starting time from an established listing of numerous time frames, and works according to that specific schedule each day until the opportunity becomes available for selecting a different starting time."

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Flexitour differs from staggered hours in that flexitour allows an employee to choose the employee's own starting time instead of being assigned to a particular schedule. Starting time changes may be allowed according to different time schedules, e.g., every month, every year, or every pay period.

According to Swart there are two variations of the flexitour model:

Under the first modification an employee selects a starting time as under the basic flexitour model, but is permitted a degree of deviation on either side of the selected arrival time. In most cases the maximum deviation allowed is 15 minutes. For example, if a schedule of 8:30 a.m. is selected, the employee might be permitted a 15-minute deviation on either side of that time. In this model, if a worker began as early as 8:15 a.m., that would become the individual's starting time for that day and that quarter hour would count toward the completion of that 8-hour day. Conversely, the employee who arrived at 8:45 a.m. would not be considered tardy. However, it would be understood that the basic schedule was 8:30 a.m. and under normal circumstances the worker would be expected to adhere to that tour. Deviation would be expected to occur only on an occasional basis. If the employee should deviate frequently from the selected tour of work, consideration would be given to establishing a new tour.

Under the second modification, the individual also preselects a starting time from the established listing of numerous time frames; however, the schedule may be modified with prior notification to and approval by the supervisor. Such prior notification and authorization would typically be required one day in advance.

Flexitime (Gliding Time)

"Flexitime (gliding time) is a working-time pattern whereby an employee can, on a daily basis and within specific limits, start and finish work at his or her discretion, as long as the person completes the total number of hours required for a given time period." Swart states that in order to understand the flexitime concept, the reader should also be acquainted with the following terms:

- (1) Core time: A designated time period during which all employees must be on the job.
- (2) Flexible starting time: A time band within which an employee is able to begin work at the employee's discretion.
- (3) Flexible quitting time: A time band within which an employee is able to end the workday at the employee's discretion.
- (4) Midday flexibility: A time band in the middle of a workday during which an employee is able to exercise options at the employee's discretion: to work, to take lunch, to engage in off-the-job activities.

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- (5) **Bandwidth:** The entire workday, from the beginning of the flexible starting-time band through the end of the flexible-quitting-time band.

Swart uses two examples to illustrate "flexitime". In both examples the workday is 8 hours long.

Example No. 1:

FST		CORE TIME (excluding lunch break)		FQT	
6:30 A.M.	9:30 A.M.			3:00 P.M.	6:00 P.M.

In Swart's first example, the core-time extends from 9:30 a.m. to 3:00 p.m. A half-hour lunch break is taken at some time within the established core-time band. On both sides of this band there are flexible time bands of 3 hours. Flexible starting time is any time between 6:30 and 9:30 a.m., and flexible quitting time is any time between 3:00 and 6:00 p.m. An employee might come to work at 6:30 a.m. and leave as early as 3:00 p.m., or, the employee might start the workday as late as 9:30 a.m. and leave at 6:00 p.m.

Example No. 2:

FST	CORE TIME	MIDDAY FLEX	CORE TIME	FQT
6:30 A.M.	9:00 A.M.	11:00 A.M.	1:00 P.M.	3:00 P.M.
				5:30 P.M.

Swart's second example differs from the first in the following ways: (1) there is a split core time, and (2) midday flexibility and options are available to the employee between core times. An employee can take a half-hour lunch and work for 8 straight hours, or the employee may take advantage of the midday 2-hour flexible band for personal matters.

According to Swart, the terms, "flexitime", "flexitime", "gliding time", "gliding hours", "sliding time", "sliding hours", "adaptable hours", "variable hours", and "individual flexibility", are synonymous and interchangeable. Each term describes a system whereby starting and quitting time flexibility is provided to the "individual" employee. The private sector tends to use the term "flexitime" while the public sector uses "flexitime".

Group Flexibility

"Group flexibility is a working-time pattern whereby employees, acting as a group--sometimes with and sometimes without direct management participation--decide on a specific work arrival time that remains in effect for one day or a limited number of days."

"Group flexibility" differs from "flexitime" in that the individual employee is not able to select daily, at the employee's discretion, starting and ending times. "Group flexibility" differs from "staggered hours" as follows: (1) formalized interval frames with different starting-times are not a part of the group flexibility plan, and (2) the group-determined arrival time remains in effect for only one day, or for a limited number of days.

Swart gives the example of group flexibility in the sanitation department of a midwestern city. Team members on each truck (3 person teams; may begin their workday any time between 7:00 a.m. and 8:30 a.m.) decide as a group when they'll begin the next workday.⁷

Part III. Hawaii's Flexible Work Hour Programs

State Government

In light of the discussion above, the State of Hawaii's particular flexible work hour program for government workers, as authorized by Executive Memorandum 1977-25 (dated September 19, 1977) and DPS Circular No. 77-11, is by definition a combination of flexitime and staggered work hours. According to state guidelines, employees are allowed to participate in two types of flexible work hours: (1) staggered hours and (2) glide time. The Department of Personnel Services defines these terms as follows:

Staggered Hours: A flexible hours program in which employees arrive at and depart from work during the flexible bands at fixed-time intervals (such as 15 minutes) set by management. Employees are afforded an opportunity to request start-end times, and thereafter arrive daily at those times. An employee may subsequently request consideration for an adjustment to his start-end time.

Glide Time: When an employee of a work unit is authorized to start work at any time during a given time span within the flexible band, and may change this starting time daily. The employee must work his normal number of hours (8 in the case of full-time employees) before departing for the day.⁸

The State's flexible work hours program, by operation however, is primarily a flexitour or modified staggered hours program.⁹ State departments queried have indicated that employees participating are afforded some discretion when deciding on starting times; however, once a time has been selected (subject to management's approval), employees are required to start work daily at their selected times.¹⁰

City and County of Honolulu

The City and County of Honolulu has also established flexible working hours for its employees. Alternative work scheduling was applied to most departments with the following purposes in mind: (1) to provide all eligible employees the opportunity to participate in setting their own work hours within specified time limits, (2) to improve productivity and ultimately provide better service to the public, and (3) to provide a measure of relief during peak-hour traffic. Pursuant to a 1973 Department of Civil Service circular, approved by the mayor, all department heads were made responsible for the implementation of the staggered hours-flexitour program within their respective areas. Further, department supervisors were encouraged to shift work duties, e.g. alter crew-type situations, so as to include the largest number of City and County workers.¹¹

According to City and County policy, department heads are encouraged to make available opportunities for employees to choose starting and ending times on the basis of individual needs, so long as those preferences can coexist with the duties of the departments. City and County offices are required to be open to the public between the hours of 7:45 a.m. and 4:30 p.m. Monday through Friday except on legal holidays. These office hours must be incorporated within the specific flexible schedule adopted. Starting times in the staggered hours-flexitour program are between the hours of 6:00 and 9:00 a.m. and ending times are between the hours of 2:45 and 5:45 p.m., provided that the 8-hour work requirement is met by employees.

With regards to the definitions given earlier in this chapter, when individual employees are able to choose different starting and quitting times on a daily basis, flexitime may be said to be in operation. On the other hand, when it is management that designates interval frames and time frames to which employees are assigned, this is staggered hours. In the City and County of Honolulu plan, employees are afforded some opportunity to select work frames which is one aspect of flexitour. Employees, once they select a particular work frame, however, usually are not permitted to choose different work tours. Thus, Honolulu's flexible work program incorporates a staggered hours system possessing some aspects of flexitour.

According to an as yet uncompleted study of the status of Honolulu's flexible hours program, approximately 12.6 per cent of eligible employees are currently participating in the City's flexible work hour program.¹²

Part IV. Summary

There has been relatively widespread experimentation with the various flexible work schedules described, i.e., compressed workweek, staggered work hours, flexitour, and flexitime. Although employees on compressed workweek schedules seem to enjoy more time autonomy with regard to the workweek (they have an extra day off during the week), the common denominator of these schedules is that they provide workers the opportunity to exercise some discretion in defining the time dimensions of their work day. The systems are different from one another primarily by the amount of discretion that the employees are permitted to exercise in creating their work schedules.¹³

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As explained, the expected benefits, e.g., decreasing overtime wages, reducing absenteeism and improving efficiency, from implementation of compressed workweek schedules were generally achieved.¹⁴ Not all results, however, were positive, and in some cases tardiness increased and scheduling became difficult. Increased employee fatigue, and its effect on productivity were also seen as a major negative aspect of compressed workweek schedules. Most authorities presently agree that interest in compressed workweek schedules has significantly waned.¹⁵ Further, implementation of compressed workweek schedules has been limited primarily to small firms (predominantly dealing in manufacturing and services) which are nonunion.

The other forms of flexible work hours, e.g., staggered work hours, flexitour, and flexitime, have not declined in popularity. Studies have indicated that certain employee responses, i.e., organizational attachment and attendance, performance, job stress, off-job satisfaction, and job attitudes, are positively affected by these forms of flexible work hours.¹⁶ One explanation¹⁷ for the positive relationship between the employee responses mentioned above and staggered hours, flexitour, and flexitime (which may also explain the continued popularity of these work schedules) is that the schedules (1) provide for a more efficient utilization of the human 24-hour clock (i.e., employee circadian rhythms) and (2) can decrease the amount of stress (e.g., work arrival-related stress, and stress over work and nonwork time demands) experienced by some employees. Furthermore, both the more efficient use of the human 24-hour clock and decreased stress contribute to work adjustment by allowing an increased alignment between the employee's abilities and the ability requirements of the job which results in an increase in performance. Such work schedules also help to fulfill the employee's need for autonomy (independence) and decision making participation, and the need for a balance between work and personal time demands.

Chapter 3

FEDERAL GOVERNMENT EXPERIENCES WITH FLEXIBLE WORKING HOURS

Part I. History of Flexible Working Hours in the Federal Government

A discussion of flexible working hours in the United States government could not be initiated without first looking at the federal laws affecting such alternative work schedules.

Federal Laws Affecting Flexible Work Schedules

The Walsh-Healey Governments Contract Act of 1936, title 41 U.S.C. §§35 to 45, regulates companies with government contracts exceeding \$10,000, and in instances where the contract provisions call for the manufacturing or furnishing of materials, supplies, articles, or equipment. Companies that fall under the Walsh-Healey Act are required to pay nonexempt employees a minimum of 1-1/2 times the basic hourly rates for time worked in excess of 8 hours a day or 40 a week. The overtime pay requirements of the Walsh-Healey Act affect those government contractors using compressed schedules where the number of hours worked a day exceeds 8 hours, and also those employers with flexible schedules whose employees are allowed to bank and borrow time by working more or less than 8 hours a day at the employees' convenience.

Flexible work schedules are similarly affected by the overtime pay requirements found in the the Fair Labor Standards Act. The basic policy of the Fair Labor Standards Act of 1938, title 29 U.S.C. §§201-219, was to eliminate, "...in industries engaged in commerce or in the production of goods for commerce, labor conditions detrimental to the maintenance of the minimum standards of living necessary for health, efficiency, and general well-being of workers."¹ In order to effectuate those principles, the Fair Labor Standards Act established minimum wages and maximum hours for employers engaged in interstate commerce or in the production of goods for interstate commerce. The Act also standardized the 8-hour workday and 40-hour workweek. Flexible work hours were affected with the establishment of a time-and-a-half pay requirement for work in excess of 40 hours a week.

The Fair Labor Standards Amendment of 1974² redefined "employer" to include a public agency and deleted text which excluded from such term the United States.³ Coverage of the Fair Labor Standards Act was expanded to all federal employees. After 1974, a plan to implement alternative work schedules within the federal employee work force had to take into consideration the overtime-compensation rates required by the Fair Labor Standards Act. In addition to the Fair Labor Standards Act requirements, a flexible work hours plan for federal employees also has to contend with sections 5542(a), 5543(a)(1), 5544(a), and 5550 of title 5, United States Code, as well as section 4107(e)(5) of title 38, United States Code, each of which requires premium pay for time worked in excess of 8 hours a day or 40 hours a week.

FEDERAL GOVERNMENT EXPERIENCES

The Work Hours Act of 1962 (Contract Work Hours Standard Act, title 40 U.S.C. §§327-332), also has provisions that may affect flexible work schedules. The Work Hours Act of 1962 was enacted "to establish standards for hours of work and overtime pay of laborers and mechanics employed in work done under contract for, or with the financial aid of, the United States, for any territory, or for the District of Columbia."⁴ This Act required contractors in federal government construction projects to pay nonexempt employees a minimum of 1-1/2 times the basic hourly rates for time worked in excess of 8 hours a day or 40 hours a week.

The Origins of Flexible Work Hours in the Federal Government

The Social Security Administration. The Social Security Administration, located in Baltimore, Maryland, was the first major federal agency to experiment with flexible working hours. In 1974, a "flexitime" system was implemented in eight large bureaus and offices of the Social Security Administration. The flexitime program used in the Social Security Administration is a program that allows an employee to decide the employee's 8-hour workday on a day-to-day basis. The majority of workers who participate in the flexitime program are nonexempt employees, i.e., employees subject to the overtime pay requirements of the federal laws. Some managers as well as a few professional and technical employees also participate.

In order to understand the flexitime system implemented by the Social Security Administration, the particular program introduced at the Social Security Administration's Bureau of Data Processing is described in the following paragraphs.

Flexitime was introduced at the Bureau of Data Processing in April 1974. The Bureau was comprised of 350 office workers employed at two locations in the Baltimore area. The following is a schematic diagram of the system used at the Bureau:⁵

FST		CORE TIME (excluding 30-minute lunch break)		FQT	OVERTIME ONLY	
6:30 A.M.	9:30 A.M.			3:00 P.M.	6:00 P.M.	7:15 P.M.

Employees may come to work each day at any time between 6:30 and 9:30 a.m. Each employee then works for 8 hours (including 30 minutes for lunch). Automatic time totalizers are used to keep track of employee work hours.

Few supervisors participate in the Bureau of Data Processing flexitime program. The Bureau requires that at least one supervisor be on duty the whole time that employees may be working, i.e., from 6:30 a.m. to 6:00 p.m. Supervisors, however, are allowed to work staggered hours shifts, decided upon by themselves.

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While overtime is allowed (after 8 hours), an employee must first obtain supervisory approval. The maximum overtime allowed is 3 hours a day. Automatic time totalizers record total work time up to 7:15 p.m., at which time the overtime day terminates. An employee, who has approval, will complete the maximum 3 hours, only if the employee arrives at work to finish the 8-1/2 hour shift by 4:15 p.m.⁶

In 1976, a report was completed by the Social Security Administration evaluating its experience with flexitime.⁷ In general, the report suggested that flexitime was working well at the Social Security Administration. For example, regarding employee morale, the report stated that about 75 per cent of managers in operating bureaus noted an increase in employee morale. In terms of job satisfaction, both employees and their supervisors reported that employee job satisfaction increased under the system.

Statistically the report said that some 90 per cent of the employees state that "having a say" in deciding their work hours was important to them. With respect, to leave usage and attendance, in both the operating and staff bureaus, the Social Security Administration reported: (1) a slight reduction in the use of sick time; and (2) tardiness was reduced substantially (from 20 per cent tardy employees down to 7 per cent). With respect to productivity and organizational effectiveness, the Social Security Administration reported that objective measurements of quality and quantity generally showed no significant changes with the implementation of flexitime.

With respect to transportation effects, the Social Security Administration reported that a strong majority of employees agreed that flexitime improved their ability to get to and from work. At the Social Security Administration offices in metropolitan areas, 75 per cent of the employees responded that it was easier to travel between work and home. The report also noted, however, that in Baltimore, there was an increase in the proportion of employees driving to work alone since the flexitime program was implemented (specifically 13 per cent of the employees stopped using car pools or public transportation). The Social Security Administration report concerning the implementation and utilization of the flexitime program showed that (1) the majority of employees came to work at earlier hours than under the previous fixed-hour system,⁸ (2) most of the workers did not mind the use of automatic time totalizers,⁹ and (3) employees still had good opportunities to put in overtime under the new system. One negative aspect was that, although most employees and supervisors reported few or no problems resulting from the differences in hours worked by both groups, the Bureau of Data Processing supervisors suggested that there were some problems in providing supervisory coverage throughout the workday.

According to a report issued by the U.S. House of Representatives,¹⁰ flexitime was implemented in the Social Security Administration to combat the loss of productivity that resulted from tardiness and extensive use of leave without pay. The U.S. House report stated that "...results have been positive, virtually eliminating tardiness and increasing employee morale."

The U.S. Geological Survey. In May 1975, the U.S. Geological Survey's National Headquarters in Reston, Va., began to experiment with flexitime. At that time 3,000 employees were assigned to the Survey's headquarters. In this experiment one of the largest single group of employees in the

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Washington, D.C., area was introduced to flexible hours. Participants in the program included employees at different employment levels, holding different types of positions. Of the more than 300 supervisors at the U.S. Geological Survey headquarters, 78 per cent were able to participate in the program.

Originally, workers at the U.S. Geological Survey were on a fixed schedule with the normal workday extending from 7:45 a.m. until 4:15 p.m. After the introduction of flexitime, offices were opened for an additional two hours. The schedule implemented at the Survey is illustrated below.¹¹

FST		CORE TIME (excluding lunch break)		FQT	
7:00 A.M.	9:00 A.M.			3:30 P.M.	5:30 P.M.

As noted in the diagram above, the core time extended from 9:00 a.m. to 3:30 p.m. (excluding time off for lunch), and flexible bands were set from 7:00 to 9:00 in the morning and 3:30 to 5:30 in the afternoon. An agency-wide core time was adopted but each supervisor was allowed to lengthen the core time if necessary for operational efficacy.

In 1976, the U.S. Geological Survey formally assessed the results of its flexitime program.¹² The flexible hours program was evaluated using three methods: (1) a 62-item questionnaire completed by all employees, including supervisors at various levels; (2) a 33-item questionnaire for managers; and (3) a study of objective measures of productivity.

The 1976 federal study on the results of flexitime implementation at the U.S. Geological Survey measured productivity using three indicators: absenteeism, turnover, and quantity. Regarding absenteeism, the study stated that work statistics for employees indicated a reduction of 7 per cent in sick-leave usage and a 1-1/2 per cent reduction in annual-leave usage following the implementation of flexitime. In the year following the installation of flexitime, voluntary separation (the "quit rate") dropped to its lowest point, when measured over a five-year period. In short, the turnover rate was positively affected as the quit rate decreased by about 25 per cent over a five-year period. Productivity was also measured by the number of maps produced, the number of vouchers processed, and the number of technical reports processed. According to the study, increases were experienced in all three items after the introduction of flexitime.

The study also assessed other factors not directly related to productivity. It revealed that job satisfaction, employee morale, and working conditions improved following the advent of flexible work hours. In general, employees and supervisors agreed that abuses under flexitime were not greater in number than those occurring under fixed hours. Other changes noted were that with flexitime 58 per cent of all employees arrived at work prior to 7:45 a.m. (the starting time under the former work system). Regarding travel time, among all employees on flexitime, 56 per cent said that

their commuting time had been reduced (travel time reduction ranged from 5 minutes to more than 30 minutes).

In assessing the overall impact of flexible work hours at the U.S. Geological Survey, the study reported that 86 per cent of the managers judged flexitime as very successful or successful. Employees surveyed responded similarly with 96 per cent stating that they liked flexitime.

The Department of Human Resources. The Department of Human Resources in the District of Columbia also introduced flexitime at about the same time as the U.S. Geological Survey. Results were similar to those reported by the U.S. Geological Survey. After working under the flexible hour system for some months, more than 90 per cent of the supervisors at the Department of Human Resources said they like flexitime and recommended that it be retained permanently. Other results showed that short-term (2 hours or less) usage of sick and annual leave was reduced as much as 77 per cent, overtime was reduced in one case by 63 per cent, and in one section of the Department of Human Resources, hours of service to the public were expanded with no increase in staff.¹³

Private Government Contractors. The implementation of flexible work hours in the federal government was also prompted by the experiences of certain private sector employers.¹⁴ In 1976 the General Accounting Office, under the direction of the U.S. Comptroller General, issued a publication based on a survey of various government contractors use of flexible work schedules for their employees.¹⁵ In this report the General Accounting Office surveyed 20 organizations already using flexible work schedules and discussed the potential for the use of such work hours with 44 government contractors and 4 employee unions. The report also reviewed recent studies and literature on the subject. The General Accounting Office concluded that flexible work schedules could: (1) improve employee morale and attendance; (2) reduce overtime expenses; (3) increase employee productivity; (4) reduce energy consumption; (5) increase the use of capital assets; (6) enable better service to the public; (7) permit better use of transportation and recreation facilities; and (8) open job opportunities for additional persons. The General Accounting Office also discovered that flexible work schedules could be detrimental in that (1) employee fatigue could result; (2) work scheduling could become more difficult; (3) overtime costs could increase; and (4) productivity could decrease.

The General Accounting Office also found that the use of flexible work schedules was more difficult for government contractors than for other employers because the Contract Work Hours and Safety Standards Act and the Walsh-Healey Act required payment of overtime premiums whenever employees work more than 8 hours a day. The General Accounting Office also stated that the Fair Labor Standards Act requirement to pay overtime premiums whenever employees worked over 40 hours a week limited work-hour schedule flexibility for employees of government contractors and other employers.¹⁶ Some employers surveyed by the General Accounting Office stated that these federal legal requirements made it economically unfeasible for certain organizations using flexible work schedules to do business with the government and therefore, these laws should be revised to permit greater use of flexible work schedules.

The General Accounting Office, in its overall assessment of flexible work schedules for government contractors, found that:¹⁷

...adherence to fixed, 5-day work schedules was not always best for employees and employers. For persons desiring changes to certain altered work schedules, the current overtime payment requirements do not always work to their best advantage. Therefore we believe the Congress should revise the current laws to permit greater use of altered work schedules. [and] Since the need remains to protect the health and safety of employees, however, we believe the revisions made should continue to protect employees from long hours of labor that could be detrimental to their well-being. Also, since many employees and employers are satisfied with their current schedule arrangements, care should be taken not to place these persons and organizations at a disadvantage.

Based on this overall assessment, the General Accounting Office submitted a number of recommendations to the 1976 Congress. It was suggested that, when considering proposed legislation to amend the Contract Work Hours and Safety Standards Act and the Walsh-Healey Act, Congress include provisions to:¹⁸

Require Government contractors using compressed schedules for their employees to pay overtime premiums when a 4-day schedule is used and the number of hours worked exceeds 10 a day or when a 3-day schedule is used and the number of hours worked exceeds 12 a day, except as discussed below with respect to banking and borrowing time under flexible schedules.

Permit Government contractors to use flexible work schedules, allowing employees to bank and borrow time by working more or less than 8 hours a day at the employees' convenience without the contractors' being required to pay overtime premiums for the hours worked in excess of 8 a day or 40 hours a week. To maintain the integrity of the 40-hour workweek provided for in these acts, a provision should be included requiring that the number of hours worked without payment of overtime premiums not average more than 40 hours a week over a specified period, possibly a month or several months. This would also require exempting the Government contractors involved from the 40-hour workweek requirement of the Fair Labor Standards Act or changing that act to allow employees to bank or borrow time.

Congressional Proposals Dealing with Flexible Hours and Overtime Pay Requirements

Congressional bill H.R. 9043, the Federal Employees Flexible and Compressed Work Schedules Act, was introduced during the 94th Congress in July 1975. This bill was introduced at the request of the Civil Service Commission and proposed that controlled experimentation with the use of flexible work scheduling be conducted by the Civil Service Commission for a three-year period, and that the programs provide for testing the impact of various schedules on such factors as productivity, mass transit facilities, and full- and part-time employment. Under Title II (Flexible Work Schedules) of

the Act, the Civil Service Commission was authorized to approve the establishment of experimental flexible work schedules in government agencies. The Act prohibited the payment of premium pay for credit hours (hours worked over 8 hours a day or 40 hours a week) worked by decision of an employee. Overtime pay was required of the employer for credit hours officially ordered in advance.

Congressional bill H.R. 9043 was based on recommendations made by the General Accounting Office in a study entitled Legal Limitations on Flexible and Compressed Work Schedules for Federal Employees which was completed on October 21, 1974 (B-179810). Congressional bill H.R. 9043 was reported out of the Post Office and Civil Service Committee on April 12, 1976, and passed by the House of Representatives on May 6, 1976. No action was taken on the bill by the Senate.

Another study by the General Accounting Office entitled Contractors' Use of Altered Work Schedules For Their Employees--How Is It Working?,¹⁹ 1976, in which a recommendation was made that the Contract Work Hours and Safety Standards Act and the Walsh-Healey Act be amended to permit government contractors to use flexible and compressed work schedules, prompted the introduction of two other flexible work hours bills during the 95th Congress. Congressional bill H.R. 2930 (the Federal Employees Flexible and Compressed Work Schedule Act of 1977), similar to H.R. 9043, required the establishment of a master plan that would require approval by the Civil Service Commission of agency experiments with alternative work schedules. Congressional bill H.R. 2732 (also entitled the Federal Employees Flexible and Compressed Work Schedules Act of 1977) required each agency to establish a flexible and compressed scheduling experiment. Congressional bill S. 517 (the Federal Employees Flexible and Compressed Work Schedules Act of 1977), was also introduced. Congressional bill S. 517, like H.R. 9043, authorized the U.S. Civil Service Commission to administer and implement compressed and flexible hours schedules, during a three-year experimental period in all federal agencies, on a voluntary basis. The Senate bill would also amend the Fair Labor Standards Act and Title 5 of the U.S. Pay Code to permit federal employees to accumulate up to 10 credit hours biweekly without premium pay, so long as work time averaged 8 hours a day and 40 hours a week. Congressional bills, H.R. 2732, H.R. 2930, and S. No. 517 failed to find support other than in the legislative bodies in which they were introduced.

Congressional bill H.R. 7814 (the Federal Employees Flexible and Compressed Work Schedules Act of 1978) was introduced on June 15, 1977. After passage by both the House and Senate, H.R. 7814 was approved by the President on September 29, 1978 and enacted as Public Law No. 95-390 (92 Stat. 755). The basic purpose of H.R. No. 7814 was to suspend, temporarily for 3 years, during hours of flexible and compressed work schedules, certain provisions of law, such as those requiring overtime pay for work in excess of 8 hours a day or 40 hours a week in order to permit a 3-year controlled experiment in the use of flexible and compressed work schedules for employees of the executive branch of the U.S. Government; in order to determine what impact, both positive and negative, these alternatives to traditional work schedules may have on such factors as efficiency of government operations, service to the public, mass transit facilities and energy consumption, as well as encouraging the entrance in the federal labor force of talented and skilled personnel unable to work standard hours. The

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overtime pay and other provisions would not be suspended for hours outside the flexible or compressed work schedule hours.²⁰

Congressional bill H.R. 7814, Public Law No. 95-390, contained the following major provisions:²¹

- (1) Adopts the policy that federal employees should be allowed flexibility in the scheduling of their work hours to the extent consistent with the fulfillment of the duties and requirements of their positions;
- (2) Requires each agency of the executive branch, unless exempted by the Civil Service Commission, to establish a flexible or compressed schedule experiment for employees;
- (3) Suspends the applicability of certain existing laws relating to hours of work, overtime pay, compensatory time off, premium pay for night work and work on holidays to employees under experimental programs where the strict application of such laws would be inconsistent with such experimental programs, provides alternative means for determining entitlement to such rights which are consistent with such programs, and insures that an employee will receive premium pay (computed in accordance with applicable existing law) for any work which constitutes "overtime" under any flexible or compressed schedule;
- (4) Provides that where employees are in a unit for which an employee organization holds exclusive recognition, the introduction of any flexible or compressed schedule experiment shall be subject to collective bargaining; and
- (5) Prohibits coercion with respect to the right of employees to waive existing statutory rights to premium pay or shift differentials by participating in a flexible or compressed schedule experiment.

Part II. Present Status of Flexible Working Hours in the Federal Sector

As evidenced by the passage of Public Law No. 95-390 [H.R. 7814], the Federal Employees Flexible and Compressed Work Schedules Act of 1978, Congress has in the past supported flexible work schedules for federal workers.²²

In order to determine the present status of flexible work schedules in the federal sector, the Office of Personnel Management (U.S. Civil Service Commission), the agency that, pursuant to Public Law No. 95-390, was delegated the task of establishing a flexible work schedules experiment and reporting its evaluation of the experiment to the President and the Congress, was contacted. In the letter to the Office of Personnel Management, information available on the subject of flexible working hours, specifically evaluating the three-year experiment, as well as literature dealing with the present attitude of the federal government towards flexible work hours, was

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requested. In response to this request, the Office of Personnel Management sent informational materials indicating that the past supportive attitude of the federal government towards flexible hours has remained unchanged, and had culminated in the passage of Public Law No. 97-221 (S. 2240 which is identical to H.R. 5366), on July 23, 1982, which continues existing flexible work schedule programs for another three years, unless stated provisions for termination are met, and also permits the establishment of new programs. Under the Federal Employees Flexible and Compressed Work Schedules Act of 1978, the Office of Personnel Management conducted a three-year experiment with flexible work schedules. On the basis of that experiment, the Office recommended that permanent legislation be enacted authorizing the use of flexible work schedules which the agency felt could improve productivity, provide greater service to the public, and allow savings in costs.

According to the Office of Personnel Management, more than 325,000 employees in 1,500 organizations participated in the generally successful experimental flexible work schedules program.²² The Office of Personnel Management, in the three-year experiment, studied two types of alternatives to the traditional weekly schedules of 5 days of 8 hours each: (1) flexitime schedules, which include additional times within which employees can perform their regular work, and allow employees to elect to vary from the 8-hour day or the 40-hour week; and (2) compressed schedules, which are fixed in advance by management, but have a weekly pattern different from that of the traditional schedule; for example, 4 days of 10 hours each. The experimental authority temporarily suspended provisions of law for overtime for work over 8 hours in a day or 40 hours in a week, so that an employee's normal work requirement--80 hours per biweekly pay period for a full-time employee--would be completed on a non-overtime basis under the various alternative work schedules possible. The Office of Personnel Management was directed to assess the impacts which these alternatives to traditional work schedules would have on (1) efficiency of government operations, (2) service to the public, (3) mass transit facilities, (4) energy consumption, (5) increased job opportunities, and (6) the quality of life for individuals and families.

The Office of Personnel Management structured its evaluation of the experiment around four types of studies. These were: (1) narrative reports and statistical profiles from each experimenting organization; (2) an 18-month study of a sample of experimenting work units; (3) on-site studies of selected experimenting organizations; and (4) a special study of the energy impact on transportation and buildings under flexible work schedules.²⁴

The following conclusions summarize the results of the evaluation by the six impact areas specified in Public Law No. 95-390:

(1) Efficiency of Government Operations

About 30 per cent of the experimenting organizations reported a small improvement in efficiency of operation; 60 per cent reported no change; and 10 per cent reported a small decrease in efficiency of operations.

(2) Service to the Public

The majority of experimenting organizations increased the number of hours they were open or available to serve the public. Reported average hours of service to the public increased to 53.4 hours per week from 46 hours per week before the experiment. A minority of organizations did report that service to the public was decreased by the absence of some staff during peak service hours. Service was also decreased in some instances under compressed schedules where offices were closed on days that previously were business days.

(3) Mass Transit Facilities and Traffic

The experiment led to small reductions in total work and non-work-related vehicle miles traveled per week and to increases in use of mass transit and car/van pooling.

(4) Levels of Energy Consumption

Compressed work schedules can reduce building energy consumption if all employees of an entire building work the same compressed schedule, and the building is closed down on non-work days. Flexitime schedules with increased building hours result in a small increase in energy consumption.

(5) Increased Opportunities for Full- and Part-time Employment

Factors unrelated to the flexible work schedules experimental programs (for example, hiring freezes, staffing reductions, and reorganizations) complicated the efforts of agencies to increase job opportunities for full- and part-time employees through changes in work schedules during the three-year experimental period. These factors had a far greater impact on job opportunities than changes in the work schedule.

(6) Quality of Life of Employees and Their Families

Flexible work schedules allow employees increased control over the matching of interests outside the job with work requirements.

The Office of Personnel Management's overall finding was that 85 to 90 per cent of employees were satisfied with and wished to retain their flexible work schedules.

Among experimenting organizations, more than 79 per cent judged the programs a success. The Office concluded that all of the flexible work schedule types used in the experiment were successful in most situations from the perspective of both the experimenting organizations and individuals. Not all flexible work schedule options, however, were equally successful in all organizations. The Office decided that a careful and complete management assessment was required prior to implementing a flexible work hour program (and periodically during its operations). The Office also stated that agencies needed to provide continuous control and oversight to ensure that flexible hours programs did not reduce productivity, impair service to the public,

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create inefficiency or increase government cost. The Office recommended that Congress enact permanent legislation authorizing continued use of flexible work schedules in the federal government with provisions to assure that agencies provide appropriate control and oversight.²⁵

Part III. Summary

The attitude of the federal government with regards to flexible work hours has been generally positive. The Office of Personnel Management has noted that federal agencies and organizations implementing flexible work hours have experienced a number of benefits. These agencies and organizations have acknowledged that employee morale, job satisfaction, productivity, and organizational effectiveness have improved. Under flexible work hours, employee turnover, leave usage, and absenteeism have declined. Many government employees have commented that flexible work hours have also made commuting to work more enjoyable.²⁶

It is important to note that the federal government like the State of Hawaii has enacted legislation to ensure the legal as well as practical implementation of flexible work hours, i.e., the federal government in enacting the Federal Employees Flexible and Compressed Work Schedules Act of 1982 relaxed or modified certain provisions of the Walsh-Healey Government Contracts Act and the Fair Labor Standards Act with regards to calculation of employee overtime; while the State of Hawaii, in implementing a flexible work hours program, amended section 80-1, Hawaii Revised Statutes (via Act 64, Session Laws of Hawaii 1977), with regards to state office hours. The enactment of such legislation by the federal government, in light of the fact that the complex regulations of such laws as the Fair Labor Standards Act had to be dealt with, demonstrates the commitment of the federal government to flexible work schedules.²⁷ The continued existence of flexible work hours in the federal government also demonstrates to the state and local governments that flexible work hour programs can be maintained even with changes in employee work hour recording necessitated by the application of the Fair Labor Standards Act.²⁸

The federal government can be said to differ from the State of Hawaii in that the federal flexible work hours program is directly administered by a central coordinating agency, the Office of Personnel Management. Although the State's flexible hours program was initially implemented via the Department of Personnel Services, administration and implementation, in practice, are no longer centralized. In the State's program individual departmental supervisors are responsible for carrying out the program in their respective work units.²⁹ The federal government's system of centralized coordination of the flexible work hours program within a single agency appears to be advantageous over the State's decentralized system in that the federal Office of Personnel Management monitors the overall federal program and is responsible for: (1) aiding agencies in implementing flexible hours and (2) introducing legislation either to maintain the system or to effectuate changes to remedy problems in the program detected by Office of Personnel Management.³⁰ The federal government's flexible work hour program has been quite successful under the Office of Personnel Management's direction as indicated by the fact that more than 1,500 organizations with over 325,000 employees voluntarily participated in the federal program in

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1982. These 1,500 organizations covered the entire spectrum of federal agencies and activities and ranged from small individual work units with as few as 5 to 10 employees to entire agencies with employees throughout the country.

Chapter 4

EXPERIENCES OF OTHER ORGANIZATIONS WITH FLEXIBLE WORK HOURS

Within the last few years an increasing number of organizations around the world have introduced flexible work scheduling in both offices and factories for workers who have traditionally had rigid work schedules. As stated earlier, flexitime was first introduced in Germany in 1967 at an aerospace firm. Since then the flexitime concept has spread to 50 per cent of Germany's white-collar workers. In Great Britain, most of the insurance companies have adopted flexible work hours. According to one 1978 report¹, 700,000 workers in Paris and about 40 per cent of the Swiss labor force are using some form of flexible work hours.

As noted in Chapter 3, the use of flexible work hours in the United States was initially limited by hours of work, overtime, and compensation statutes. In 1978, in spite of these limitations, an estimated 10,000 nonfederal organizations with 1.2 million workers were using compressed work schedules and from 300,000 to 1 million nonfederal employees were using flexible work schedules.

Discussion of Programs

According to a survey conducted by the Conference Board among 570 employers in five industry groups, large companies employing predominantly white-collar workers are the major users of flexible working hours in the United States, with insurance firms making up the overwhelming majority.² Further, a survey by the Port Authority of New York and New Jersey indicated that 15 U.S. cities and 11 international cities had implemented formal work hour programs by 1975.³

1. Flexible Work Schedules in the Private Sector⁴

General Radio Company

In 1974, the General Radio Company implemented a flexitime system, under which employees could come to work between 7:00 and 9:00 a.m. and leave between 3:30 and 5:30 p.m., as long as they put in a total of 8 hours a day. In March 1975, the company abandoned its flexitime program. The company noted that one problem, lack of adequate employee supervision, was partially to blame for the ineffectiveness of the flexitime program.

General Radio then instituted another type of flexible work schedule. Under that schedule:

- (1) Each first-line supervisory unit established its starting time between the hours of 7:00 and 9:00 a.m. Similarly, each unit established its ending time between the hours of 3:30 and 5:30 p.m. (a first-line supervisory unit was defined as a supervisor and the employees who reported to the supervisor).

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- (2) Considered in establishing the starting and ending times the personal preferences of the employees involved.
- (3) Once the starting and ending times had been established, those times applied to all employees within the supervisory unit, and employees could start work at any time within 15 minutes before or after the designated starting time but not before 7:00 a.m. or after 9:00 a.m. Similarly, employees could stop work at any time within 15 minutes before or after the designated ending time but not before 3:30 p.m. or after 5:30 p.m., as long as they spent a total of 8-1/2 hours at their site.
- (4) In certain supervisory units, if it were necessary to provide coverage outside of the established hours, the supervisor would select employees to work a different schedule in order to provide such coverage.
- (5) In hardship cases employees could be permitted to work hours different from those of the supervisory unit, if approved by the supervisor and the next higher level of management. The supervisor could grant exceptions to the normal supervisory unit starting and ending times if employees needed to take care of personal business and made up the time within the same day.
- (6) The supervisory units could change their established starting and ending times as often as they wished, subject to the approval of the supervisor and the next higher level of management.

The system described above can be termed a flexitour arrangement. General Radio Company's experience with flexible work schedules is of particular interest in that problems with the initial program, e.g. appropriate supervision, were remedied by implementation of a revised arrangement determined, at least partially, by employee input in the designation of starting and ending times.

Occidental Life of California

After a detailed study of various working-time patterns in 1972 and early 1973, Occidental Life of California, a large insurance company, decided to undertake a three-month flexitime experiment that began in March 1973. About 700 clerical, administrative, and technical employees took part in the experiment.

During June 1973 the company assessed the pilot program and determined that a number of benefits had been realized: (1) a reduction in lost time due to tardiness and personal business had occurred; (2) productivity increased before 8:00 a.m. and after 4:30 p.m. as a result of fewer work interruptions; (3) employees felt that they were able to adjust their work schedules to fit their life-styles; (4) travel time was reduced, generally between 30 minutes to one hour per day; and (5) there was better use of resources in such areas as keypunch and computer testing. The assessment noted no major disadvantages to the program.

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During June and early July of 1973, the company decided to expand the program to encompass the entire home office. As a result, by the latter part of July, some 3,500 employees at the Occidental Life center in Los Angeles were working under a flexitime program.

In July 1974 the company issued a report that contained an overall summary of the viewpoints of both managers and non-management employees on the flexitime program. In general, the workforce viewed the flexible work hour scheduling favorably, with only one per cent reacting negatively toward the program. The company noted that morale improved, and, in some areas, there had been greater productivity with no reports of a decline in productivity. Tardiness no longer was a problem.

Of particular interest regarding Occidental Life's flexitime program was their comment that problems involving internal communications, e.g., Is the employee at work? Am I able to phone the employee at the office? Is the employee available for consultation?, etc., could be overcome by better communications planning. Internal communication was an important consideration in determining how the flexitime program would be implemented. For example, the company stated that, to a degree, the nature of the work determined starting times. In most cases, employees were able to choose starting times between 7:00 and 9:00 a.m. Further, the administration recommended that each area of responsibility work out its own schedule after giving careful consideration to work flow, coordination with other departments, the field force, the public, supervisory availability and capability, and potential conflict with night-crew employees. It remained the company's recommendation that as many employees as possible be allowed to choose their own starting times.

Alexander Hamilton Institute

The Alexander Hamilton Institute is a small New York City firm that prepares and publishes newsletters which are mailed to certain business clientele. The Institute adopted flexitime primarily to relieve employees from the pressures of rush-hour traffic while maintaining productivity.

Prior to flexitime introduction, employees were on a fixed schedule starting at 8:45 a.m. and ending at 4:30 p.m. The normal workweek was 35 hours. The company selected a flexitime system which was described as follows: (1) 8:00 a.m. to 10:00 a.m. became the flexible starting time; (2) 10:00 a.m. to 3:00 p.m. was designated as core time (lunch was fixed at noon to 12:45 p.m.); and (3) the flexible quitting time fell between 3:00 p.m. and 6:00 p.m.

It is interesting to note how the program was implemented. Application of the program required a shifting of deadlines in every department in order to afford broader choices of starting and ending hours--while still enabling the firm to meet a Friday afternoon mailing deadline. Because the program necessitated a major rearrangement of schedules, the company thought it necessary that the president of the institute personally brief the employees (in groups of ten). During these briefings the president pointed out the desired advantages of flexible working hours.

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The company's experiences with flexitime have been generally positive. The company noted that (1) employees adapted quickly to the new system, (2) the firm had been able to handle an increased number of subscribers to its publications without an increase in personnel and any appreciable increase in overtime, and (3) there was an improvement in productivity, and employees took greater interest in their work.

Hewlett-Packard Corporation

Hewlett-Packard is an international electronic corporation with headquarters located in Palo Alto, California. Experiments with flexitime began in 1967 at its plant in Boeblingen, Germany. Presently, approximately 90 per cent of the company's employees at 22 manufacturing facilities utilize flexitime.

One reason that Hewlett-Packard initiated flexitime was to provide its employees greater flexibility in arranging their personal schedules so that they may plan their workday to gain more time for family leisure, conduct personal business, avoid traffic jams, etc. Implementation of flexible hours was consistent with Hewlett-Packard's central corporate goal: to maintain a position of leadership and innovation in the industry in terms of employee relations, thereby showing a commitment to its employees.

Noteworthy about Hewlett-Packard's experience with flexitime is the fact that those employees working 24-hour shifts were also given the opportunity to participate in the program. Swing and graveyard shift employees had the flexibility to begin and leave within 2-hour periods. No specific time frames were predetermined, instead, department shift managers had the responsibility to determine work schedules that accommodated any necessary shift overlap while still maintaining the spirit of flexitime. In order to accomplish departmental goals and still allow employees some flexibility in work hours, Hewlett-Packard encouraged shift supervisors to involve affected work groups when determining the most acceptable means of achieving both company and employee objectives.

One year after implementation, Hewlett-Packard did a joint survey of supervisory and nonsupervisory personnel to determine their reaction to the flexitime system. The employees stated that (1) production and efficiency increased, (2) tardiness and absenteeism were reduced, (3) morale was higher, and (3) commuting problems were positively affected. Supervisors also viewed the flexible work hours system favorably to the point where one vice-president stated that "it would not be something we could take away without very severe morale problems and strong understandable reasons for doing so."⁵

Metropolitan Life

Metropolitan Life, one of the nation's largest insurance companies, is headquartered in New York City while maintaining eight "home offices" throughout the country. In 1974, Metropolitan, as part of its policy to provide better service to its policyholders and to create a work atmosphere more responsive to employee needs, instituted a six-month experiment with flexible working schedules. The type of flexible program utilized by the company can best be termed "staggered hours". Management established 31

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different time frames with five minute intervals between each frame. Employees were allowed to utilize flexibility in varying their starting times (as defined by management). Factors considered in varying employee starting times were productivity, service to customers, and work flow.

After six months the flexible work hours experiment was evaluated in terms of its impact on productivity, the reactions of management and employees, and the manner in which employees utilized the schedule. The results of the experiment were positive: (1) no adverse impact on productivity was noted, and (2) the reaction of both management and non-management employees was favorable. The company decided that on the basis of the evaluation that flexible work schedules should be implemented company wide. The following explains the process utilized by Metropolitan in expanding its flexible hours program.

It is interesting to note that to ensure a smooth transition, the initial expansion was accomplished very gradually. Task forces were appointed to help departments: (1) study whether alternative work scheduling was feasible, (2) determine schedules of implementation, and (3) assist management in preparing for the change in hours. Guidelines were also developed as an integral part of the phase-in efforts. The significance of these guidelines can be seen in the handling of five areas that required consideration during implementation and expansion of the program, i.e., employee job coverage, monitoring time recording, supervisory coverage, secretaries and flexible hours, and communications within and between departments.

Employee Job Coverage: Supervisors were to inform employees that they have an increased responsibility to fit work hours into the needs of the work situation, although managers and first-level supervisors retain the final authority regarding work schedules. Job coverage imbalances may be remedied in the following ways: (1) informing employees of the approximate number of workers needed at certain times and allowing the employees to decide among themselves who will work at those particular times, (2) limiting the range of starting times for the section or for particular workers, (3) rotating early and late times to ensure fairness, (4) requesting that certain key workers keep to specific times, and (5) requiring note of significant changes from a regular pattern of starting times.

Monitoring Time Recording: All weekly salaried employees, exempt and nonexempt, are required to enter their starting time and their initials each day on the "Daily Attendance Register." Supervisors are required to spot check employees so as to confirm whether or not employees abuse the system.

Supervisory Coverage: Generally, the situation is that supervisory coverage during the early and late hours of the day is not feasible unless supervisors increase their own working hours. The company suggested that early and late hours can be handled in several ways: (1) delegating minor levels of supervision to responsible lower-level employees (for example, team supervisors) at early or late hours in the workday when only a small percentage of employees are

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present, (2) checking on the following day's workload to decide whether an employee can start work early the next day without supervision, (3) rotating early and late duty with another supervisor in the section, and (4) trading off with a supervisor from another section.

Secretaries and Flexible Hours: The degree to which a secretary may be permitted flexibility must be arranged between the secretary and the person for whom the secretary is working. The company encourages giving flexibility to the secretary by adopting some of the following: (1) using the dictaphone more frequently, (2) ending the day with dictation that can be transcribed the next morning, (3) sharing secretaries or making some other arrangement for telephone coverage, and (4) leaving brief instruction notes.

Communications Within and Between Departments: (1) Departments should be aware of those units that adopt flexible schedules, (2) each department should let other departments know if employees will be available at early or late hours to handle interdepartmental work, or if, in fact, regular hours are to be maintained for such communications, and (3) internal meetings should be scheduled during core hours.

Swart notes that Metropolitan Life may be unique in the change that has occurred over the years with regards to its staggered hours program. The staggered hours program that was first implemented by the company has evolved to include also flexitour and flexitime. According to Swart this evolution toward greater flexibility is not surprising in that, even at the outset, the company was not rigidly determined to use staggered hours only. In fact company policy was such that "limitations in flexibility may be needed only at the initial installation [of flexible hours], if at all. After experience, the manager and supervisor may then allow a further degree of flexibility."

Metropolitan's experience with staggered hours as well as its more recent exposure to flexitour and flexitime have generally been positive. The following results form the basis for the company's favorable attitude toward flexible working hours: (1) most supervisors did not find their jobs more difficult; in fact, some found their jobs less so; (2) tardiness was no longer a major concern; (3) employees tended to cut down on requests for personal time off; (4) in general, there was no negative impact on productivity. In most instances productivity levels were maintained, and in some situations, productivity increased. Stated in a different way, the majority of managers felt that alternative work schedules had a positive impact on the effectiveness of the work group and the smoothness of the work flow; (5) there was no adverse effect in terms of amount of overtime.

Sun Oil Company

The Sun Oil Company began experimentation with flexitime in May 1973. Participating in the experiment were exempt and nonexempt workers including engineers, technicians, and support staff. Different periods of flexible starting times, quitting times, and core times were utilized while employees kept track of their work hours using both paper-log-sheet and automatic time-recording methods. Surveys of employee reactions to the flexitime

experiment were taken at the outset, midpoint, and end of the four-month period.

The major survey findings were as follows: (1) employee morale improved; (2) most employees believed that flexitime had little effect on work-group efficiency; (3) interdepartmental relations including communication were not affected; and (4) attitudes of supervisors were not negatively affected.

Sun Oil Company in September 1973 published a report which, in addition to describing the flexitime experiment, made a number of recommendations regarding expansion of such work hours company-wide. The following were the recommendations made by the staff publication: (1) flexible hours should be made available to all managers in the company who wanted to use the system, with each individual manager deciding if and when flexitime should be adopted; (2) implementation should be accomplished through the assistance of a small task force (similar to the technique used by Metropolitan Life). The task force would survey each department's activity, determine how each department interfaced with other departments so as to identify appropriate core hours, and assist the manager in presenting the flexitime ideas to the manager's employees. The task force would consist of members of the human resources section, plus an outside consultant specializing in automatic time-recording equipment; (3) both exempt and nonexempt employees would be given the option to utilize flexitime; (4) automatic time recording devices could be used for timekeeping purposes, with the caveat that the final decision on the method of timekeeping be left to the individual manager; and (5) it was also recommended that each department should develop its own core hours. Core hours would subsequently be identified so as to avoid the use of some 20 or 30 different sets of hours.

The company's administration reacted favorably to the list of recommendations and, by January 1974, flexitime was made available to all departments. It was reported that in 1980, approximately 1,400 employees were on flexible hours the majority of which were quite satisfied with the system.

Northwestern Mutual Life Insurance Company

The Northwestern Life Insurance Company (one of the nation's largest insurance companies) set up a task force (a procedure similar to that used by Metropolitan Life and the Sun Oil Company) in 1973 to develop "a responsive corporate environment by establishing work schedules that afford maximum selectivity and convenience to our home-office employees compatible with operational and service requirements." This task force selected the following flexitime schedule: (1) the 7-1/2-hour workday remained in effect; (2) the flexible starting time ran from 7:00 to 9:00 a.m.; (3) the flexible quitting time was from 3:00 to 5:00 p.m.; and (4) core time covered the period between 9:00 a.m. and 3:00 p.m.

The task force recommended that a six-month trial program be initiated. After management approval, starting October 1973, all departments, including 1,800 exempt and nonexempt employees, participated in the flexible hours project.

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Throughout the trial period the company monitored the effect of flexitime on employees (both supervisory and nonsupervisory workers). It is noteworthy that the company cooperated with the respective labor union. The union provided no resistance to the experiment, and union officials were kept informed during the planning and implementation phases of the experiment.

Overall the flexible work hours experiment was considered a success. By 1975 all Northwestern Mutual Life employees were permitted to utilize flexitime.

2. Experiences of Other States with Flexible Work Hours

North Carolina⁶

North Carolina was the first to utilize flexible work hours for state employees. In June 1973, the directors of the Department of Administration and the State Personnel Office initiated and directed a statewide pilot program for the summer months. A flexible work hour program was established primarily for employee morale purposes, and to alleviate traffic congestion in downtown Raleigh and the major arteries into the city. Agencies with employees in the central state offices were given the option of participating in the pilot program, and 11 out of 17 chose to do so.

Employee and supervisory reactions to the program were obtained by questionnaire, and a traffic study was conducted to assess transportation effects. Results indicated that the state's flexible work hour program relieved traffic congestion problems as a result of varying the starting and stopping times for workers, and increased employee efficiency and hours of service to the public. Due to the favorable reaction to the flexible work hours program, the Governor and the State Personnel Commission approved flexitime on a permanent basis.

Approximately 15,000 state employees in 17 state agencies now use flexible work hours. Adoption by agencies is optional, so that it would not be implemented where working conditions are not conducive to flexible scheduling.

The State Personnel Office sets policies on hours of work. Core hours for state agencies are 9:00 a.m. to 4:30 p.m., with flexible arrival and departure at half-hour intervals beginning at 7:30 a.m. and ending at 6:00 p.m. North Carolina's flexible work hour program is similar to that implemented for State of Hawaii government workers, i.e., a flexitour or modified staggered hours program. Once a schedule is chosen by an employee and supervisory approval is given, the schedule must be adhered to, except in special circumstances. All occupational categories participate, except those in positions in 24-hour operations (such as direct patient care) and in universities where instructional times determine work hours.

According to Billie Boughton, a personnel analyst with the North Carolina Office of State Personnel, the state's flexible work hour program has been widely accepted. No future plans are being considered to discontinue the program. Boughton stated that, circumstances warranting, North Carolina would highly recommend flexitime to other jurisdictions.

Kentucky⁶

Kentucky began experimenting with flexible work scheduling in June 1977. The Kentucky Department of Personnel held a ten-week trial of flexible work hours. Since that initial experiment, the department has completed two additional trials involving flexitime.

The state's second experiment with flexitime was expanded to include the summer and autumn months of 1978, as well as part of the winter of 1979, in order to note any significant effects of summer vacations, school schedules, and daylight or standard time. According to a study on the second experiment, Flexitime: Kentucky Takes a Second Look, the second experiment seemed to confirm the positive findings of the first experiment, despite the differences in duration and conditions between the two.⁸

The last experiment with flexitime was completed on August 15, 1980, covered a 13-1/2-month period, and involved 4,000 employees and 22 Kentucky agencies. A full-fledged evaluation of the experiment, which was embodied in the report, Flexitime: the Kentucky Experiments, was completed by the Kentucky Department of Personnel in 1981.

In each of the flexitime experiments employees were permitted to vary their work schedules from the traditional 8:00 a.m. to 4:30 p.m. (which included one hour for lunch). Participating employees were allowed to arrive at work as early as 7:00 a.m. or as late as 9:30 a.m. They could elect a lunch period of 30 minutes, one hour, or 1-1/2 hours. According to their arrival time, employees could complete the required 7-1/2 hour work day as early as 3:00 p.m. or as late as 6:00 p.m. The required core time ran from 9:30 a.m. to 3:00 p.m.

The 1981 Department of Personnel report focused on four major areas that appeared to be affected by the flexitime experiment: work production, absenteeism, employee morale, and transportation.

Work production seemed to be positively affected. Nearly one-half of the employees said they were getting more work done, and the other one-half responded that they were completing the same amount of work during flexitime. About 90 per cent reported no increase in the number of complaints from the public during the experiment.

Absenteeism was reduced. Almost one-half of the respondents said they used less leave time, while the other one-half said they took the same number of leave hours during the flexitime experiment.

The report stated that employee morale was affected positively according to more than two-thirds of the division directors, while nearly one-third of the directors believed that morale was not affected.

Transportation also was affected favorably: (1) about two-thirds of the employees stated that transportation to and from work was easier or much easier, while approximately one-third responded that flexitime did not affect their traveling to and from work; (2) the majority of employees responding said that flexitime did not affect their ability to carpool; and (3) most of the employees stated parking was either easier or the same under flexitime.

Although the authors of the 1981 report did conclude that the overwhelming majority of respondents preferred the flexitime option and indicated that the advantages far outweighed the disadvantages, the authors did admit that a good percentage of employees who were offered the option chose not to change from the traditional work hours (just over 46 per cent of those responding to the report questionnaire chose no change from the traditional work hours). While the questionnaire did not address the reasons why some employees did not elect flexitime, the authors stated that it is reasonable to assume that factors perceived as disadvantages of flexitime by participant-respondents might have figured even more significantly among those who did not participate in the program. The most often-noted disadvantages of flexitime were thought to be (1) incompatibility with the schedules of spouses, other family members, and other employees; (2) child care problems; and (3) fatigue.⁹

The Commissioner of the Kentucky Department of Personnel, Mr. Thomas Greenwell, informed this researcher that recently interest in flexitime has declined in Kentucky. Mr. Greenwell stated that this decline in interest can be attributed to the fact that many managers found it difficult to correlate the schedules of their employees, e.g., staff meetings had to be delayed for "prime time"; and often (managers have complained), the individual that the managers needed to speak with in another office or agency was not available, etc. Mr. Greenwell also noted that managers were concerned that adequate staff was not always available throughout the full work day.¹⁰

3. Experiences of Certain Metropolitan Centers with Flexible Working Hours

City Government Employees of Inglewood, California¹¹

The City of Inglewood, California, began experimenting with flexible work hours in 1973. Thirty-three municipal government workers participated in a flexitime trial program that altered their standard 8:00-to-5:00 schedule. In the trial program, the starting time was extended from 7:30 to 9:00 a.m., core time was established from 9:00 in the morning until 3:00 in the afternoon, and the flexible quitting time was set at 3:00 to 6:00 p.m.

The results of the Inglewood flexible work hours experiment were positive, i.e., use of flexitime among this small number of employees resulted in a more productive and satisfied workforce. As a result of the experiment, about 300 city employees, or 40 per cent of the eligible workers (police officers and firefighters are precluded from participating), were offered flexible schedules. According to a city administrator, (1) sick leave for medical and dental appointments has dropped sharply, and (2) service to the public has improved, e.g., the expanded hours (7:30 a.m. to 6:00 p.m.), provided by the flexible schedules, allowed Inglewood's citizens to transact business with the city by telephone over an increased number of hours during the day.¹²

The extension of service hours has been accomplished without adding personnel. It was also reported that overtime has been reduced since employees now align their use of the flexible bands to the workload and complete more tasks in minimum times.

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The same city administrator cautioned that flexitime is not a panacea for solving all employee morale problems, nor can such scheduling be universally applied. The administrator does believe that, when applied appropriately, flexitime can: (1) result in better public service in many government units, (2) provide employees with opportunities to adjust hours to fit their needs, (3) present municipal employers with a system for building a happier, more productive workforce, and (4) at the same time reduce traffic congestion in cities.

Toronto, Ontario¹³

After conducting a travel survey of government employees in and around the Queen's Park complex in Toronto,¹⁴ the Ontario Ministry of Transportation and Communication established a Staggered Hours Demonstration Project, involving 11,000 Ontario public servants, to determine the effects of a flexible work hours schedule on the rush hour congestion in and out of the complex.¹⁵

In 1975 a final evaluation report of the Staggered Hours Demonstration was published. The principal aims of this final evaluation were to study the effects of the flexible work schedules on rush hour congestion within the transportation system, employees' travel to and from work, and the work environment. It is interesting to note that, unlike previously discussed flexible work hour experiments, the primary focus of the Queen's Park Staggered Hours Demonstration was to determine the effect of flexible hours on peak hour transportation problems.

The Ontario Ministry of Transportation and Communications utilized two questionnaires (i.e., a two-part questionnaire and a morning and evening travel survey provided the major sources of data upon which the final evaluation was based). Both questionnaires were distributed by the Ministry and agency representatives to a random sample of 4,576 Queen's Park employees.

The authors summarized the most significant changes regarding the impact of the Staggered Hours Demonstration on the transportation system as follows:

- (1) There was a shift in the travel peak of government employees using the public transit facilities serving the Queen's Park area.¹⁶ Before the demonstration, the peak distribution occurred between 8:00 and 8:30 a.m. After six months of the program, the distribution appeared to peak between 7:45 and 8:00 a.m., with more people traveling prior and considerably fewer traveling during the former peak. The peak distribution in the afternoon also spread over a longer time because more people were leaving prior to the former peak.
- (2) The use of car pools increased from 15 to 17 per cent. It was originally anticipated that the implementation of staggered hours would adversely affect the formation of existing car pools, but it appeared that this fear was unfounded. Only seven employees (1.48 per cent of those who responded) abandoned car pools after implementation of staggered hours.

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In fact, more than twice as many employees joined car pools following the implementation of staggered hours than those who discontinued car pools during that period. The authors of the evaluation caution that several factors other than staggered hours must be considered as influences on the increased car pool use, e.g., the energy crisis and the cost of gas.

- (3) The percentage of reported reasons for late or early arrival and departure which related to the need to avoid traffic, subway, bus, or elevator congestion was much lower after the demonstration than it was before.

The findings discussed above led Ministry researchers to confirm the assumption that staggered work hours would reduce and distribute the peak loading of transportation facilities over a longer period of time.

The following is a discussion of non-traffic related factors measured by the Ministry survey.

1. Changes in Work Schedules

With regard to employee work schedule changes, the Ministry determined the following:

Schedules in Operation: Researchers found that the majority of employees surveyed were working on staggered hours (68.1 per cent) or flexible hours (23.1 per cent). Shift work and other schedules accounted for 0.2 per cent of employees, while 7.7 per cent of the same had not changed their working hours. The proportion of employees on these schedules was consistent for both supervisory and non-supervisory staff and for both sexes.

Before the Staggered Hours Demonstration was implemented, less than 10 per cent of the Ontario public servants in the Queen's Park area commenced work outside the peak hour of 8:00 to 9:00 a.m. Following implementation, 54.7 per cent commenced work outside the peak hour. Analysis of this change in starting times shows that 49.5 per cent of employees arrived by 8:00 a.m., while 5.2 per cent arrived after 9:00 a.m. More than one-half (56.6 per cent) the employees on staggered hours and 39.6 per cent of those on flexible hours arrived by 8:00 a.m. The corresponding figures for arrival after 9:00 a.m. are 4.4 per cent and 8.7 per cent respectively. The researcher concluded that the figures, indicate a significant shift to an earlier arrival time.

Desired Changes in Work Schedules: More than one-half (51.9 per cent) of the employees indicated that they would make no changes in their staggered hours work schedules. The most commonly sought changes related to the concept of flexibility; 21.5 per cent wished to change to flexible hours (on either a daily or weekly basis) and a further 7.5 per cent desired more flexibility within their work schedule. A further 12.8 per cent wished to change to a compressed workweek. These figures

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were generally supported by the 317 comments (25 from supervisors) received on this topic. The changes desired by employees were similar for employees on all schedules.

2. Impact on Employees' Work Habits and Environment

In most areas, researchers found that work conditions remained the same as before the new work schedules were implemented. Improvements in certain areas, however, were reported by significant numbers of employees. "Quiet time for doing work", for example, improved for 44.1 per cent of the employees. Other aspects of the work environment in which improvements were reported were "work efficiency" (32.2 per cent); "starting to work immediately" (21.6 per cent); and "completion of daily work" (21.6 per cent); and "job satisfaction" (31.9 per cent). "Minor inconvenience" was still reported in areas related to communications within the government. This included "arranging for meetings" (10.4 per cent); "contacting people within one's own ministry" (20.6 per cent); "contacting people outside the ministry, but within government" (16.6 per cent); and, "contacting co-workers" (14.2 per cent). Some 1.1 per cent of the employees reported that none of the aspects of the work environment was considered to be a "serious problem".

3. Other Findings

Employees made 144 work-related comments in response to an open-ended question at the end of the questionnaire. The comments are summarized below according to frequency and content (N = number of responses).

- (1) Improved Morale (N = 39): The element of choice and self-discipline featured in the new schedules, had improved staff morale and co-operation.
- (2) Contacting people/coverage (N = 32): Employees still experienced some inconvenience, particularly at the end or beginning of the day, in contacting people within their ministry and/or providing full office coverage.
- (3) Supervision (N = 28): More than one-half of the respondents commented on the ease with which the new schedules could be abused. The remainder criticized their new timekeeping system.
- (4) Efficiency (N = 26): The majority considered efficiency and productivity to have increased. Two people, however, expressed the opposite view.
- (5) Length of Work Day (N = 17): This group of respondents felt they were working longer hours.

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- (6) Miscellaneous (N = 2): One person found the new schedules generally disruptive to work habits while the other complained of the early arrival of the cleaning staff.

4. Impact of the Demonstration on Supervisory Duties

Supervisors were asked to rate several areas of their work. Generally, they reported no change. A small percentage indicated that there was an increase in the time spent in arranging schedules (11.4 per cent); an increase in the amount of general supervision (9.9 per cent); and, an increase in the time spent in organization and planning (9.3 per cent). These disadvantages, however, were reported to be offset by the beneficial effects of increased staff independence and responsibility (35.2 per cent) and increased amount of quiet time available (49.9 per cent).

Further evidence that increased flexibility leads to increased staff responsibility was obtained. Of the employees on flexible hours (555), 81.9 per cent arrived within 15 minutes of the usual arrival specified in the questionnaire.

The new schedules had a significant effect on the habit of some employees to arrive late or leave early. An improvement was noted by 35.9 per cent of the supervisors while only 4.6 per cent stated that this situation had deteriorated. Improvements in punctuality are supported by favorable employee reaction to independence and responsibility.

As a result of the new schedules, the timekeeping system has been changed for 24.5 per cent of supervisors (45.6 per cent changed to the honor system and 28 per cent introduced a central register). An adequate timekeeping system was reported by 93.7 per cent of the supervisors.

5. Report Recommendations

The results of the survey led the Ministry researchers to conclude that the Staggered Hours Demonstration Project had been highly successful. In view of these results the researchers recommended the following:

- (1) The new schedules implemented under the Staggered Hours Demonstration Project should be continued and extended to those employees who were not given the opportunity to change their hours.
- (2) Greater flexibility in working arrangements should be encouraged.

Some suggestions for the introduction of greater flexibility are:

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- (a) Greater freedom in the starting times and duration of the lunch break;
 - (b) Flexible hours should be promoted wherever possible; and
 - (c) Where staggered-hour schedules are retained, employees should be permitted to change their starting times periodically.
- (3) Experimental projects should be undertaken which allow employees to average their work hours over a period of time. These experiments would give employees a choice of working more or less than the standard seven and one-quarter hours per day as long as they work the required number of hours for the time period chosen.
- (4) Employees should be consulted on the design and implementation of new schedules and, where possible, be given their preferred choice.
- (5) Work schedules should be worked out for each individual work group, i.e., the smallest operational unit.
- (6) Each group should make adequate information available regarding work schedules to its clients and other contacts to facilitate communication.
- (7) Where travel comfort and convenience are considered to be important, employees should be made aware that these conditions are likely to improve after 9:00 a.m.
- (8) Ministries should be encouraged to evaluate their projects and to share their experiences with interested groups.

The Port Authority of New York and New Jersey¹⁷

As the operator of the PATH rail rapid transit system, one of the most severely peaked transit systems in the world, the Port Authority of New York and New Jersey became involved with staggered work hours in 1972. In cooperation with the Downtown-Lower Manhattan Association, the Port Authority initiated a staggered work hours program that has since expanded to midtown Manhattan and Newark to involve hundreds of thousands of workers in the New York-New Jersey area.

According to the Staggered Work Hours Study Final Report, staggered hours have reduced congestion on transportation systems, increased efficiency in business operations by reducing lobby congestion, and improved employee attendance, punctuality, and morale.

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The "Staggered Work Hours Study" was funded by a \$200,000 grant from the United States Department of Transportation. The grant was made by the Urban Mass Transportation Administration and co-sponsored and administered by the Tri-State Regional Planning Commission. In awarding the grant, the Urban Mass Transportation Administration demonstrated its specific support of the downtown Manhattan program and of low capital intensive projects in general, as a way in which local communities might relieve transportation congestion without huge capital expenditures.

The objective of the study was not only to establish the staggered work hours program in the New York-New Jersey region but also to determine methods and means to assist other communities in establishing their own staggered hour schedules. As part of the grant requirements, the Port Authority, in its study, was required to:

- (1) Determine the "State-of-the-Art" of past and ongoing Staggered Work Hours Programs and determine techniques employed, achievements, cost benefits, and other factors.
- (2) Develop criteria for determining the feasibility of staggered work hours programs in central business districts and in other areas.
- (3) Discuss the development of work schedule surveys required to determine work schedule patterns prior to the establishment of a Staggered Work Hours Program.
- (4) Prepare a comparative evaluation of several variations of staggered work hours.
- (5) Establish procedures for designing staggered work hour schedules.
- (6) Develop implementation procedures for staggered work hour programs.
- (7) Determine the impact of a Staggered Work Hours Program and evaluate such impact upon urban area.
- (8) Survey employees and supervisory staff of firms participating in staggered work hour programs to determine the reaction of employees to work schedule changes. Particular emphasis was to be placed on the effect on their private lives, efficiency, productivity, and punctuality.
- (9) Conduct additional transportation surveys and attempt to determine the quantitative and qualitative benefits accruing to transportation systems from staggered hour programs.
- (10) Determine the probable impact on transportation design of ongoing and continuing staggered work hour programs.

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A. Schedule Design Procedures

The Port Authority observed that the design of an effective staggered work hours program required a three-pronged approach: (1) evaluating several overall strategies which might be employed, (2) buttressing the chosen strategy with real design factors, and (3) developing a working model to evaluate and recommend various specific work schedule rearrangements to achieve desired changes in transportation demand patterns.

The Port Authority stated that developing a staggered hours program included several basic steps: defining the problem clearly, identifying potential alternate work scheduling methods, evaluating each of these methods by predicting their effectiveness, deciding on the basic method of approach and implementation.

B. Program Implementation

The Port Authority maintained that staggered hours could be effectively "sold" to central business district organizations. The Authority stated, however, that this could happen only by organizing a professional effort, which included solid documentation, persistent follow-up, publicity, and full-time staff support.

The Authority stressed that an effective staggered hours program required adequate financial resources, a time duration of several years, and solid private sector support. The following suggestions were made by the Port Authority regarding promotion and implementation of a staggered hours program:

- (1) The benefits of a staggered hours program should be stressed to potential participants.
- (2) Get strong business sponsorship of the program--Business institutions must be in the forefront even if governmental agencies are doing the staff work in the background. In most cases it has to be recognized that governmental leaders do not engender the respect of business executives for changes of this type which affect company operations.
- (3) Priority should be given to the largest organizations.
- (4) Direct personal selling should be the keystone of the promotion effort--While many types of promotional activities are effective in catalyzing participation in staggered hours, the most effective approach centers around direct contact at meetings, on the phone, in personal correspondence.
- (5) Promotion should be highly professional.
- (6) The initial contact should be made at the top level of an organization.
- (7) Offer any and all assistance to companies and be prepared to back it up--Use project staff to make it easy for an

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organization to adjust its work hours, including conducting surveys or schedule preferences, transportation problems, writing office notices and press releases.

- (8) Everything should be documented--Build up a reference library of surveys, analyses, brochures, and program materials which can be used repeatedly.
- (9) A wide variety of media should be utilized--These would include numerous written forms as well as the print and electronic media. Professional assistance in developing an effective marketing program should be solicited.

C. Effects of Staggered Hours Implementation

1. **Effects on Transportation.** A staggered work hours program was initiated by the Port Authority in 1970 which eventually involved more than 220,000 workers from 400 organizations, or about 11 per cent of the work force in Manhattan. All major transportation modes were surveyed several times during the period 1972 to 1976. Survey methods included manual counts, turnstile readings, toll register readings, and dispatcher records. Locations, dates, and times of the surveys were carefully chosen so that the data would represent average travel patterns during the peak period. In general, the time periods covered were 7:30 to 9:30 a.m. and 4:00 to 6:00 p.m.

The Port Authority summarized its findings regarding the effect of staggered hours on transportation by stating that the program proved most successful in relieving commuting problems of rapid rail systems, transit buses, and building systems where congestion was due to peaking of demand. The Authority stated that staggered hours had little impact on commuter railroads, automobile facilities, and pedestrian facilities, primarily because such systems do not experience peaking.¹⁸

2. **Employee and Supervisory Attitudes Toward Staggered Hours.** Although the Port Authority's primary interest in staggered work hours was to determine whether the concept would relieve transportation congestion, the Authority recognized that the staggered hours program would never succeed if those involved reacted negatively to flexible work hours. Therefore, attitude surveys were conducted to determine the responses of supervisors and employees before and after the implementation of staggered work hour programs.

Detailed surveys of staggered work hour programs were conducted by the Port Authority and the Downtown-Lower Manhattan Association several times throughout the period from 1972 to 1976. One Lower Manhattan survey involved 27,000 returned questionnaires (one-half of those returning questionnaires were participating in a staggered work hours program). Almost 85 per cent of the respondents provided a favorable overall reaction to staggered work hours. The following were responses received in the survey:

- (1) Lessened congestion and overcrowding were reported by more than 40 per cent of the respondents. This included overcrowding in elevators, in the lobbies of buildings where they worked, and

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in the streets around places of employment. Some 18 per cent reported that crowding had been alleviated in restaurants and stores during the lunch hour.

- (2) Increased job satisfaction was expressed by almost one quarter of those who directly participated in the project, while some 7 per cent reported that they were less satisfied. Over 21 per cent reported an increase in their effectiveness on the job, while most others felt that there was no change. With respect to time spent with friends and relatives in the evening hours, and to involvement in various social activities, there appears to be far greater satisfaction than dissatisfaction with the project.
- (3) People's commuting experiences were reported positively affected by staggered hours. Over 46 per cent of those responding indicated that they were more satisfied with commuting to work while only 10 per cent were less satisfied.
- (4) Employees preferred to work the 8:30 a.m. to 4:30 p.m. frame than the old 9:00 a.m. to 5:00 p.m. frame.
- (5) The punctuality of employees increased.
- (6) A substantial majority of unit heads surveyed reported that no severe problems resulted from the changed hours. About 15 per cent cited some impact, but evidently the problems were not sufficient to cause a drop in efficiency.

Summary

The experiences of other organizations, both in the public and private sector, with regards to flexible work hours have been positive. Benefits noted under flexible work hour programs include enhanced employee morale, decreased tardiness and absenteeism, increased productivity, and, in numerous cases, increased ease in commuting as well as decreased traffic congestion.

Organizations have been motivated to implement flexible work hours primarily by their desire to improve the quality of employee worklife.¹⁹

Organizations hope that a happier employee will be more productive.²⁰

Although a number of organizations have been motivated to implement flexible work hours primarily because of the potential traffic congestion reducing capabilities of such schedules, e.g., the Port Authority of New York and New Jersey and the City of Toronto, these organizations have also noted that employee morale, absenteeism, and productivity have also been positively affected by their flexible hour programs. For these organizations motivated primarily by traffic considerations, the "other" benefits of flexible work hour schedules are important in that they attract organizations which are not very concerned with traffic congestion to participate in such schedules. In fact, the Port Authority emphasized that, in promoting flexible work hours, it is

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important to stress the "other" benefits of participating to the organization. The Authority suggested the following:²¹

Document what's in it for them: their people, operations, morale, punctuality, commuting, and, if possible, their productivity. The fact that the program has its basic impetus as a CBD [central business district] transportation program should be only of background interest, for an appeal only to civic pride and responsibility [to reduce traffic congestion] will most likely be ineffective. (Emphasis added.)

The Authority stated that the increased participation resulting from such promotional efforts will greatly ensure the success of any flexible work hour program designed to reduce traffic peaking in a large metropolitan area.²²

Organizations that have successfully implemented flexible work hour programs have utilized a number of different strategies, e.g., use of task forces to aid in implementation (Metropolitan Life, Sun Oil Company, and Northwestern Life); personal briefing of employees by the company president prior to program implementation (Alexander Hamilton Institute); use of a concentrated public relations and marketing program to promote program participation (Port Authority of New York and New Jersey); switch from flexitime to flexitour (General Radio Company); evolution from staggered hours to flexitime (Metropolitan Life); use of automatic time recording devices (Sun Oil Company); etc. Although many organizations have implemented flexible work hour programs successfully, the switch from fixed work hours to more flexible schedules has not been obstacle-free.²³ Most of the organizations have found, however, that with effort and adequate planning, most of the problems resulting from flexible work hour implementation can be remedied.²⁴

Chapter 5

STATE EMPLOYEES: IMPACT AND PROMOTION OF FLEXIBLE WORK HOURS

House Resolution No. 195, H.D. 1, directs the Legislative Reference Bureau "to prepare a study detailing the efforts of the various state departments to date with respect to staggered work hours including discussion of the impact of staggered work hours on state employees and to promote the concept as a means to improve the productivity and enhance the morale of state employees;..." Section 1 of this chapter discusses the impact of flexible work hours (staggered work hours) as measured by the attitudes of state employees toward such work schedules. Section 2 examines the efforts of state departments to date in promoting the use of flexible work hours to their employees. Section 3 (1) discusses factors that tend to inhibit employee participation in flexible work hours and (2) makes recommendations to improve the promotion of flexible hours to state employees.

Impact of Flexible Work Hours on State Employees: Employee Attitudes

On March 5, 1980, the Hawaii Department of Personnel Services issued a report on a survey of state civil service supervisors that assessed the effect of flexible work hours on management operations which was entitled Flexible Working Hours as a Management Tool.¹ Although the survey did not specify the number of state employees participating in the flexible work hour program,² it did state that the program had wide application with 16 state departments, and the Offices of the Governor and Lieutenant Governor reporting implementation. The report focused on the attitudes of managers and administrators toward flexible work hours because the Department of Personnel Services had determined that an evaluation of flexible work hours by supervisors would be the most direct way to evaluate its efficacy as a management tool.

The report revealed that before the program began 87.2 per cent of all supervisors had favorable feelings toward flexible work hours. That percentage increased slightly to 89.1 per cent after the program began. Among those supervisors who have implemented flexible work hours, 91.6 per cent felt favorably both before and after implementation of the State's program. Only 57.5 per cent of those without flexible work hours felt favorably both before and after the program was started.

Supervisors were also asked to evaluate the effect of flexible work hours on a list of 13 management variables.³ With regard to all variables, the majority of supervisors responding (73 per cent or more) rated the effect of flexible work hours as positive. Commuting, morale, absenteeism, parking, and productivity were the variables that ranked the highest, all with a positive response rate of over 90 per cent. The areas with the lowest percentage of "better" responses were internal communications, external communications, and difficulty of managing/supervising.

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The study determined that only 5.2 per cent of the supervisors responding wanted to drop flexible work hours and that 94.8 per cent did not want to drop it. The group with the highest rate of wanting to drop flexible work hours were those supervisors who felt that they had to give too much flexibility to their employees. Even within this group, however, 74.4 per cent, a clear majority, did not want to drop flexible work hours. The Department of Personnel Services postulated that the reason for the pattern described above is that those managers wishing to drop flexible work hours recognized the benefits of such schedules, but they were hesitant to assume the additional pressures of management and supervision that came with it.

Overall, the Department of Personnel Services concluded that the flexible work hours program was a success as a management tool. The Department of Personnel Services based its conclusion on the small proportion of supervisors who found it to have had a negative effect on the measured management variables as compared to the very large proportion of supervisors who perceived flexible work hours as having a positive effect on the same variables.

Although this 1980 report on flexible work hours targeted the reactions of state supervisors, it also indirectly measured the attitudes of non-supervisory employees toward such work hours. Based on the positive responses of a majority of the supervisors to such management variables as commuting, morale, absenteeism, and parking, the report also indicated that non-supervisory employee attitudes to the State's flexible work hour program were favorable.

In 1984, the Department of Personnel Services again surveyed state departments to determine their attitudes toward flexible work hours.⁴ In response to questions raised during discussion concerning House Resolution No. 195 prior to adoption during the 1984 Legislative Session, the Department surveyed state departments on Oahu by telephone regarding the flexible work hour program. Three questions were asked of the departments: (1) how many employees are participating in the flexible work hour program? (2) how many employees are not arriving at work at 7:45 a.m.?⁵ and (3) what effect has the flexible working hour program had on department operations? Out of 16 responses received with regard to question No. 3, 14 departments stated that flexible work hours had a "good" effect on their operations, and 2 stated that there was "no difference" in departmental operations. Based on responses to question No. 3, the Department's 1984 survey of state departments supports the overall finding of its 1980 survey that flexible work hours have been accepted by both supervisors and non-supervisory employees, and that attitudes with regards to flexible hours were generally positive.

In 1985, this researcher, again by telephone, surveyed state departments on Oahu to determine their views on the flexible work hour program.⁶ In this survey, three major questions were asked of the departments: (1) what percentage of eligible employees were on flexible work hours; (2) what was the effect of flexible work hours on departmental operations; and (3) will the promotion of flexible work hours increase employee participation in the program?⁷ The responses to question No. 2 (all departments answered positively, either "good" or "ok") are consistent with the responses received for question No. 3 in the 1984 Department of

Personnel Services survey and similarly support the conclusion reached in the 1980 Department of Personnel Services survey that flexible work hours has generally had a positive effect on state employees.

Promotion of Flexible Work Hours and State Employees

In the researcher's telephone survey, two further questions asked of the departments were: (1) how, if at all, is flexible work hours promoted in your department; and (2) if flexible work hours were promoted in your department would employee participation increase?⁸ All departments answered question No. 1 similarly, stating that, except for the new employee orientation period when new personnel are informed of the availability of flexible work hours, there is no promotion of the concept. All departments explained that new employees were informed orally of the availability of flexible work hours, usually by first-line supervisors.⁹ Fifteen departments stated that no written materials, e.g., brochures, pamphlets, posters, memoranda, etc., were circulated, posted, and/or made available to further alert and inform employees to the benefits and availability of flexible work hours.¹⁰

Department responses to the survey question "If flexible work hours were promoted in your department would employee participation increase?" were split. A slight majority of the departments (nine)¹¹ stated "yes" there would be an increase in employee participation with promotion of flexible work hours. Three of the nine departments answering in the affirmative, however, stated that only a very slight increase in participation would result from promotion of the concept. All of the departments responding "no" (eight) stated that the operational requirements of the departments would more than likely prevent any increase in employee participation stimulated by promotion of flexible work hours. For example, the Department of Agriculture stated that, with regard to its small clerical staff, any increase in flexible work hour participation would make office coverage difficult during the hours when the department is open to the public. The Department of Budget and Finance explained that certain employees, because of the nature of their jobs (e.g., the data processing section operates 24 hours with employees working 3 shifts), were precluded from participating in flexible work hours.¹² The Department of Commerce and Consumer Affairs offered one other reason as to why employee participation would not increase with promotion of flexible work hours. That Department commented that employee choice also played an important part in whether promotion of flexible work hours would result in increased worker participation. In qualifying its "no" answer, the Department of Commerce and Consumer Affairs, explained that "everyone is aware [of the availability of flexible work hours]; those who don't participate, won't change."¹³

There appears to be no correlation between the percentage of employee participation in flexible work hours in each department and the department's response to the question of whether the promotion of flexible work hours would increase involvement, i.e., those departments with lower participation percentages do not, necessarily, expect greater employee participation with promotion of the concept. For example, the two departments with the lowest participation percentage, the Department of Transportation and the University of Hawaii (both with 19 percent), answered "no" and "yes", respectively to

the promotion question. The departments with the highest percentage of participation, Personnel Services and Taxation with 80 and 78 per cent, respectively, have contrary opinions.¹⁴

Discussion and Recommendations

The impact of flexible work hours on state employees has been positive. Departments have noted that flexible work hours have resulted in enhanced employee morale and increased productivity. State departments, however, have not been aggressive enough in their efforts to promote flexible work hours. Promotion of flexible work hours is needed in order that more employees may participate and experience the benefits of such work schedules. As explained in chapters 3 and 4, organizations with successful flexible work hour programs have put a great deal of effort into promoting the concept of flexible work hours, either through the use of concentrated recruitment schemes, e.g., the comprehensive marketing and public relations campaign used by the Port Authority of New York and New Jersey to ensure adequate participation by downtown Manhattan businesses, or effective implementation procedures, e.g., the use of task forces by Metropolitan Life to aid supervisors in implementing flexible work hours, or both. In view of the aforementioned observations, i.e., (1) the success of these organizations with regard to the implementation of flexible work hour programs and (2) the fact that state departments have not been aggressive in their efforts to promote flexible work hours, it is reasonable to conclude that "proper" promotion of flexible work hours will result in increased state employee participation. No matter how actively the State may promote flexible work hours in the future, however, it is difficult to predict how much of an increase in employee participation will result from such promotion. Predicting the increase in employee participation resulting from the promotion of flexible work hours is highly speculative primarily because of certain factors associated with the State's flexible work hour program. These factors tend to influence state employees to not participate in flexible work hours. The following is a discussion of these potentially negative factors.

A. Factors that Tend to Inhibit State Employee Participation in Flexible Work Hours

The State's flexible work hour program is in practice a flexitour or modified staggered hours system. Department supervisors are given wide discretion in the State's program and determine (1) whether or not flexible work hours will be offered; (2) what type of system, flexitime or staggered hours (to date it has been staggered hours), will be implemented; (3) what will be the parameters for the system implemented, i.e., what are the starting time intervals; and (4) which employees will be allowed to participate in the system. If, in the opinion of the supervisor, the operational requirements of the department do not allow certain employees to work flexible hours, those employees will be precluded from participating in the program. Departmental supervisors, depending on their attitudes with regards to flexible work hours, represent one factor that may limit the availability of and, therefore, employee participation in flexible work hours.¹⁵

A second factor that may inhibit employee participation in flexible work hours is what has been termed the "local affinity for early start times."¹⁶

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Those state employees preferring earlier starting times, if prevented from selecting start times before 7:45 a.m.,¹⁷ may be reluctant to start work later than 7:45 a.m. These employees, although offered flexible work hours, in actuality, would be prevented from taking part in the flexible work hour program because their choice of starting times would be limited to times not aligned with their preference for starting work early.¹⁸

Another factor (this factor would affect state workers on Oahu more than those on the other islands) that may mitigate any increase in employee participation stimulated by the promotion of flexible work hours is the fact that many state employees select their work start times according to the starting times of either their spouses or others with whom they may be carpooling. The consultant in the 1981 Honolulu Work and School Hour Change Study noted that a major proportion of Honolulu employees begin work between 7:30 and 8:00 a.m., and these employees leave their homes at about the same period. The same consultant determined that a large portion of Oahu's work force is employed downtown and in the areas adjacent to downtown.¹⁹ Therefore, because the vast majority of state employees work in the downtown area, it is very likely that many state workers ride to work with either their spouses or other workers who are employed in and around downtown Honolulu. Due to the fact that most employees on Oahu start work between 7:30 and 8:00 a.m., it is also very likely that those state workers riding to work with these employees would be reluctant to change from their 7:45 a.m. starting time.²⁰ These state employees, like their colleagues having a preference for early work start times, would also be precluded from participating in the flexible work hour program.²¹

A fourth factor that might limit state employee participation in flexible work hours is the starting times of primary and secondary schools. According to a comment by a member of the Oahu Metropolitan Planning Organization, the State of Hawaii is unique in that many primary and secondary school-age children are dropped off at school.²² The majority of adults dropping children off at school are usually on their way to work.²³ The 1981 Honolulu Work and School Hour Change Study determined that almost all schools on Oahu start at 8:00 a.m., the most predominant work starting time, and further that most adults taking their children to school prefer to drop them off at times close to the starting time of the school.²⁴ It is highly likely that many of the state workers dropping children off at school continue to select 7:45 a.m. as their work start time because it is close to the starting time of most schools. Accordingly, because school start times may limit the selection of work start times for some state employees, they (school start times) should be considered another potentially limiting factor with regards to increasing employee participation in the State's flexible work hour program.²⁵

B. Recommendations

It is recommended that flexible work hours be actively promoted thereby allowing an increased number of state personnel to participate in and experience the benefits of flexible hours, e.g., enhanced morale, increased productivity, etc. The proper promotion of flexible work hours to state employees will require some degree of planning and management. The following paragraphs discuss methods to promote flexible work hours that will help ensure increased participation by state employees.

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1. **Central Coordinating Agency.** Since the proper promotion of flexible work hours to state employees requires planning and management, it is suggested that a central coordinating bureau or agency be established. Central coordinating bureaus were also recommended by both the Honolulu Work and School Hour Change Study and the Port Authority's Staggered Work Hours Study to aid in the implementation of their respective programs.²⁶

This central coordinating agency would be best established within or closely associated with the State Department of Personnel Services. The Department would be the most logical choice because: (1) the Governor, via Executive Memorandum 1977-25 (acknowledging DPS Circular No. 77-11 which sets forth the policy and procedure for implementing a flexible work hour program for state employees), charged the Department with the responsibility to implement the State's flexible work hour program; (2) DPS Circular No. 77-11, section IV (A) (1-3) provides that: the Department will (A) provide overall guidance in the implementation of this policy, (B) provide assistance, as requested, in developing and implementing the departmental programs, encouraging the widest application possible of flexible working hours, and (C) develop and maintain statewide data on the level of participation by employees, on the types and extent of the various programs, and from time to time make requests for additional information; and (3) the Department has already demonstrated a high degree of sophistication with regards to knowledge of flexible work hour concepts and evaluation techniques as evidenced by its 1980 publication entitled Flexible Working Hours as a Management Tool.

2. **Informational Campaign.** A major step in promoting flexible work hours is to provide information about the concept to state employees. Providing continuous and adequate information concerning the State's flexible work hour program is important in that currently little to no information is given to workers after they go through the initial employee orientation period. Employees who are not recent hires may not be presently participating in flexible work hours because they may have (1) forgotten about the availability of such hours, (2) not received an adequate explanation of the concept and consequently do not completely understand or appreciate the benefits of flexible hours, and/or (3) had life circumstances that, at the outset of their employment with the State, prevented them from taking advantage of flexible work hours. These employees, if presently wishing to participate in innovative work programs such as flexible hours or if experiencing a change in their life circumstances that now makes it possible for them to participate in the flexible hours program because of inadequate knowledge or understanding, may be precluded from participating.²⁷

Educating state employees on flexible work hours can be achieved through a variety of methods. The Alexander Hamilton Institute, a small private firm in New York City (discussed in chapter 4), had the president of the Institute personally brief the employees (in groups of ten) prior to implementation of a flexible work hour program. The approach taken by the Alexander Hamilton Institute is consistent with that recommended by the Port Authority of New York and New Jersey for "selling" flexible work hours to potential participants. The Port Authority suggests that direct personal selling should be the keystone of the promotion effort, i.e., the most effective approach centers around direct contact at meetings, in personal correspondence, etc.²⁸ It is suggested that the central coordinating agency

responsible for the promotion of flexible work hours to Hawaii's state workers utilize an educational campaign similar to that espoused by the Alexander Hamilton Institute and the Port Authority. Direct selling of the concept of flexible work hours can be accomplished through the use of brochures, pamphlets, and posters (circulated and posted within all state department offices), as well as by holding various informational meetings and/or seminars on the State's flexible work hour program. To aid in providing information on flexible work hours to state employees, the central coordinating agency should set up and maintain a special reference library stocked with its informational brochures, pamphlets, and bulletins, including the results of any research (including surveys) completed in the area of flexible work hours.²⁹

This library can also serve as a source of information that may be used by the central coordinating agency to help state departments solve various pre- and post-flexible work hour implementation problems. Reference material should be made readily available to all state personnel.

In promoting flexible work hours, the central coordinating agency should stress the benefits of flexible work hours to state employees. In other words, according to the Port Authority, the central coordinating agency should emphasize and document "what's in it for them (those participating in flexible work hours)", i.e., improvement in morale, absenteeism, productivity, commuting, etc.³⁰ Stressing the benefits of flexible work hours to state workers may alleviate one of the factors that can inhibit employee participation in flexible work hours, i.e., the local affinity for early starting times. Employees who currently start work early may be influenced to choose later work start times when informed that such times may result in enhanced morale, less absenteeism, and increased productivity.³¹

Although the promotion of flexible work hours should be directed at all state employees, in view of the fact that in the State's flexible work hour program, department supervisors are given wide discretion on the implementation or non-implementation of flexible work hours, it is especially important to focus on these department supervisors when promoting the concept.³² Department supervisors and managers should be considered a special sub-target group with unique educational and promotional requirements.³³ Therefore, in addition to making sure that department supervisors are informed of the potential operational benefits of flexible work hours, e.g., increased productivity, decreased absenteeism and tardiness, and enhanced worker morale, the central coordinating agency should also provide comprehensive assistance to aid department supervisors in implementing flexible work hours.³⁴ According to the Port Authority, the program staff should make it as easy as possible for a supervisor to implement flexible work schedules.³⁵ The state central coordinating agency can help supervisors with implementation of flexible work schedules in a number of ways. One method which the central coordinating agency could use to help supervisors with implementation is to utilize reference material (from its library) to tailor flexible work schedules for specific situations. For example, the State Department of Budget and Finance stated that flexible work hours were not feasible for its electronic data processing section because the section operates twenty-four hours a day and employees work on shift. As explained earlier in chapter 4, the Hewlett-Packard Corporation has successfully allowed employees working 24-hour shifts the opportunity to

participate in its flexible work hours program. Therefore, the central coordinating agency, armed with information regarding Hewlett-Packard's experience with flexible work hours and 24-hour shifts, might be able to (1) convince the Department of Budget and Finance of the feasibility of allowing its shift workers to participate in flexible work hours, and (2) help the Department to develop flexible work schedules for its shift workers that would meet operational requirements.³⁶

The central coordinating agency could also utilize small "task forces"³⁷ to aid supervisors in the implementation of flexible work hours. The task forces could be made up of department personnel appointed by and under central coordinating agency direction. Each task force would (1) study the feasibility of implementing flexible work hours for a particular department, division, or work unit; (2) determine the specific schedule for implementation; and (3) assist the supervisor with specific implementation problems.³⁸

Another responsibility of the central coordinating agency should be the preparing, conducting, and reporting of the results from regularly scheduled surveys assessing the State's flexible work hour program.³⁹ These surveys will serve a two-fold purpose. First, publication of the results of surveys on flexible work hours serve to inform state personnel of the existence and availability of flexible work hours.⁴⁰ Second, surveys may be utilized as a troubleshooting instrument, which can alert the central coordinating agency to problems that certain departments or supervisors, or both, may be having with their flexible work hour programs. Once a flexible work scheduling problem is communicated to the central coordinating agency through a survey, the central coordinating agency, either through its staff or a designated task force, can then utilize its expertise to aid in the problem's solution.⁴¹ By helping the central coordinating agency to solve problems supervisors may be experiencing with their flexible work hour programs, surveys become an effective means of promoting flexible work hours to the management sub-target group.

3. Increased Worker Autonomy: An Aid to the Promotion of Flexible Work Hours. It is recommended that the State's flexible work hour program be changed to one that allows greater flexibility. Flexible work hour programs with more flexibility, i.e., allowing workers more control over their work times, have been shown to be even more attuned to the desires of employees regarding the quality of work life than flexible work programs with less flexibility.

Promotion of flexible work hour programs that are more compatible with the desires of employees will generate more employee participation.

Researchers have discovered that there is a relationship between the amount of flexibility that is allowed to workers under the various types of flexible work hour programs, e.g., staggered hours, flexitour, flexitime, etc., and the resultant employee attitudes and behavior.⁴² It has already been noted that flexible work hour programs as a whole have a positive effect on employee attitudes and behavior, i.e., enhanced morale, increased productivity, decreased absenteeism and tardiness, etc. Two authorities have also stated that, if employees are fully aware of the increase in flexibility, flexible work hour programs that give workers additional control over their work times, e.g., flexitime vs. staggered hours, will likewise produce

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additional gains in the quality of work life, i.e., increased "enhanced morale", increased "increased productivity", etc.⁴³ Since the majority of workers wish to improve the quality of their work lives, those flexible work schedules which provide more flexibility, will be more desirable to workers than flexible work schedules providing less flexibility.

In order to change the State's flexible work hour program into one that provides more time flexibility, it is recommended that the State, through the central coordinating agency, encourage the use of flexitime. As explained in chapter 2, flexitime (also called: glide time, gliding time, flextime, etc.) is a work schedule whereby an employee, on a daily basis and within specific limits, can start and finish work at the employee's discretion, as long as the individual completes the total number of hours required for a given time period. State departments, pursuant to the Department of Personnel Services Departmental Circular No. 77-11, are authorized to offer either staggered hours or flexitime (called "glide time"). According to a telephone survey conducted by this researcher of 17 state departments on Oahu, however, none have implemented a true flexitime schedule. The State's flexible work hour program, by operation, is primarily a flexitour or modified staggered hours program in which an employee is afforded some degree of discretion in choosing start times, but, once a start time is chosen, the employee's work schedule is set.⁴⁴ As noted earlier, departmental supervisors are given wide discretion in the implementation of flexible work hours. It is logical to assume that state supervisors perceive flexitime as less desirable in terms of their operational requirements than the staggered work hours they now utilize. Therefore, in order to successfully effectuate a flexitime work program, departmental supervisors must be encouraged to implement such schedules. It would be the role of the central coordinating agency to educate supervisors as to the additional benefits of flexitime and to inspire them to implement such work schedules.⁴⁵ Once implemented, due to the desirability of the flexitime concept, i.e., greater discretion over one's work time, employee participation in the State's flexible work program should increase.⁴⁶

C. Promotion of Flexible Work Hours: Cost Implications

The cost of actively promoting flexible work hours to state employees should be quite minimal. In contrast, according to the 1981 Honolulu Work and School Hour Change Study, projected expenses for the first year promotion of a proposed work and school hour change program was \$175,000, with the following breakdown of costs:

\$100,000	for staffing
50,000	for the first year information program (to consist of advertisements in business magazines and limited radio spots)
25,000	for the monitoring program

After the first year, the 1981 study determined that information costs can be expected to decrease to about one-fourth the initial level while other costs can be expected to remain the same.⁴⁷

The work and school hour change proposed by the 1981 study necessitates participation by both public (federal and state employees) and

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private organizations in the downtown and Kapiolani-Kakaako business districts of Oahu in rescheduling work times.⁴⁸ The proposal also requires the coordinated involvement of school officials, teachers, students, and parents to effectuate a shift in school starting times.⁴⁹ In order to procure the cooperation of these numerous organizations and individuals, the 1981 study further suggests the implementation of a comprehensive, professional public relations and marketing campaign.⁵⁰ The projected cost, i.e., \$175,000, reflects both the extent of this public relations and marketing campaign and the magnitude of the group targeted by the 1981 study's proposal. Due to the fact that the recommendations for the promotion of flexible work hours provided in this study target a much smaller group, i.e., state employees, than that targeted by the 1981 study's proposal (obviating the need for an extensive marketing program), the cost of promoting flexible work hours for state employees would be substantially less than that required by the work and school hour change proposal. Some of the staffing and office costs may be avoided since it is recommended that the central coordinating agency be established within the State Department of Personnel Services.

Chapter 6

STAGGERED SCHOOL AND WORK HOURS: TRAFFIC CONGESTION IN HAWAII

Part I. Staggered School Hours

House Resolution No. 195, H.D. 1, in addition to requesting the Legislative Reference Bureau to prepare a study detailing the efforts of various state departments to date with respect to flexible (staggered) work hours, also directed the Bureau to examine the potential effects of staggering the hours of public schools. This analysis of the potential effects of staggering school hours was to be conducted with the advice and assistance of the State Departments of Education and Transportation.

During the 1985 Regular Session, however, two resolutions, Senate Resolution No. 109, S.D. 1, and Senate Concurrent Resolution No. 83, S.D. 1, both requesting the Department of Accounting and General Services, the Department of Education, and the Department of Transportation to conduct a study that implements a program of staggered opening and closing times for certain public schools on Oahu to reduce traffic congestion, were adopted. The Oahu Metropolitan Planning Organization has been designated the lead agency for administrative matters, i.e., contract negotiations, study monitoring, and consultant remuneration, etc., for purposes of the requested study. A technical resource committee, appointed by the Oahu Metropolitan Planning Organization, has been and will continue to be directly involved in development of the project scope, consultant selection, technical support, and product review with regards to the staggered school hour study. The technical resource committee will provide the primary avenue of contact with the agencies involved in the study. Representatives from the following organizations sit on the technical resource committee:

- Oahu Metropolitan Planning Organization
- State Department of Transportation
- State Department of Education
- State Department of Accounting and General Services
- University of Hawaii
- City and County of Honolulu Department of Transportation Services
- Hawaii Association of Independent Schools

The researcher is presently a member of the technical resource committee and has thoroughly reviewed the Specifications for a School Hour Change Study/Instructions for the Submission of A Proposal developed by the technical resource committee. Consultants wishing to bid on the contract for the staggered school hour study were required to submit proposals in compliance with guidelines adopted in this document. According to the technical resource committee developed document, the primary objectives of the staggered school hour study are: (1) to collect and analyze sufficient data to make an objective assessment of the true impact of school-related traffic on peak hour congestion and (2) to develop an implementation plan which identifies the technical and institutional steps necessary to bring about a change in school hours and which quantifies the improvement in congestion and other impacts to be expected as a result of the staggering of school

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hours. In view of the adequate scope of the Oahu Metropolitan Planning Organization directed school hour change study and to avoid duplication of effort, the same issue will not be addressed in this study.¹

Part II. The State's Flexible Work Hour Program and Traffic Congestion: The Voorhees Study

Act 64, Session Laws of Hawaii 1977, which allows the Governor to promote flexible work hours by modifying the office hours of state agencies and school states, in part, that:²

The Legislature further finds that staggered work hours and/or variable time programs used in conjunction with other transportation strategies such as carpooling, express bus service and van pools may lead not only to more efficient use of our streets and highways but may also obviate the need to construct other costly and unnecessary transportation facilities.

Staggered work hour and variable time programs have been initiated by government employers who have allowed employees to choose their own starting times, with favorable response. For example, in March, 1974, the City of Ottawa initiated a variable work hour program which significantly reduced peak hour traffic.

In view of the legislative intent of Act 64, it has been inferred that increasing employee participation in the State's flexible work hour program, through the promotion of the concept, will result in decreased traffic peaking and congestion. Obvious to most Honolulu commuters,³ and as reflected in House Resolution No. 195, H.D. 1,⁴ the State's flexible work hour program, in and of itself, however, is not the answer to the State's traffic peaking problems. This opinion that the State's flexible work hour program, even with increased participation, will not solve Hawaii's traffic congestion problem is strongly supported by the findings of the 1981 Honolulu Work and School Hour Change Study completed by Alan M. Voorhees & Associates.

The major conclusion of the 1981 Voorhees Study was that in order to effectuate a significant reduction in traffic congestion, traffic peaking must be spread out over a longer period of time, and therefore a large number of employees in a concentrated area must change their travel times.⁵ The Voorhees Study determined that, not only would a shift in work times be required in the entire Honolulu central business district-government center (an area defined by Nuuanu Stream, Vineyard Boulevard, and Punchbowl Street),⁶ but that employees in the Kapiolani-Kakaako business district would also have to change their work schedules and, in addition, school start times would need to be shifted to a later time (at least one-half hour change from current times) to reduce traffic peaking along the major transportation corridors of Oahu. Therefore, increasing employee participation in the State's flexible work hour program alone, even if accomplished along the specific parameters set by the 1981 Voorhees Study,⁷ will not significantly reduce traffic peaking and congestion.

The consultant in the Voorhees Study acknowledged that the traffic congestion reducing potential of flexible work hour programs is very limited. The consultant explained that the effect of flexible work hours on reducing

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traffic congestion is small in comparison to the improvements expected from (1) better traffic engineering (area-wide signal timing optimization and computerized master control) and (2) other transportation systems management alternatives, e.g., ridesharing encouragement (carpooling), transit service improvements, and central business district truck restrictions, etc.⁸ In anticipation of the limited role that flexible work hour programs will play in traffic peak reduction, the consultant proposed that the recommended central coordinating agency, responsible for administering the work and school hour change program, simultaneously conduct 3 other transportation systems management-related programs, i.e., ridesharing (carpool and van pool), transit marketing to employers, and parking management coordination.⁹

As explained, it is very unlikely that increasing the participation of employees in the State's flexible work program, by promoting the concept, alone will reduce traffic congestion in Hawaii. This study's suggested approach for promoting flexible work hours and the recommendations proposed by the 1981 Voorhees Study to reduce traffic peaking on Oahu do have a number of elements in common. For example, in order to help spread the early morning traffic peak and reduce congestion, the 1981 Voorhees Study specifically suggests moving: (1) 630 state employees from starting work at 7:45 a.m. to 7:15 a.m., and (2) 630 state employees from 7:45 a.m. to 8:15 a.m. Engineering the voluntary¹⁰ movement of 1,260 state employees from one work start time to another can be considered tantamount to promoting participation in the State's flexible work hour program. Except for promoting flexitime, the seven steps suggested in the Voorhees Study for implementing the proposed work and school hour change is very similar to the recommendations for the promotion of flexible work hours to state employees contained in this study.¹¹ A major recommendation of the Voorhees Study is that school start times be shifted to a later time (at least one-half hour from current times). If implemented, the change in school start times would help to alleviate one of the factors that inhibit employee participation in the State's flexible work hour program, i.e., the need of state employees dropping children off at school to select work start times that are close to current school start times.

Although (1) the promotion of flexible work hours to increase employee participation and the proposal suggested by the Voorhees Study have much in common, and (2) in numerous ways, implementation of the work and school hour change plan can help increase state employee participation in flexible hours, increasing the participation of state employees in such hours, by itself, will not reduce traffic congestion in the Hawaii. Therefore, those state officials primarily seeking to reduce traffic congestion can anticipate better results by implementing the recommendations included in such studies as the 1981 Voorhees Honolulu Work and School Hour Change Study.

Chapter 7

FINDINGS AND RECOMMENDATIONS

Part I. Findings

House Resolution No. 195, H.D. 1, requested the Legislative Reference Bureau to prepare a study detailing the efforts of the various state departments to date with flexible work hours including discussion of the impact of staggered work hours on state employees and to promote the concept as a means to improve the productivity and enhance the morale of state employees. The Bureau found that based on the experiences of the federal government and other organizations, flexible work hours is an effective means of improving employee morale, decreasing tardiness and absenteeism, and increasing productivity.¹ The experience of the State with flexible work hours has mirrored that of other organizations, i.e., the impact of flexible work hours on state employees, including supervisors, has been positive.

Despite the favorable reaction to flexible work hours, state departments, including the Department of Personnel Services, do not actively promote participation in flexible hours to employees. The percentage of employees participating in flexible work hours within each department varies, and there appears to be no correlation between department responses to whether promotion of flexible work hours will increase worker participation and the percentage of employees participating in flexible work hours within the respective departments. A slight majority of the state departments on Oahu, however, believe that promoting the concept will increase employee participation in flexible work hours.

Noting the experiences of other organizations that have successfully engendered support for and participation in their flexible work hour programs, the Bureau believes that the "proper" promotion of flexible work hours will increase state employee participation, despite the fact that there are several factors, present in the State's system, which (1) inhibit employee participation in flexible hours and (2) frustrate any attempt to predict how much more participation will result from promotion of the concept. In considering (1) the limited size of the target population, i.e., state employees, and (2) the recommendation that the central coordinating agency (responsible for administering promotion of the State's flexible work hour program) be established within the State Department of Personnel Services, the Bureau anticipates that the cost of promoting flexible work hours will not be substantial.

The Bureau also determined that, although flexible work hour programs can improve the quality of work life, the ability of such work programs to reduce traffic peaking and congestion in the State, specifically on Oahu, is very limited. Flexible work hour programs have not been shown to be very successful in reducing traffic congestion in metropolitan areas that are auto-oriented; the majority of state commuters travel by private modes of transportation, i.e., cars and trucks. Flexible work hour programs must be implemented in conjunction with other transportation systems management alternatives, e.g., school hour change, high occupancy vehicle lane

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construction, ride-sharing, public transit marketing, etc., in order to significantly reduce traffic congestion. Therefore, simply increasing employee participation in the State's flexible work hour program, through the promotion of the concept, cannot be relied upon to reduce traffic congestion in the State. Participation in flexible work hours, however, can make commuting to work more enjoyable for those state employees using such work schedules by allowing them to avoid traveling on congested corridors at the least desirable times.

House Resolution No. 195 also requested the Legislative Reference Bureau to examine the potential effects of staggering the hours of public schools (with the advice and assistance of the Department of Education and the Department of Transportation). Presently, the Oahu Metropolitan Planning Organization, pursuant to two 1985 resolutions adopted by the State Senate, is coordinating a study, through a private consultant, to implement staggered school hours on Oahu to reduce traffic congestion. A technical resource committee, appointed by the Oahu Metropolitan Planning Organization and composed of various state agencies, including the Departments of Transportation and Education, has been and will continue to be directly involved in the development of the study. In view of the adequate scope of the Oahu Metropolitan Planning Organization directed study and to avoid duplication of effort, staggering of school hours has not been directly addressed in this study.

Part II. Recommendations

Increased participation in the State's flexible work hour programs will allow more employees the opportunity to experience the benefits of enhanced morale and increased productivity on the job. In order to increase employee participation in the State's flexible work hour program, the Bureau recommends that:

- (1) The State's flexible work hour program be actively promoted;
- (2) Responsibility for promoting the State's flexible work hour program be placed in the hands of a central coordinating agency, established within the State Department of Personnel Services;
- (3) The promotional techniques utilized by the central coordinating agency should include the following:
 - (A) Direct selling of the concept of flexible work hours to all state employees, through educational programs which include the use of brochures, pamphlets, informational meetings and/or seminars, etc. The central coordinating agency is to be responsible for setting up and maintaining a reference library of flexible work hour surveys, along with brochures and program materials with easy access for state employees.
 - (B) Selling of flexible work hours to state employees should include stressing the benefits of flexible work hours, i.e., enhanced employee morale, decreased tardiness and absenteeism, increased productivity, etc. Departmental supervisors should

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be recognized as an important sub-target group to which the benefits of flexible work hours must be especially emphasized.

- (C) All state departments, through their designated supervisors should be given specialized assistance in implementing a flexible work hour program, including the following:
 - (i) The setting up of task forces made up of central coordinating agency appointed employees which, under agency direction, would: (1) study whether flexible work scheduling for a specific division or work unit is feasible, (2) determine the particular schedule for implementation, and (3) assist the supervisor with specific implementation problems.
 - (ii) The preparing, conducting, and reporting of the results from regularly scheduled surveys assessing the State's flexible work hour program to: (1) alert the central coordinating agency to problems that supervisors and/or departments may be having with their flexible work hour programs and (2) promote the availability of flexible work hours to state employees.
- (D) Utilizing the techniques discussed, the central coordinating agency should promote the concept of "flexitime" to state employees by (i) indicating its availability under the State's flexible work hour program and (ii) stressing its superiority, in terms of enhanced benefits, compared to less flexible work hour scheduling.
- (E) Sufficient funds be appropriated by the Legislature to promote flexible work hours to state employees in the manner described above.

In view of the limited traffic congestion reducing potential that flexible work hour programs hold for the State, the Bureau recommends that those state officials who favor increased employee participation in flexible work hours, but who are concerned primarily with the reduction of traffic congestion, consider implementing proposals which include the promotion of flexible hours in conjunction with more effective traffic reducing alternatives, e.g., the proposal made in the 1981 Voorhees Honolulu Work and School Hour Change Study.

FOOTNOTES

Chapter 1

1. John L. Pierce and John W. Newstrom, "Employee Responses to Flexible Work Schedules: An Inter-Organization, Inter-System Comparison", Journal of Management, 1982, Vol. 8, No. 1, 9-25, p. 9.
2. Anis A. Tannir and David T. Hartgen, Impacts of Work Schedule Changes on Traffic Congestion in Medium Sized Urban Areas, Preliminary Research Report 126, New York State Department of Transportation (Planning Division) June 1977, p. 1.
3. Hawaii, Department of Personnel Services, Flexible Working Hours as a Management Tool Report on a Survey of Civil Service Supervisors to Access the Effects of Flexhours on Management Operations (Honolulu: 1980).
4. Wayne Yamasaki, the Director of the state Department of Transportation, has indicated that the 1981 Oahu Metropolitan Planning Organization report presents a relatively accurate picture of current Oahu traffic conditions (e.g., peaking characteristics, traffic counts, etc.). Telephone conversation: Wayne Yamasaki and Karl Motoyama (October 1984).
5. See Executive Order 1977-25 and Department of Personnel Services Circular No. 77-11, attached as Appendices B and C.

Chapter 2

1. There are other variations of the "compressed workweek". Besides the 10-hour day, four-day, 40-hour week concept, other firms have compressed the workweek to 12-hour days, three-day week, 36 hours per week. John Zalusky, "Shorter Hours-The Steady Gain", The AFL-CIO American Federationist, January 1978, p. 16 (Business and Professional Women's Foundation).
2. The history of staggered hours drawn primarily from: V. H. Martin and J. Hartley, Hours of Work When Workers Can Choose (The Experience of 59 Organizations with Employee-chosen Staggered Hours and Flexitime) (1975).
3. Flexible working hours originated in Europe in West Germany in the middle 1960's when the country was experiencing the effects of the Wirtschaftswunder or "economic miracle" of the previous decade. The period was marked by a severe worker shortage, and the concept of flexible working hours was used by Christel Kaemmerer, a German political economist and management consultant, to attract housewives and mothers into the work force. Kaemmerer

authored an article outlining the concept she called Gleitende Arbeitszeit ("gliding work time") which was based on the premise that, in many work situations, rigid starting and stopping times are unnecessary and could be adapted into a more flexible system. Kaemmerer explained the concept as follows:

"There would be a core period throughout most of the day when the employees were expected to be present, and there would be flexible periods before core time in the morning and after it in the afternoon. During the flexible periods the employees could come and go as they wished, without their supervisors' approval, provided they worked the standard number of hours per day. [Kaemmerer] suggested that this flexibility in the morning and evening would aid the housewife and mother in coping with her household chores and child-rearing duties. In addition to these advantages, such a plan also could (1) alleviate early morning and late afternoon rush hour traffic jams, (2) appeal to those who dislike working early morning hours, (3) eliminate time wasted waiting for workday to begin, (4) give employees a sense of responsibility and trustworthiness at being able to choose working hours."

Pam Silverstein and Jozetta H. Srb, Flexitime: Where, When, and How?, Key Issues Series - 24, New York State School of Industrial and Labor Relations (New York: 1979), p. 4.

4. Stanley D. Nollen and Virginia H. Martin, Alternative Work Schedules. Part 1: Flexitime. (New York: AMACOM 1978).
5. John Carroll Swart, A Flexible Approach to Working Hours (New York: AMACOM 1978), pp. 51-61.
6. Susan G. Schroeder, "Alternate Workstyles: A Solution to Productivity?", Supervisory Management, July 1983, p. 28.
7. The models used by Swart to describe flexible work hour alternatives are limited to those that demonstrate flexibility within the work day. Other authors have described systems that allow, not only flexibility during the work day, but also flexibility during the workweek and even within the working month. In systems that allow flexibility during the workweek, the employee can choose starting and quitting times each day and can vary the total daily hours. Core time remains, but quitting time is no longer governed by the employee's starting time. The main requirement is that the agreed to number of hours are worked each week. In systems

utilizing flexibility within the working month, the employee must work the stipulated number of hours required for the month, but may work only the core time for several days and make up the required hours during the remainder of the month. One version of flexibility during the working month allows the employee to carry forward time (usually ten hours maximum) to use in making up work hours during the following month. See for example Pam Silverstein and Jozetta H. Srb, Flexitime: Where, When, and How?, Key Issues Series--No. 24, New York State School of Industrial and Labor Relations (New York: 1979) and Alvar O. Elbing and others, "Flexible Working Hours: Its About Time", Harvard Business Review, Jan.-Feb. 1974, vol. 52:18-28, 33, 154-155.

8. Hawaii, Department of Personnel Services Departmental Circular No. 77-11, sections II (C), (E), and (F).
9. According to a telephone survey conducted by this researcher of 17 state departments on Oahu, none have implemented a true flexitime schedule. Following review of a preliminary draft of this report the Hawaii State Department of Personnel Services commented that flexitime had been adopted in some work sites. The Department of Personnel Services did not specify where the work sites implementing flexitime were located, i.e., whether on Oahu or on the other islands. The Department of Personnel Services did admit, however, that the flexitime option is used to a significantly lesser extent in the State than is the staggered hours option.

Some state employees, e.g., attorneys employed by the Attorney General, are allowed a form of flexitime; however, these individuals (employees not working fixed hours prior to implementation of the State's flexible work hour program in 1977) will not be considered to be participating in flexible work hours for purposes of this study.

10. The Department of Personnel Services stated that:

The program guidelines called for management control at key decision-making points during implementation. In fact, the broad approach taken by the language of the guidelines emphasized the importance of managers and supervisors tailoring their use of the program to a variety of operational requirements, which in some instances would preclude any form of flexibility other than within narrow limits, while in other instances a wide latitude of flexibility would be possible. In any case, management retained the responsibility for making these

decisions, and though the guidelines encouraged the widest use possible of flexhours, they did not preclude non-implementation in those cases where a manager's preference was for no flexibility regardless of whether or not flexhours would be operationally feasible.

Hawaii, Department of Personnel Services, Flexible Working Hours as a Management Tool (Report on a Survey of Civil Service Supervisors to Assess The Effects of Flexhours on Management Operations) (Honolulu: 1980), p. 1.

11. In the City and County of Honolulu, four situations are often precluded from the flexible work hour program: (1) when employees are on a prescheduled shift-work basis, i.e., firefighters and police officers, (2) when employees must report at a preset time and place for transportation to work sites, (3) when employees work in a crew situation where all members of the crew must necessarily start and end work at the same time, and (4) when the work circumstances of the other employees do not permit deviation from preset working hours.
12. The survey is being conducted by the City Budget Office and is primarily interested in the attitudes of department supervisors toward the flexible work hour program. A researcher indicated that the feasibility of implementing flexitime may also be addressed in the study.
13. According to most authorities, compressed workweek, and staggered hours offer the least flexibility while flexitime and its derivatives, i.e., group flexibility; flexitime within the work day, workweek, workmonth, and workyear, offer greater flexibility. Jon L. Pierce and John W. Newstrom, "Employee Responses to Flexible Work Schedules: An Inter-Organization, Inter-System Comparison", Journal of Management, Vol. 8, No. 1, 9-25 (1982).
14. S. Swerdloff, The Revised Workweek: Results of a Pilot Study of 16 Firms, Bulletin 1846, U.S. Department of Labor, Bureau of Labor Statistics (Washington: BLS, 1975).
15. Harriet Goldberg Weinstein compared three types of alternative work schedules and found that the popularity of the compressed workweek had passed by 1975. Pam Silverstein and Jozetta H. Srb, Flexitime: Where, When and How?, Key Issues Series - 24, New York State School of Industrial and Labor Relations (New York, 1979), p. 10.
16. See, Jon L. Pierce and John W. Newstrom, "Employee Responses to Flexible Work Schedules: An Inter-Organization, Inter-System Comparison", Journal of Management, Vol. 8, No. 1, 9-25 (1982) and Jon L. Pierce and John W. Newstrom, "The Design of Flexible Work Schedules and

Employee Responses: Relationships and Process", Journal of Occupational Behaviour, Vol. 4, 247-262 (1983).

17. Ibid.

Chapter 3

1. 29 U.S.C. sec. 202 (1938).
2. Pub. L. 93-259, 93rd Cong., 2d Sess., secs. 2-28 (April 8, 1974), 88 Stat. 55-74, 29 U.S.C.A. secs 202-208, 210-212-214, 216, 255, 260.
3. See Pub. L. 93-259, 93rd Cong., 2d Sess., sec 6(a)(1) (April 8, 1974), 88 Stat. 58, 29 U.S.C.A. sec 203. Coverage was actually expanded to also include state and municipal employees. However, a 1976 U.S. Supreme Court decision, National League of Cities vs. Usery, 426 U.S. 833 (1976), declared the 1974 wage-hour statute as pertaining to state and municipal workers unconstitutional. The Court stated that, under the doctrine of state sovereignty, each state has the power to determine wages, work hours, and overtime-compensation rates within its own agencies. However, in Garcia vs. San Antonio Metropolitan Transit Authority, 53 L.W. 4135 (Feb. 1985), the U.S. Supreme Court overruled National League of Cities, holding that the 10th Amendment does not prohibit the application of the Fair Labor Standards Act to state and local employers. According to one authority, the effect of Garcia is to impose the Fair Labor Standards Act's minimum wage and overtime provisions on state and local governments. This effect may force most state and local governments to make substantial changes in recordkeeping and work practices to accommodate the complex federal regulations used to calculate overtime liability. Stewart Abercrombie Baker, "The Supreme Court flip-flops again on constitutional federalism", State Legislatures, pp. 13-17 (June 1985).
4. U.S. Congress, Senate, Committee on Labor and Public Welfare, Senate Report No. 1722 on H.R. 10786, 87th Cong., 2d Sess. (U.S. Code Congressional and Administrative News, p. 2121, July 11, 1962).
5. Swart, J. Carroll, A Flexible Approach to Working Hours, (New York: AMACOM 1978), p. 177.
6. All employees working overtime must work at least one hour. However, after the first hour is completed, those employees may record overtime in blocks of 15 minutes. Ibid., p. 177.
7. The Social Security Administration's 1976 report is an inter-departmental report, not for general circulation, but made available to Swart. For a more detailed explanation of the 1976 report, see Swart, J. Carroll, p. 178-182.
8. Ninety per cent of the participating employees chose to be at work by 8:00 a.m. One of the reasons given was that certain employees claimed that parking spaces were generally not available to those arriving at work during the later hours of the flexible starting time band, Ibid., p. 181.
9. According to the report, less than 5 per cent of the employees were opposed to the use of automatic time totalizers (automatic time recording devices). Ibid.
10. U.S. Congress, House, Committee on Post Office and Civil Service, House Report No. 95-912 on H.R. 7814, 95th Cong., 2d Sess. (U.S. Code Congressional and Administrative News, p. 1902, Feb. 28, 1978).
11. Discussion of the U.S. Geological Survey's experiment with flexible working hours is drawn primarily from: Swart, John Carroll, A Flexible Approach to Working Hours (New York: AMACOM, 1978), pp. 185-191.
12. Flexitime: Evaluation of a One-Year Experiment at the U.S. Geological Survey (Virginia: U.S. Department of the Interior, U.S. Geological Survey, 1976). This is an interagency publication cited and discussed in: John Carroll Swart, A Flexible Approach to Working Hours (New York: AMACOM 1978), pp. 187-189.
13. U.S. Congress, House, Committee on Post Office and Civil Service, House Report (No. 95-912, on H.R. 7814, 95th Cong., 2d Sess. (U.S. Code Congressional and Administrative News, p. 1902, Feb. 28, 1978).
14. These private sector employers utilized both compressed workweek and flexitime work schedules. In their use of flexitime, some employers allowed their workers to bank and borrow hours by working more less than 8 hours a day as long as the required number of hours for a pay period was worked.
15. 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? (Washington: U.S. Government Printing Office, 1976).
16. The cited legal requirements, i.e., the Contract Work Hours and Safety Standards Act, the Walsh-Healey Act, and The Fair Labor Standards Act, affect those government contractors utilizing compressed work schedules (those schedules requiring workdays longer than 8 hours) and flexible work schedules in which employees are allowed to borrow and bank work hours, Ibid., pp. 10, 22.

17. Ibid., pp. 22-23.
18. Ibid., p. iii.
19. See discussion under section entitled: "The Origins of Flexible Work Hours in the Federal Government."
20. U.S. Congress, House, Committee on Post Office and Civil Service, House Report No. 95-912 on H.R. 7814, 95th Cong., 2d Sess. (U.S. Code Congressional and Administrative News, pp. 1895-1896, Feb. 28, 1978).
21. Ibid., p. 1896.
22. See, for example, the statement by the House Post Office and Civil Service Committee in favor of H.R. 7814. The Committee believed "that experience with the use of the flexible work hours concept in the private sector, and its more limited use in the public sector, has been sufficiently successful to merit expanded experimental use by Federal employees who customarily work 8 hours per day to complete a 40-hour workweek." Ibid.
23. Discussion on the results of the Federal Employees Flexible and Compressed Schedules Act of 1978 are primarily drawn from: (1) U.S., Congress, House Subcommittee on Human Resources of the Committee on Post Office and Civil Service, Hearings on H.R. 5366 A Bill to Amend Title 5, United States Code, to Provide Permanent Authorization for Federal Agencies to Use Flexible and Compressed Work Schedules, 97th Cong., 1st and 2d Sess., April 3, 1981 and Feb. 3, 9, 1982, Serial No. 97-28 and (2) U.S. Congress, Senate, Committee on Governmental Affairs, Senate Report No. 97-365 on S. 2240, 97th Cong., 2d Sess. (U.S. Code Congressional and Administrative News, pp. 565-582, April 28, 1982).
24. U.S., Office of Personnel Management, Alternative Work Schedules Experimental Program, Interim Report to the President and the Congress (Executive Summary and Conclusions) (Washington: Sept. 1981), No. PP60-19.
25. During the current (1985) U.S. Congressional Session, the House of Representatives voted to approve a measure making flexible work schedules for government employees permanent. The bill was then sent to the Senate for their approval. Further word on the fate of the bill is still awaited.
26. It is important to make a distinction between improvement in the ease of commuting and reduction in traffic congestion. An individual can experience an improvement in the ease of commuting without there being a concomitant reduction in traffic congestion in general. For example, employees at the Social Security

Administration offices in Baltimore reported that, under flexible work hours, it is easier to travel between work and home. It was also reported, however, that in the City of Baltimore there was an increase in the proportion of employees driving to work alone, i.e., an increase in vehicles on the highways, since the flexitime program was implemented. This was shown by the fact that 13 per cent of the employees stopped using car pools or public transportation. Therefore, although employees felt that commuting was easier, traffic congestion, as measured only by the increase in vehicles on the road, had not improved. This phenomenon was also noted by researchers conducting a test of the hypothesis that changes in work schedules can significantly reduce traffic congestion in medium-sized auto-oriented cities (Anis A. Tannir and David T. Hartgen, Impacts of Work Schedule Changes on Traffic Congestion in Medium Sized Urban Areas, New York State Department of Transportation (New York: 1977)). The researchers concluded that: (1) the congestion-reducing impact of flexible work schedules in highway oriented cities is small; even in surrounding high-employment areas, the impact dissipates quickly into the surrounding traffic, and (2) transportation benefits will accrue primarily to those who participate in such programs, through (A) reduced number of required work trips (under compressed workweek schedules) and (B) avoidance of peak-period congestion (under flexitime). The general (not participating in flexible work schedules) peak-hour commuting public will benefit only marginally. The researchers stated that attempts to implement such policies, should not be motivated by potential traffic congestion reduction, but by the other real personal benefits in job and family activities they can provide.

27. An example of the commitment that the federal government has toward flexible work hours can be seen in its policy on termination by agencies of flexible work hour programs. According to the Hawaii, Department of Personnel Services guidelines (DPS Departmental Circular No. 77-11, section VII) for implementation of flexible work hours, department supervisors are given complete discretion to implement, not implement, or discontinue a flexible hours program. Supervisors or managers are not required to formally justify their termination of a work schedule. Federal guidelines (Federal Personnel Manual System Bulletin No. 610-35 (August 19, 1982)) appear more protective in that programs found to have caused adverse impact, e.g., reduced productivity or level of service to the public or increased cost of agency operations except for normal administrative cost, may also be terminated. The determination of such adverse impact must be in writing. When an existing schedule is terminated, an agency or the exclusive representative may initiate,

without regard to whether there are any reopening provisions in the negotiated agreement, collective bargaining to establish a different flexible hours program for the unexpired portion of the negotiated agreement. This would provide an opportunity to correct the problems that developed under the terminated flexible work hour schedule.

28. See footnote 3, and discussion on the impact of the recent U.S. Supreme Court decision, Garcia vs. San Antonio Metropolitan Transit Authority, on the application of the Fair Labor Standards Act to the states.
29. According to the Hawaii Department of Personnel Services Departmental Circular No. 77-11, section IV, the authority and responsibility for implementing this program rests with each department head. Program managers, according to this circular, are considered the key personnel who can most accurately assess operational needs and tailor the appropriate details of a flexible working hours plan to accomplish statutory requirements and program goals for the department. Although section IV also requires that the Department of Personnel Services provide overall guidance in the implementation of this policy including providing assistance, as requested, in developing and implementing the departmental programs, and encouraging the widest application possible of flexible working hours, according to a survey of state departments on Oahu (conducted in June 1985), the participation of Department of Personnel Services in their flexible work hour programs beyond the initial implementation period in 1977 has been basically non-existent.
30. As was stated earlier, see text at footnote 25, the Office of Personnel Management introduced legislation during the 1985 Congressional Session requesting that the federal flexible work hour program be made permanent. Within the introduced legislation, the Office of Personnel Management requested that the present federal guidelines with regard to flexible work hours be changed to allow the Office of Personnel Management more authority in the implementation process.

The Office of Personnel Management monitors the federal flexible work hour program via a requirement that agencies maintain records pertaining to their programs. In addition to reports of terminations, agencies are requested to maintain records that will provide the Office of Personnel Management, as needed, with up-to-date, accurate information regarding their flexible hours programs. These records include data on the number of programs in use, the types of schedules, number of employees covered by each type of schedule, reasons any terminated, and any evaluation studies conducted by the agency. According to the federal guidelines,

these agency records will be important when the program comes under Congressional scrutiny. Federal Personnel Manual System Bulletin No. 610-35 (August 19, 1982).

According to DPS Departmental Circular No. 77-11, although the Hawaii Department of Personnel Services has been charged with the responsibility to "develop and maintain statewide data on the level of participation by employees, on the types and extent of the various programs" (section IV(A)(3)), in the 8 year period from implementation of the State's flexible work hour program, the Department of Personnel Services has completed only one formal review of the program, see Hawaii, Department of Personnel Services, Flexible Working Hours as a Management Tool (Report on a Survey of Civil Service Supervisors to Assess the Effects of Flexhours on Management Operations) (Honolulu: 1980) and testified against adoption of the resolution calling for this current study on state flexible work hours.

Chapter 4

1. U.S. Congress, House, Committee on Post Office and Civil Service, House Report No. 95-912 on H.R. 7814, 95th Cong., 2d Sess. (U.S. Code Congressional and Administrative News, p. 1902, Feb. 28, 1978).
2. "Flexitime; White-Collar Phenomenon", Labor Relations Conference and Studies from The National Labor Relations Yearbook 1983, pp. 120-21.
3. Port Authority of New York and New Jersey, Staggered Work Hours--A Report on the United States and International Practice (New York: 1975).
4. Data on flexible work schedules in the private sector derived from A Flexible Approach to Working Hours by John Carroll Swart. The author noted that obtaining details about company programs on flexible work schedules proved to be very difficult. Swart states that the problem was not so much identification of those organizations on flexible schedules, but that the organizations had little to say about their experiences with flexible hours. Swart primarily described companies that appeared to be making some effort to measure results. John Carroll Swart, A Flexible Approach to Working Hours (New York: AMACOM, 1978), pp. 103-165.
5. Ibid., p. 123.
6. Discussion on North Carolina's experiences with flexible work hours drawn from: (1) North Carolina, Legislative Research Commission, Alternative Work Schedules, Report to the 1981

- General Assembly of North Carolina, January 14, 1981; and (2) letter from the State of North Carolina Office of Personnel. Billie Broughton, Personnel Analyst Work Options Program to Karl Motoyama, January 3, 1985.
7. Discussion on Kentucky's experience with flexible work hours drawn from: (1) A.D. Stokely and J. Rose, "Flexitime: Kentucky Takes A Second Look", Innovations, December 1979; (2) S. Craddock, T. Lewis, and J. Rose, "Flexitime: The Kentucky Experiments", Public Personnel Management Journal, Summer 1981, pp. 244-52; and (3) two letters from Thomas C. Greenwel, Commissioner, the Commonwealth of Kentucky Department of Personnel to Karl Motoyama, October 1, 1984 and November 19, 1984.
 8. Comparing the findings from the first two experiments: (1) the effects of flexitime upon production and employee morale were positive as measured by a number of dimensions; (2) while the effects upon transportation in terms of time and traffic congestion were eased by flexitime, fewer people carpooled. (A.D. Stokely and J. Rose cautioned that the easing of traffic congestion could not be conclusively attributed to flexible scheduling); and (3) flexible scheduling enjoyed strong support from supervisory personnel--a relatively surprising occurrence since a number of administrative problems were thought to be inherent in this type of scheduling. A. Stokely and J. Rose, "Flexitime: Kentucky Takes A Second Look", Innovations, p. 5 (December 1979).
 9. S. Craddock, T. Lewis, and J. Rose, "Flexitime: The Kentucky Experiments", Public Personnel Management Journal, p. 244 (Summer 1981).
 10. Letter from Thomas C. Greenwel, Commissioner, the Commonwealth of Kentucky Department of Personnel to Karl Motoyama, November 19, 1984.
 11. Discussion of experiences of City of Inglewood's experience with flexible working hours drawn from: (1) Sam Zagoria, "Flexitime: A City Employee Pleaser", Nations's Cities, pp. 42-46 (February 1974); and (2) John Carroll Swart, A Flexible Approach to Working Hours (New York: AMACON, 1978).
 12. Inglewood, Calif., City Administrator Douglas W. Ayres. Interviewed in article by Sam Zagoria: "Flexitime: A City Employee Pleaser", Nation's Cities, pp. 43-44 (Feb. 1974).
 13. This discussion drawn from: A.M. Greenberg and D.M. Wright, Staggered Hours Final Evaluation (Queen's Park Demonstration), Ontario Ministry of Transportation and Communications (Ontario: 1975).
 14. The Ontario Ministry of Transportation and Communications conducted the travel survey of government employees in and around the Queen's Park complex to: (1) determine the feasibility of a staggered hours demonstration at Queen's Park; and (2) establish the existing travel characteristics associated with the journey to and from work for all government employees in the Queen's Park area. Details of this survey are presented in Staggered Hours Demonstration Report No. 2, Ontario Ministry of Transportation and Communications (Ontario: 1975).
 15. Although Toronto's experiment with flexible work hours has been labeled the "Staggered Hours Demonstration Project", two types of flexible work hours were offered in the demonstration,
 - (1) Staggered work hours: An arrangement of working hours which provides for more than one specified arrival and departure time for a ministry or part thereof. Employees may or may not be permitted to select the specified arrival and departure time of their choice, and the required number of hours must be worked each day.
 - (2) Flexible hours (flexitime): A system which provides for a range of times at the beginning and end of each day during which time an employee can choose when the employee arrives and leaves, provided the required number of hours are worked each day.
- Staggered Hours Final Evaluation, pp. 11-12.
16. A comparison of public versus nonpublic travel modes indicated that at the time of the demonstration evaluation at least 71.3 per cent of surveyed employees traveling to the Queen's Park area used some form of public transportation. Staggered Hours Final Evaluation, p. 4.
 17. Discussion drawn from: (1) The Port Authority of New York and New Jersey, Staggered Work Hours Study (Phase I--Final Report), Vol. I - Executive Summary (New York: 1977); and (2) The Port Authority of New York and New Jersey, Staggered Work Hours a Report on United States and International Practice (New York: 1975).
 18. The Port Authority added that, because congestion on automobile facilities was a capacity (such facilities operate at above capacity during normal peak hour traffic) rather than a peaking problem, staggered work hours could not improve traffic conditions on automobile facilities. This observation by the Port Authority is similar to that recorded by two researchers of the New York State Department of Transportation. The researchers concluded that the congestion-reducing impact of flexible work schedule in highway oriented cities is small. Anis A. Tannir and David T.

Hartgen, Impacts of Work Schedule Changes on Traffic Congestion in Medium Sized Urban Areas, New York State Department of Transportation (New York: 1977).

19. See, e.g., Jon L. Pierce and John W. Newstrom, "Employee Responses to Flexible Work Schedules: An Inter-Organization, Inter-System Comparison", Journal of Management, Vol. 8, No. 1, pp. 9 to 25 (1982); John L. Pierce and John W. Newstrom, "The design of flexible work schedules and employee responses: relationships and process", Journal of Occupational Behaviour, Vol. 4, n. 4, pp. 247-262 (1983). See, also company policy of Hewlett-Packard, discussed in this chapter of this report, improvement of employee relations.
20. See, Jon L. Pierce and John W. Newstrom.
21. The Port Authority of New York and New Jersey, Staggered Work Hours Study (Phase I - Final Report), Vol. I - Executive Summary (New York: 1977), p. 40.
22. It is important to note that any flexible work hour program may have limitations with regard to its traffic reduction capabilities. (This was also suggested in the "Summary" section of Chapter 3 by noting that the ease that commuters experience under flexible work hours should not necessarily be equated with reduction in peak hour traffic--e.g., the City of Baltimore). According to the Port Authority, most urban transportation systems suffer from peaking--excessive demand at certain time periods--causing inefficiency and congestion--therefore, flexible work hours may be effectively used to modify the functional design of transportation facilities. The Authority suggested, however, that the various design elements for any new transportation system should initially incorporate a program to revise work schedules as an integral part of the design, rather than later using flexible work hours as a "band-aid" to correct or ameliorate the adverse effects of peaking once the facility is in operation. With regard to highways, specifically automobile traffic problems, the Authority noted that most highways already operate under a self-enforced spreading of the demand when capacity limitations restrict the absolute number of vehicles for a large portion of the peak period. Since there was no growth possible during the height of the peak because of the capacity "lid," any growth in demand must be accommodated during other time periods. There is an assumption that a number of commuters are traveling earlier or later not out of choice, but because of congestion. The Authority stated that the implementation of flexible work hours would not necessarily change the travel times of those commuters traveling later or earlier, but such hours would allow those

commuters to align their travel times with chosen work times. With regard to highway traffic in general, the Authority recommended that the use of reversible bus roadways and priority lanes for multi-occupancy vehicles (HOV lanes) take precedence over a flexible work hours strategy. This was because highways exhibit less peaking than other transportation systems, and therefore automobile traffic will benefit only from drastic work schedule changes. The Port Authority of New York and New Jersey, Staggered Work Hours Study (Phase I - Final Report), Vol. I - Executive Summary (New York: 1977), p. 62.

23. E.g., letter from Thomas C. Greenwell, Commissioner, Commonwealth of Kentucky Department of Personnel to Karl Motoyama, November 19, 1984, stating that supervisor enthusiasm for flexible work hours has waned due to the fact that department internal communications have seemingly deteriorated.
24. E.g., Metropolitan Life, as explained, developed very specific guidelines to ensure adequate job coverage and departmental communication which were included as part of their phase-in effort to implement flexible work hours. Occidental Life stated that internal communications were an important consideration in the design of their flexible work hour program.

Chapter 5

1. Hawaii, Department of Personnel Services, Flexible Working Hours as a Management Tool (Report on a Survey of Civil Service Supervisors to Assess the Effects of Flexhours on Management Operations) (Honolulu: 1980).
2. A telephone conversation between Frederick Labib-Wood, a Personnel Management Specialist with the Department of Personnel Services, and the researcher (October, 1984) revealed that the percentage of employees currently participating in the State's flexible work hour program has increased only slightly from the time shortly after implementation in 1977. According to a survey taken by the Department of Personnel Services in 1977, approximately 4,900 state employees on Oahu were participating in flexible work hours. This number represented about 29 per cent of the total state work force on Oahu (total state work force in 1977 estimated at 16,500 employees). In response to questions raised in discussion of H.R. No. 195, prior to its adoption, the Department of Personnel Services, focusing on Oahu only and limiting their questions to daytime operations, queried state departments by telephone about employee participation in flexible work hours (see,

Appendix D). Responses received were for state civil service and certain exempt positions. The Department of Personnel Services cautioned that the survey statistics were cursory and merely provide a window as to what the current situation may be. According to this survey, approximately 5,686 state employees on Oahu were participating in the flexible working hours program (participation in flexible work hours does not necessarily mean that an employee is not arriving to work at 7:45 a.m.). The 5,686 employees represented approximately 31 per cent of the total state work force on Oahu in 1984 (total work force estimated at 18,200 employees).

3. This list of management variables included: (1) difficulty of managing/supervising; (2) coverage of work situations; (3) scheduling employees; (4) scheduling workflow; (5) tardiness; (6) morale; (7) commuting; (8) parking; (9) internal communications; (10) external communications; (11) productivity; (12) absenteeism; and (13) public relations.
4. See Appendix D. The departments queried included: Accounting and General Services, Agriculture, the Attorney General, Budget and Finance, Commerce and Consumer Affairs, Defense, Education, Hawaiian Home Lands, Health, Labor and Industrial Relations, Land and Natural Resources, Personnel Services, Planning and Economic Development, Social Services and Housing, Taxation, Transportation, and the University of Hawaii. Only the Attorney General did not respond to the survey.
5. The Department of Personnel Services explained that question No. 2 was included for the following reasons: (1) participation in flexible working hours does not necessarily mean that an employee is not arriving at 7:45 a.m., e.g., employees are offered flexible work hours but a few choose 7:45 a.m. because their ride must be at work around that time; and (2) depending upon operational requirements, there may be a large number of employees who do not arrive at work at 7:45 a.m., but who also do not participate in flexible working hours, e.g., janitors and maintenance personnel at the Department of Accounting and General Services work as early as 7:00 a.m., but are not given the option of flexible work hours because of operational requirements. See, Appendix D.
6. See Appendix F. The departments contacted were the same as those queried by the Department of Personnel Services in their 1984 survey.
7. The questions were asked of either department personnel directors or their representatives. More than the 3 listed questions were asked of the departments. One of the questions (the responses to which were not included in the survey report (Appendix F)) asked in the survey

was: How, if at all, is flexible work hours promoted in your department? Responses to this question were not included in the survey report since all departments answered uniformly that, except for the new employee orientation period when the availability of flexible work hours is communicated to workers, flexible work hours are not promoted within the department.

8. See Appendix F and footnote 7.
9. In the State's flexible work hour program, the authority and responsibility for implementing flexible hours rest with each department. Departments decide (1) the outside parameters of their flexible hours program that are appropriate to their operations and (2) the type of flexibility that will be implemented, i.e., staggered and/or flexitime (which may differ according to employees). Departmental supervisors/managers then (1) decide which employees should be allowed to exercise flexibility in starting/ending/lunch times within these parameters and (2) determine what controls, if any, are required to ensure effective and efficient operations. Department of Personnel Services Circular No. 77-11, sections IV and VII (see Appendix C).
10. The Department of Defense responded that, although new employees were informed of the availability of flexible work hours orally, the subject was also covered in a published departmental guide and in the "new employees" handbook. Further, a spokesperson for the Department of Personnel Services, informed the researcher that a single poster referring to flexible work hours was posted on the employee bulletin board.
11. Those departments responding yes to whether employee participation would increase with promotion of flexible hours were: Budget and Finance, Hawaiian Home Lands, Health, Labor and Industrial Relations, Land & Natural Resources, Personnel Services, Planning and Economic Development, Social Services and Housing, and the University of Hawaii.
12. In view of the fact that supervisors determine the operational requirements for departments and based on the comments of those departments responding "no" to the question of whether promotion of flexible work hours will increase participation, the major obstacle to increasing employee participation would be the discretion exercised by state supervisors to either (1) not implement flexible work hours, or (2) not offer such hours to certain employees based on what "they" consider to be the operational requirements of their departments.
13. It is interesting to note that the spokesperson for Commerce and Consumer Affairs also commented that employees participating in

flexible work hours are so satisfied with the program that any attempt to take away the flexible schedules would be met with considerable resistance.

14. The Department of Taxation, although commenting that employee satisfaction is high with regard to flexible work hours, stated that promotion would not increase participation. The Department of Personnel Services expects a slight increase in participation with promotion of the concept.
15. See the preceding discussion and footnote 12. Those departments responding that promotion of flexible work hours will not increase employee participation agree that the operational requirements of the departments are the major obstacles to the success of a campaign promoting flexible work hours. Because the operational requirements of the departments are usually determined by the supervisors, one can also conclude that supervisor discretion will also prevent increases in employee participation in flexible work hours stimulated by promotion of the concept.
16. The consultant (Alan M. Voorhees & Associates) for the 1981 Honolulu Work and School Hour Change Study coined the phrase "local affinity for early start times" in describing what is thought to be a major obstacle to implementing their proposed work and school hour change program. Voorhees proposed that a public relations program be utilized to alter the local custom of early start times thereby ensuring the proper implementation of his suggested work and school hour change program. Alan M. Voorhees & Associates, Honolulu Work and School Hour Change Study (Final Report) (Honolulu: 1981), p. 84.

Another author, in writing a short descriptive magazine article on the Islands, noted this same phenomenon of early work start times. Fletcher Knebel, in his article "The Life", wrote that:

Hawaii gets up with the sun.... Some government employees arrive on the job at 6:30 a.m. Many professional people hit their desks before 8, an hour that finds most of Hawaii at work.

Knebel speculates that the five-hour lag behind the East Coast (six hours during the mainland's daylight savings months) may partially account for the State's early rising habits. But, Knebel admits, the early rising of Island residents may be a cultural trait, commenting that he "suspects Hawaii would still get up with the birds even if the entire mainland... slid beneath the sea." Further, Knebel notes that, with a few exceptions, Hawaii's people retire to bed earlier than their mainland counterparts,

stating that "Hawaii's social life ends well before midnight" and that "most guests start saying their goodnights by 10 p.m." Fletcher Knebel, "The Life", United The Magazine of the Friendly Skies (United Airlines), Vol. 29, No. 8, pp. 71-77 (August 1984).

17. An employee may be prevented from starting work earlier than 7:45 a.m. because (1) the particular parameters of the flexible work hours system set up by the supervisor may preclude selection of a start time earlier than 7:45 a.m. (e.g., a supervisor who starts work at 7:45 a.m. may not wish to have employees present at work before the supervisor arrives) and/or (2) earlier than 7:45 a.m. start times are allowed, however, those pre-7:45 a.m. start times have already been selected by other employees.
18. See footnote 5 and Appendix D, commenting on the fact that participation in flexible work hour program does not necessarily mean that an employee is not arriving at 7:45 a.m.
19. According to the 1981 Honolulu Work and School Hour Change Study, (1) the downtown government center, comprised of State, Federal, and City and County employers, had approximately 10,000 workers; (2) the Kapiolani-Ala Moana area employed about 34,000 people; (3) the Kakaako area employed about 14,000 workers; and (4) downtown Honolulu employed approximately 28,000 people. Honolulu Work and School Hour Change Study (Final Report), Alan M. Voorhees & Associates (Honolulu: 1981), p. 41.
20. The State of Kentucky noted this same reluctance on the part of some of their employees to change from the traditional work hours (see Chapter 4). Researchers at the Kentucky State Personnel Department reported that just over 46 per cent of those responding to a report questionnaire on the state's flexible work hour program chose not to change from standard work hours. The researchers listed incompatibility with the schedules of spouses, other family members, and other employees as one of the possible reasons for non-participation in Kentucky's flexible work hour program. S. Craddock, T. Lewis, and J. Rose, "Flexitime: The Kentucky Experiments", Public Personnel Management Journal, pp. 244-252, 254 (1981).
21. Participation in flexible work hours is a matter of definition. If one's definition of participation in such hours is the changing of an employee's usual work start and end times, then those employees continuing to choose a 7:45 a.m. start time are not participating in flexible work hours. However, if one's definition of participation is allowing an employee a choice in work schedule, then having that choice, even if the employee selects the

usual 7:45 a.m. start time, can be considered participation in flexible work hours. For the purposes of this study, the latter definition will be used to define participation. Under this definition, factors such as "local affinity for early start times" and/or the selection of an employee's start time according to those of the employee's ride or riders may preclude a worker from participating in flexible work hours because the worker's choice of start times may be limited to one start time, i.e., 7:45 a.m.

22. In most mainland school districts, children are bused to school. There is some busing of students to school in Hawaii, however, this is limited mainly to military dependents and in the rural districts.

23. According to the 1981 Honolulu Work and School Hour Change Study, the majority of trips during the morning peak period are work related which include work and school trips. School-only trips are only a very small portion of the total trips. Because Hawaii is unique in that many children are dropped off at school, many state employees probably drop their children off at school. Therefore, it is very likely that those state employees dropping their children off at school combine their school related trips with traveling to work in the morning. Alan M. Voorhees & Associates, Honolulu Work and School Hour Change Study (Honolulu: 1981), pp. 47, 53.

24. The consultant for the 1981 work and school hour study contacted state officials responsible for the operation of public schools for their opinions on the potential for changing school hours. The officials commented that parents opposed to changing school hours do not want their children to wait long periods between when they are dropped off in the morning and when school starts. Ibid., pp. 46-47.

25. The consultant for the 1981 work and school hour change study determined that a separation of school and work start times would help reduce traffic peaking and congestion. Specifically the consultant suggested that school start times be shifted to a later time at least one-half hour different from current times. Ibid., p. 53.

26. The 1981 Honolulu Work and School Hour Change Study explained that it is unlikely that a passive staggered work hours program will produce the rather large changes in worker start times needed to create a significant effect on traffic peaking and congestion. According to the consultant, (1) interviews with private employers did not reveal much enthusiasm for new programs based solely on the possibility of achieving improved

transportation for their employees, (2) a series of uncoordinated work schedule changes, even if they did occur would not necessarily produce the desired results, and (3) the individual employer is faced with many possible flexible work programs from which to choose and to choose one which best serves the employer's and the public's interest is not an easy matter. Therefore, the consultant recommended that a special bureau be established to (1) promote flexible work hours to target employers, (2) coordinate work rescheduling, (3) help organizations select and implement flexible work programs, and (4) administer other traffic systems management programs, i.e., ride sharing, transit marketing to employers, and parking management coordination. Ibid., pp. 77-78.

The establishment of a central coordinating body is strongly recommended by the Port Authority of New York and New Jersey in order to effectively "sell" a staggered hours program to central business district organizations. According to the Port Authority "if a staggered hours program is to be effective, it must be professionally organized with a full-time staff, adequate financial resources, a time duration of several years, and have solid business backing in order to achieve substantive results." The Port Authority of NY & NJ, Staggered Work Hours Study (Phase I--Final Report), Vol. I--Executive Summary, p. 40 (August 1977).

27. The fact that an employee may not be aware of the existence and/or availability of flexible work hours even though other employees are participating in such hours was noted by researchers reporting on the results of a three-month flexible work hour experiment conducted by the Utah State Office of Education. The Utah State Office of Education is a state government agency with about 500 employees which include a variety of professional, technical, and clerical persons who provide services ranging from vocational rehabilitation counseling to training of teachers in Utah's public school system. The Utah education office experimented with compressed workweek schedules which were made available at the discretion of individual employees and administrators. Some entire divisions elected to remain on standard schedules, while others made the compressed workweek schedules available based on individual preferences.

In evaluating the effects of compressed workweek schedules in the Utah office, the researchers thought it important to survey two different groups: (1) the staff of the state office (participating in the compressed workweek experiment), and (2) the school district personnel who communicated with the

staff of the state office on a daily basis (non-participants). The inclusion of the school district personnel, an external client group, was an attempt to broaden the study beyond the typical employee self-report approach used in most flexible work schedule evaluations. Researchers found it interesting that very few of the school district personnel were even aware that the compressed workweek program existed at the state office. The researchers also commented that the majority of school district people felt that there was no difference in (1) the availability of the state office staff during the experimental period as compared with previous years, and (2) the quality of services provided by the staff. David E. Nelson, "Employee Control is an Important Option in Variable Work Schedules", Personnel Administrator (June 1983), pp. 118-124.

28. The Port Authority of NY & NJ, Staggered Work Hours Study (Phase I--Final Report), (New York: 1977), p. 41.
29. The Port Authority strongly recommends documenting everything, i.e., building up a reference library of surveys, analyses, brochures, and program materials which can be used repeatedly. Ibid., p. 42.
30. The Port Authority discovered that, although their program was primarily aimed at relieving traffic congestion, it was important, in promoting the concept to potential participants, to stress what particular benefits would be received by those involved in the flexible work hour program. The Authority commented that "the fact that the program has its basic impetus as a central business district transportation program should be only of background interest, for an appeal only to civic pride and responsibility [i.e., responsibility to aid in the reduction of traffic] will most likely be ineffective." Ibid., p. 40.
31. The consultant in the 1981 Honolulu Work and School Hour Change Study proposed to overcome this local affinity for early start times by conducting a comprehensive public information program to promote flexible work hours which would include both advertising and public relations campaigns. Alan M. Voorhees & Associates, Honolulu Work and School Hour Change Study (Final Report) (Honolulu: 1981), p. 84.
32. As discussed, department supervisors and managers represent one of the factors that may inhibit any increase in employee participation stimulated by promotion of flexible work hours.
33. The Port Authority considered it very important that the "target audiences" for a flexible work

hour program be clearly identified and focused on, in order for promotional activities to reach them. Ibid., p. 43.

34. It should be noted that the recommendation that the central coordinating agency aid in the implementation of flexible work hours is consistent with the guidelines found in the DPS Departmental Circular No. 77-11, section IV (A) (1 and 2) which state that the Department of Personnel Services will:

1. provide overall guidance in the implementation of this policy;
2. provide assistance, as requested, in developing and implementing the departmental programs, encouraging the widest application possible of flexible working hours; and....

Aiding supervisors and managers in the implementation of flexible work hours is critical to the development of positive attitudes in supervisory personnel on flexible work hours. The fact that supervisors who experience flexible work schedules are more inclined to accept the concept was demonstrated in the 1980 Department of Personnel Services survey of supervisors which determined that those supervisors that had implemented flexible work hours looked more favorably on the program than those supervisors who had not. (91.6 per cent of those supervisors who had implemented flexible hours felt favorably toward the program, while only 57.5 per cent of those without flexible work hours felt favorably toward the program.) Flexible Work Hours as a Management Tool (Report on a Survey of Civil Service Supervisors to Assess the Effects of Flexhours on Management Operations) (1980), p. 11.

35. According to the Port Authority help in implementation could include: the conducting of surveys of schedule preferences, coordinating and planning of work schedules, writing and dispensing of office notices and work schedule guidelines, etc. The Port Authority of NY & NJ, Staggered Work Hours Study (Phase I--Final Report) (New York: 1977), p. 42.
36. Another example of how the central coordinating agency might utilize its knowledge of the experiences of other organizations with flexible work hours can be seen by considering the situation of Kentucky. As noted in chapter 4, Kentucky experienced a waning in its enthusiasm for flexible work hours primarily because supervisors discovered that department internal communication had deteriorated. Drawing on the experiences of Metropolitan Life, a private sector organization that had made internal communications of prime

importance when developing its flexible work schedules, the central coordinating agency would probably be able to remedy a similar problem if it occurred in the State's system.

37. See, the discussion of the flexible work hour programs of Metropolitan Life, Sun Oil Company, and Northwestern Mutual Life in chapter 4. Small "task forces" were utilized in these private sector firms to determine the feasibility of and to implement flexible hours.

38. For example, Metropolitan Life, utilized task forces to develop specific guidelines for implementing its flexible work hour program. These guidelines covered: employee job coverage, monitoring time recording, supervisory coverage, secretaries and flexible hours, and communications within and between departments.

39. The central coordinating agency should follow the example of the federal government on maintaining and developing data on flexible work hour programs. Under rules enacted by the federal Office of Personnel Management, pursuant to the Federal Employees Flexible and Compressed Work Schedules Act of 1982 (Public Law No. 97-221), agencies are expected to maintain records pertaining to their flexible work schedule programs. The rules state that, in addition to reports of terminations (of flexible work hour programs), agencies are required to maintain records that provide the Office of Personnel Management with up-to-date, accurate information regarding their flexible work hour programs, including: the types of schedules in use, reasons for any terminated, and any evaluation studies conducted by the agency. Federal Personnel Manual System Bulletin No. 610-35 (August 19, 1982).

The preparing and conducting of such surveys is consistent with the guidelines set down in the DPS Departmental Circular No. 77-11 (section IV, A.3) which states that the Department of Personnel Services will "develop and maintain statewide data on the level of participation by employees; on the types and extent of the various programs, and from time to time make requests for additional information."

In the private sector, the Hewlett-Packard Corporation and the Sun Oil Company utilize such surveys, the results of which aid in both the implementation and improvement of their flexible work hour programs.

40. E.g., the results of surveys such as the 1980 Department of Personnel Services report surveying civil service supervisors assessing the effects of the State's flexible hours program identifies and supports the positive effects of flexible work hours and would

thereby encourage both supervisory implementation and employee participation.

41. A regular scheduled survey might have aided the State Department of Transportation in solving one of its problems that resulted from flexible work hours. The Transportation Department reported that it had experienced difficulty in communication between supervisors and employees participating in flexible hours. This problem in communication led supervisors to doubt the productivity of certain workers. The department, on its own initiative, resolved the problem by narrowing its work band. A regular scheduled survey would have alerted the central coordinating agency to the Transportation Department's communication problem, allowing the central coordinating agency to solve the problem, thereby saving the department time and energy.

42. Jon L. Pierce and John W. Newstrom, "Employee Response to Flexible Work Schedules: An Inter-Organization, Inter-System Comparison", Journal of Management, Vol. 8, No. 1, 9-25 (1982).

43. The researchers explain that flexible work schedules provide employees with a "perception of time autonomy", i.e., an awareness of increased control over one's work time. This "perception of time autonomy", in turn, positively affects the quality of work life. Flexible work schedules with increased flexibility, e.g., flexitime, allow employees to experience an increased "perception of time autonomy" which, in turn, positively affects the quality of work life by an additional amount, i.e., increased "enhanced morale", increased "increased productivity", etc. Ibid., p. 23.

44. See footnote 9 in chapter 2 of this report.

45. One method that the central coordinating agency could utilize in inspiring state supervisors to implement flexible work hours would be to inform them of the numerous organizations, e.g., federal, state, municipal, private, etc., who have successfully implemented flexitime (see, chapters 3 and 4). The central coordinating agency could also utilize the experiences of these organizations in aiding supervisors in the implementation and troubleshooting of their flexitime systems.

Hawaii's state government would not be unique in switching from a staggered hours program to flexitime. Metropolitan Life's (see, chapter 4) staggered hours program evolved to include both flexitour and flexitime. According to one authority, this evolution toward greater flexibility was not surprising in that, even at the outset, the company was not rigidly determined to use staggered hours only. Hawaii's state government is similar to

Metropolitan Life in that, during the initial implementation of flexible work hours, the State did not rule out programs that utilized more flexibility than staggered hours. This is evidenced by the fact that DPS Departmental Circular No. 77-11 also authorized flexitime.

46. The possibility of increased employee participation resulting from implementation of flexitime schedules can be inferred after considering the potential effects of flexitime on one of the four factors determined, to inhibit increases in employee participation in flexible work hours. As stated the starting time of schools (which determine the time children are dropped off at school) may prevent certain state employees from participating in flexible work hours. During periods when school is out, e.g., summer, spring, and fall vacations, those employees are no longer restricted in their selection of work start times by school start times. These employees, during times when school is out, should be able to choose either later or earlier work start times, depending on their personal preferences. Under the State's current flexible work hour options, only staggered hours are allowed. Under staggered hours, once an employee selects a start time, that start time designates the employee's permanent work schedule. Therefore under staggered hours, those state employees dropping their children off at school would not be allowed to change work start times during those periods when the children are not in school. However, under flexitime, because an employee, on a daily basis and within specific limits, can start and finish work at their discretion, those state employees dropping their children off at school would be able to change starting times. Therefore, if flexitime were implemented, employees who drop their children off at school would not be totally precluded from participating in flexible work hours.

Support for the desirability of flexitime is evidenced by the experiences of the City of Toronto. As explained in chapter 4, the City of Toronto, via the Ontario Ministry of Transportation and Communications, successfully implemented a flexible work hour program that included both staggered hours and flexitime (called flexible hours by the Ministry). During the evaluation of the flexible work hour program, one of the questions asked by the Ministry of participating employees in Queen's Park area was: "What changes, if any, would you make with regards to your work schedules?" According to the evaluation, the most commonly sought changes related to the concept of flexibility; 21.5 per cent wished to change to flexitime, and 7.5 per cent desired more flexibility within their work schedule. The responses to this question influenced the Ministry, in advising other organizations on

how to implement flexible work hours, to recommend that greater flexibility in working arrangements should be encouraged, e.g., flexitime should be promoted wherever possible and where staggered-hour schedules are retained, employees should be permitted to change their starting times periodically. Ontario Ministry of Transportation and Communications, Staggered Hours Final Evaluation (Queen's Park Demonstration) (Ontario: 1975), pp. 14, 20.

47. Honolulu Work and School Hour Change Study, pp. 78, 81.
48. Ibid., pp. 67-76.
49. Ibid., pp. 53, 67-76. The study also included other supportive measures, i.e., transportation systems management alternatives, including, HOV lane construction, ride-sharing encouragement, public transit marketing, etc.
50. Ibid., p. 84.

Chapter 6

1. At this writing, a consultant has been selected and the survey process is about to be initiated. According to the proposal specifications, the consultant will be required to submit a draft report by November 29, 1985, followed by a final report to be issued no later than 30 days after the completion of a 15-day review (by the technical resource committee) period. This contract deadline will allow members of the Legislature the time needed to review the school hour change study prior to the convening of the 1986 Session.
2. 1974 Haw. Sess. Laws, Act 64, sec. 1.
3. Donald Botelho, then Director of the Department of Personnel Services, in his cover letter to the Department of Personnel Services report on the 1980 flexible work hours survey of supervisors, commented that, although it was reported that, under flexible work hours, commuting to work had improved, the State's flexible work hour program did not solve traffic congestion in Hawaii. Mr. Botelho explained that those supervisors who have implemented flexible hours are consistently reporting that it has made commuting easier for those enjoying such hours, and that those not on flexible work hours are obliged to commute on congested corridors at the least desirable times in order to start work at hours necessitated by operational requirements. Hawaii, Department of Personnel Services, Flexible Working Hours As A Management Tool (Report On A Survey Of Civil Service

Supervisors To Assess The Effects Of Flexhours
On Management Operations); (Honolulu 1980).

4. The Legislature, in adopting H.R. No. 195, H.D. 1, acknowledged that, although the State's flexible work hour program did result in benefits, those benefits did not include reduction of traffic congestion in the State. The 2nd, 6th, 7th, and 9th "WHEREAS" clauses state, respectively, that:

WHEREAS, the benefits expected from staggered work hours were specifically identified as the encouragement of energy conservation and reduction of traffic congestion; and

WHEREAS, the Department [of Personnel Services] found that supervisory personnel felt that staggered work hours improved productivity, enhanced morale, and lowered absenteeism; and

WHEREAS, thus, staggered work hours did result in benefits, although of unanticipated types; and

WHEREAS, the problems of traffic congestion and excess energy consumption have not disappeared and the need to maximize productivity will always require attention; and

5. The 1981 Voorhees Study determined that Oahu's traffic volumes exhibit strong peaking characteristics during the commuter hours. The study also determined that (1) this peaking results in congestion on the highway network and overcrowding on the transit system; (2) the peaking is due in large part to the fact that most morning and afternoon peak period trips are made for the purpose of commuting to or from work; and (3) a large proportion of employees begin work between 7:30 and 8:00 a.m., and they leave their homes at about the same period. Alan M. Voorhees & Associates, Honolulu Work and School Hour Change Study (Final Report) (Honolulu: March 1981), p. 39.
6. The majority of state departments are located in the central business district.
7. The consultant for the study determined that one step in their proposed work and school hour change program would require the movement of (1) 630 state employees from starting work at 7:45 a.m. to 7:15 a.m. and (2) 630 state employees from starting work at 7:45 a.m. to 8:15 a.m. Honolulu Work and School Hour Change Study (Final Report), p. 50.
8. According to the Voorhees Study, in a combined application of transportation management system alternatives, including ridesharing encouragement, traffic engineering and flexible

work hours, flexible work hours would account for only 10 per cent of the total reduction in travel time. Ibid., p. 73.

9. (1) Gordon G. W. Lum, the Executive Director of the Oahu Metropolitan Planning Organization, indirectly concurred with the findings of the Voorhees Study on the limited traffic reducing capabilities of flexible work hours. The Oahu Metropolitan Planning Organization representative stated that, in view of the projected traffic problems of the island of Oahu (weekday travel is projected to increase 25 per cent to 3.2 million person trips by the year 2000), the potential ability of work hour changes to reduce traffic congestion compared to other alternatives, e.g., highway expansion, light and heavy rail systems, etc., is very limited. It is interesting to note that the Hali 2000 Study (an Oahu Metropolitan Planning Organization coordinated study providing analyses of existing and future travel needs and conditions on Oahu, including an assessment of alternative future transportation projects and systems proposed to serve these needs) does not mention flexible work hour programs as one of the 6 system-wide transportation alternatives formulated to address anticipated travel needs for the year 2000. Flexible work hour programs were also not listed by the Hali 2000 Study as one of the transportation systems management alternatives suggested in "Alternative A" of the study. The transportation systems management alternatives listed in the study included: encouragement of use of buses and carpools, addition of reserved high-occupancy vehicle (HOV) lanes, and road congestion pricing.
- (2) Other studies have also suggested that flexible work hour programs have a limited capability to reduce traffic peaking and congestion, especially in regards to automobile-related traffic congestion.
- (A) Although the experiences of Manhattan (staggered hours implemented by the Port Authority of New York and New Jersey) and the City of Toronto in Ontario, Canada (the Queen's Park Demonstration) demonstrate that flexible work hours can significantly reduce peak hour traffic, one characteristic shared by both cities was that public transit systems represented the major mode of transportation. In comparison, according to the Hali 2000 Study, in 1980, weekday travel in Honolulu

produced 1.5 million automobile and truck trips as compared to 205,000 passenger trips on public transit. In other words, most of Honolulu's commuters travel by private modes of transportation, i.e., automobiles or trucks. Honolulu, Manhattan, and Toronto are not alike in their travel characteristics, therefore the effect of flexible work hours on traffic congestion in Honolulu may be quite different. See, Staggered Work Hours Study (Phase I - Final Report), Vol. I. - Executive Summary (New York: 1977) and A. M. Greenberg and D. M. Wright, Staggered Hours Final Evaluation (Queen's Park Demonstration), Ontario Ministry of Transportation and Communications (Ontario: 1975).

- (B) According to a study (discussed in chapters 3 and 4) testing the hypothesis that changes in work schedules can significantly reduce traffic congestion in medium-sized auto-oriented cities, researchers found that, even using an extreme case--(i) a single high-density employer in a residential area and (ii) using a maximum impact policy, i.e., the 4-day work week, only a marginal reduction of local traffic was effectuated (regional travel costs were reduced by only 0.4 per cent and costs in the immediate surrounding area were reduced by only 2.2 per cent). The researchers found that over 90 per cent of the traffic benefits accrued to the actual participants (consistent with the statement of Department of Personnel Services Director Donald Botelho), primarily through the reduced number of required work-trips. It was concluded that because of the institutional problems associated with implementing such policies on a large scale, efforts to reduce highway congestion in auto-oriented medium size cities through flexible work hour programs may not be cost effective. Anis A. Tannir and David T. Hartgen, Impacts of Work Schedule Changes on Traffic Congestion in Medium-Sized Urban Areas, New York State Department of Transportation (New York: 1977).
- (C) Researchers conducting a study on flexible work hours in the San Francisco area determined that flexible work hours alone were inadequate to significantly improve freeway performance in a particular

corridor of the city. The researchers determined that flexible work hours combined with ramp metering, at best could reduce freeway congestion only to the degree that construction of a single high occupancy vehicle lane could accomplish. David W. Jones, Jr., Travel Behavior and Transport Investment Policy, Institute of Transportation Studies Research Report UCB-ITS-RR-78-4 (Berkeley: Univ. of Calif., 1977).

- (D) In a study conducted by SMS Research for the Hawaii State Department of Transportation, researchers stated that "as the number of cars per mile of improved highway increases, [the] efficacy of transportation systems management (TSM) alternatives (flexible work hours is a TSM alternative) decreases." Therefore, as the numbers of automobiles and auto trips in the state increase, the ability of transportation systems management alternatives such as flexible work hours to reduce traffic peaking and congestion decreases. The researchers in this study commented that it was unlikely that transportation systems management measures alone will solve the state's traffic congestion problem. SMS Research, Road-Pricing Demonstration Project for the State of Hawaii (A Technical Report) (Honolulu: 1983).

10. Changing a state employee's work times can only be accomplished if the employee agrees to the change. Representatives from 3 Hawaii unions (State of Hawaii Organization of Police Officers, Hawaii Government Employees Association, and Hawaii State Teachers Association) stated that because flexible work hours and issues related to such hours are negotiable items (subject to collective bargaining), employee participation in flexible work hours must be voluntary. According to Department of Personnel Services Departmental Circular No. 77-11, section V, department supervisors, when implementing flexible work hours must observe applicable collective bargaining agreements.

The federal government also acknowledged the negotiability of employee participation in flexible work hours. For example, under the Federal Employee Flexible and Compressed Work Schedules Act of 1982, Pub. Law No. 97-221, the termination of any flexible or compressed work schedule is subject to collective bargaining between the agency and the exclusive representative. Federal Manual System Bulletin

11. See "Discussion & Recommendations", chapter 5. The seven-step program proposed to implement the work and school hour change is as follows:

- (1) Organization of central coordinating agency staff and budget.
- (2) Recruitment of first round target organizations and obtaining commitments to participate. This includes the private sector as well as government organizations.
- (3) Development of tailored commuter plans.
- (4) Providing implementation assistance.
- (5) Public information program.
- (6) First round evaluations (surveys and monitoring program).
- (7) Implement program revisions and provide on-going assistance as well as publication of first round reports, i.e., trouble shooting via survey analyses.

Honolulu Work and School Hour Change Study (Final Report), p. 81.

Promotion of flexitime is not truly compatible with the work and school hour change proposal because a basic premise of the proposal is that a passive work hour change will not produce the rather large changes in worker start times needed to produce significant traffic peak reduction. The work and school hour change proposal, via a centrally coordinated effort, intends to move specific numbers of employees to designated start times which is inconsistent with the concept of flexitime which allows employees to select their work start times on a daily basis.

Chapter 7

1. The Bureau also found that, although many organizations have implemented flexible work hour programs successfully, the transition from fixed work hours to more flexible schedules have not been obstacle-free. However, most of the organizations have found that with effort and adequate planning, more of the problems resulting from flexible work hour implementation can be remedied, see Chapter 4, this report.

APPENDIX A

(To be made one and ten copies)

HOUSE OF REPRESENTATIVES
TWELFTH LEGISLATURE, 1984
STATE OF HAWAII

H.R. NO.

195
H.D. 1

HOUSE RESOLUTION

REQUESTING A STUDY OF THE IMPACT OF STAGGERED WORK HOURS FOR
STATE EMPLOYEES.

WHEREAS, Act 64, Session Laws of Hawaii 1977, allows the Governor to promote staggered work hours by modifying the office hours of state agencies and schools; and

WHEREAS, the benefits expected from staggered work hours were specifically identified as the encouragement of energy conservation and reduction of traffic congestion; and

WHEREAS, the Act was the culmination of wide ranging discussions over the problems of insufficient capacity of public highways during peak traffic hours, pollution from motor vehicle emissions, and the scarcity and increasing cost of gasoline; and

WHEREAS, the Governor implemented the Act by issuing an executive order giving the departments broad discretion in establishing staggered work hours; and

WHEREAS, in a report issued in early 1980 which covered approximately two years of implementation, the Department of Personnel Services found that supervisory personnel of offices with staggered work hours reacted favorably to the concept; and

WHEREAS, the Department found that supervisory personnel felt that staggered work hours improved productivity, enhanced morale, and lowered absenteeism; and

WHEREAS, thus, staggered work hours did result in benefits, although of unanticipated types; and

WHEREAS, since 1980, however, no study on staggered work hours in state government appears to have been published and thus, the extent of the implementation of the Governor's executive order within the state government in recent years has not been ascertained; and

WHEREAS, the problems of traffic congestion and excess energy consumption have not disappeared and the need to maximize productivity will always require attention; and

WHEREAS, the State should examine again the effects of staggered work hours and promote the concept more extensively; now, therefore,

BE IT RESOLVED by the House of Representatives of the Twelfth Legislature of the State of Hawaii, Regular Session of 1984, that the Legislative Reference Bureau is requested to prepare a study detailing the efforts of the various state departments to date with respect to staggered work hours including discussion of the impact of staggered work hours on state employees and to promote the concept as a means to improve the productivity and enhance the morale of state employees; and

BE IT FURTHER RESOLVED that the Legislative Reference Bureau also examine the potential effects of staggering the hours of public schools and seek the advice and assistance of the Department of Education and the Department of Transportation; and

BE IT FURTHER RESOLVED that the Department of Personnel Services submit a report of its findings and recommendations to the Legislature prior to the convening of the Regular Session of 1985; and

BE IT FURTHER RESOLVED that a certified copy of this Resolution be transmitted to the Director of Personnel Services, the Chairperson of the Board of Education and the Director of Transportation.

Honolulu, Hawaii

April 10, 1984RE: H.R. No. 195
H.D. 1

The Honorable Henry Haalilio Peters
Speaker, House of Representatives
Twelfth State Legislature
Regular Session of 1984
State of Hawaii

Sir:

Your Committees on Public Employment and Government Operations and Transportation to which was referred H.R. No. 195 entitled: "HOUSE RESOLUTION REQUESTING A STUDY OF THE IMPACT OF STAGGERED WORK HOURS FOR STATE EMPLOYEES", beg leave to report as follows:

The purpose of this House Resolution is to request the State Department of Personnel Services to study the impact of staggered work hours for state employees and to promote the concept of staggering work hours. It is a further purpose of this Resolution to have the Department of Personnel Services examine the potential effects of staggering the hours of public schools.

Your Committees find that staggering of work hours will have a desirable effect on worker productivity and morale and may also assuage traffic congestion problems in the State. Your Committees therefore favor a study to assess the efforts which have been taken by State departments to stagger hours.

Your Committees find that some of the purposes of this House Resolution are beyond the scope of the Department of Personnel Services' duties. Therefore, your Committees have amended the "BE IT RESOLVED" and "BE IT FURTHER RESOLVED" clauses of the Resolution to request that the study be conducted by the Legislative Reference Bureau.

Your Committees further find that it is appropriate that any agency studying the concept of staggering school hours should do so with the advice and assistance of the Department of Education. Therefore, your Committees have amended the first and third "BE IT FURTHER RESOLVED" clauses to add reference to the Department of Education and the Chairperson of the Board of Education.


Your Committees have also amended the Resolution by deleting language from the sixth "WHEREAS" clause and by adding new language to the eighth "WHEREAS" clause stating that, "the extent of the implementation of the Governor's executive order within the state government in recent years has not been ascertained".

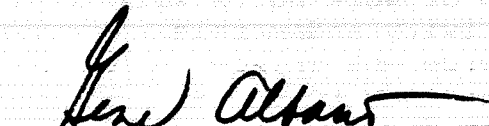
Your Committees on Public Employment and Government Operations and Transportation are in accord with the intent and purpose of H.R. No. 195, as amended herein, and recommend that it be referred to the Committee on Finance in the form attached hereto as H.R. No. 195, H.D. 1.

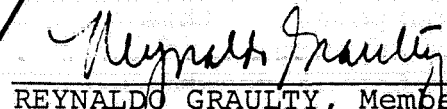
Respectfully submitted,

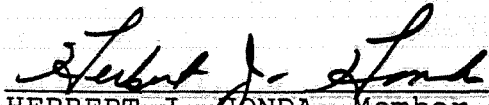
COMMITTEE ON TRANSPORTATION


BRIAN T. TANIGUCHI, Chairman


JOAN HAYES, Vice Chairman

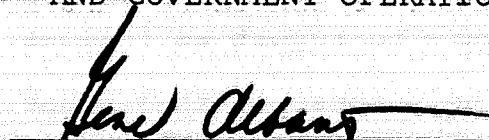

GENE ALBANO, Member

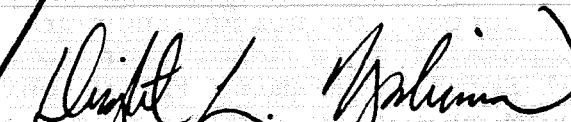

REYNALDO GRAULTY, Member

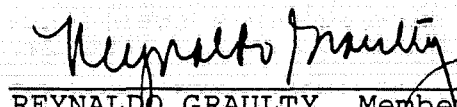

HERBERT J. HONDA, Member

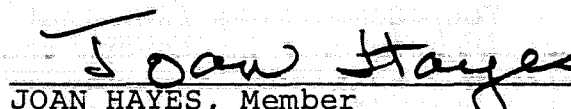

DONNA MERCADO KIM, Member


COMMITTEE ON PUBLIC EMPLOYMENT
AND GOVERNMENT OPERATIONS


GENE ALBANO, Chairman


DWIGHT L. YOSHIMURA
Vice Chairman


REYNALDO GRAULTY, Member


JOAN HAYES, Member


HERBERT J. HONDA, Member


DONNA MERCADO KIM, Member

Honolulu, Hawaii

April 18, 1984RE: H.R. No. 195
H.D. 1

Honorable Henry Haalilio Peters
Speaker, House of Representatives
Twelfth State Legislature
Regular Session of 1984
State of Hawaii

Sir:

Your Committee on Finance, to which was referred H.R. No. 195, H.D. 1, entitled: "HOUSE RESOLUTION REQUESTING A STUDY OF THE IMPACT OF STAGGERED WORK HOURS FOR STATE EMPLOYEES", begs leave to report as follows:

The purpose of this House Resolution is: (1) to request the State Department of Personnel Services to study the impact of staggered work hours for state employees and to promote the concept of staggered work hours for state employees; and (2) to have the Department of Personnel Services examine the potential effects of staggering the hours of public schools.

Your Committee finds that staggering of work hours will have a desirable effect on worker productivity and morale and may also assuage traffic congestion problems in the State. Your Committee therefore favors a study to assess the efforts which have been taken by State departments to stagger hours.

Your Committee on Finance concurs with the intent and purpose of H.R. No. 195, H.D. 1, and recommends its adoption.

APPENDIX B



EXECUTIVE CHAMBERS

HONOLULU

GEORGE R. ARIYOSHI
GOVERNOR

September 19, 1977

MEMORANDUM

MEMO 1977-25

TO: All Department Heads

SUBJECT: Flexible Working Hours Program for State Employees

I am asking each department to lend its full support to the application of DPS Circular No. 77-11, which details the procedures for flexible working hours for employees of the Civil Service System.

This program will enhance efforts both to increase the efficiency and productivity of services through improved employee morale and to provide some relief from the pressures of ever-increasing traffic congestion.

This program will also serve as a pilot for future applications of the flexible hours concept to other sectors of State Government, and each department is urged to encourage maximum participation by employees.

A handwritten signature in cursive script that reads "George R. Ariyoshi".
George R. Ariyoshi

APPENDIX C

GEORGE R. ARIYOSHI
GOVERNOR OF HAWAII



DONALD BOTELHO
DIRECTOR
WAYNE J. YAMASAKI
DEPUTY DIRECTOR

STATE OF HAWAII

DEPARTMENT OF PERSONNEL SERVICES

825 MILILANI STREET

HONOLULU, HAWAII 96813

September 19, 1977

Departmental Circular
Number 77-11

TO: All Department Heads

FROM: Director of Personnel Services

SUBJECT: Flexible Working Hours for State Employees

The purpose of this circular is to set forth the policy and procedure for implementing a flexible working hours program for State employees.

This is a two phased program which will be implemented first on Oahu and then on the neighbor islands. The target date for completing initial implementation on Oahu is November 1, 1977, with expansion to neighbor islands within two months of that date.

Each department is urged to encourage maximum participation by its employees. This is the first widespread application of flexible working hours within the State government, and it will be serving as a pilot for subsequent applications in non-Civil Service jurisdictions where appropriate.

Your full co-operation in complying with the provision of this circular is essential.

A handwritten signature in cursive script, reading "Donald Botelho".

DONALD BOTELHO
Director of Personnel Services

Attachments

81

POLICY AND GUIDELINES ON FLEXIBLE WORKING HOURS FOR STATE EMPLOYEES

I. POLICY AND PURPOSE

It is the policy of the State to provide a plan for flexible working hours for State employees consistent with the necessity of maintaining efficient and effective delivery of services to the public. Such a plan should afford the opportunity to arrange individual work schedules according to specific guidelines and within certain time limits established by management.

Its purposes are:

- A. To provide some measure of relief during morning and afternoon peak-hour traffic congestion by permitting employees to choose to arrive and depart their places of work at other than peak traffic hours.
- B. To provide employees the opportunity to participate in setting their own work hours.
- C. To improve productivity and efficiency through improved employee working conditions and increased hours of operation.

II. DEFINITIONS

- A. Office Hours: The hours during which a government office is open to transact public business. For most offices, the hours are from 7:45 a.m. to 4:30 p.m., Monday through Friday, unless otherwise provided by executive order of the Governor. (Ref. Section 80-1, Hawaii Revised Statutes, as amended by Act 64, SLH-1977.)
- B. Work Day: The period of eight hours (excluding meal break) during which a full-time employee is scheduled to perform the duties of his position.
- C. Flexible Working Hours: A privilege granted to an employee to arrive at or depart from work at times other than those set by office hours. This program authorizes two types of flexible working hours:
 1. Staggered Hours (See F. below)
 2. Glide Time (See G. below)

It is not the intent of this policy to change the current practice of a 40-hour work week comprised of five, eight-hour work-days.

- D. Core Time: The hours (except for lunch break) during which all employees of the unit must be at work. Core time is set by management.

- E. Flexible Bands: The hours preceeding and following the core time during which employees may be afforded a choice over their starting and departure times. The length of these bands is set by management.
- F. Staggered Hours: A flexible hours program in which employees arrive at and depart from work during the flexible bands at fixed-time intervals (such as 15 minutes) set by management. Employees are afforded an opportunity to request start-end times, and thereafter arrive daily at those times. An employee may subsequently request consideration for an adjustment to his start-end time.
- G. Glide Time: When an employee of a work unit is authorized to start work at any time during a given time span within the flexible band, and may change this starting time daily. The employee must work his normal number of hours (8 in the case of full-time employees) before departing for the day.
- H. Flexible Lunch Break: Management may allow employees the choice of expanding their 45-minute lunch break. An employee must still work 8 hours in one day, and must adjust his schedule during his department's flexible bands to complete a full work day any day on which he is granted the option of a flexible lunch break. This option should be exercised only after an employee's supervisor has been notified in advance and has concurred. An employee on a flexible lunch break is not considered to be on a split shift.

III. APPLICABILITY

This policy applies to all civil service and civil-service-exempt employees, both full-time and part-time, of the Executive Branch, except BOR and DOE certified positions.

IV. RESPONSIBILITY

The authority and responsibility for implementing this program rests with each department head. Program managers are the key personnel who can most accurately assess operational needs and tailor appropriate details of a flexible working hours plan to accomplish statutory requirements and program goals for the department. In implementing such plans, provisions of law, rules, regulations and collective bargaining agreements are to be observed.

- A. Department of Personnel Services: Since flexible working hours is a privilege granted to employees to enhance their work situation, the Department of Personnel Services will:
 - 1. provide overall guidance in the implementation of this policy;
 - 2. provide assistance, as requested, in developing and implementing the departmental programs, encouraging the widest application possible of flexible working hours; and

3. develop and maintain statewide data on the level of participation by employees, on the types and extent of the various programs, and from time to time make requests for additional information.

B. Departments and Agencies: Department and Agency Heads shall be responsible for developing and implementing the specific flexible working hours program within their organizations in accordance with the provisions of this policy, applicable rules, regulations and collective bargaining agreements. Because of changing operational requirements, or other conditions, departments may need to modify, extend or reduce their flexible hours plans.

V. GENERAL GUIDELINES

A. Where the same starting time is selected by more employees than can be accommodated, approval of employees' selections will be based on the following criteria:

- 1) essential operational requirements
- 2) recognizing employees' use of public transportation, or use of carpooling and vanpooling
- 3) seniority

B. In authorizing employee selection of starting times, management should give due consideration to items 1 through 7 below:

1. Workunit or crew limitation - e.g.

Whether or not all members of a work unit must start together.

Whether or not different crews need all report simultaneously for work.

2. Shift requirements - e.g.

Can some employees be offered flexible hours?

Should shift times be revised?

3. Machine down time.

4. Need for continuous staffing of office to serve public during office hours.

5. Operational efficiency and safety - e.g.

Can an employee arriving early still contact other offices to obtain information essential to his own tasks?

Are working conditions such that an employee can safely be in the workplace alone?

6. Supervisory requirements - e.g.

Does the nature of the work require continuous presence of a supervisor for decisions, approval, assignment of tasks, etc.? Adequate supervisory control must be maintained without incurring additional expense.

7. Size of the operating unit - e.g.

Is the unit too small to provide continuous service during office hours unless all employees arrive and depart at the same time?

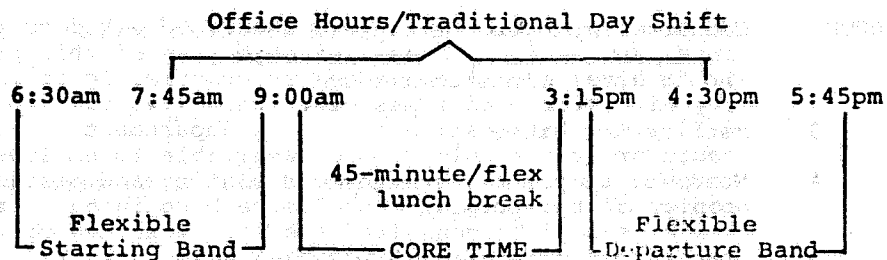
If the office does not serve the public, could the office hours be changed?

Management is encouraged to review its total operations, giving due consideration to such items as 1-7, above in order that the largest number of employees may be allowed to participate in flexible working hours.

- C. Nothing herein shall be construed to require the establishment of a formal time-keeping system. However, managers are advised to ensure proper time-keeping controls to prevent abuse of privileges.

VI. FLEX-TIME PARAMETERS

- A. The time frame limits available for this program shall be from 6:30 a.m. to 5:45 p.m. (Work schedules for employees who already start work before 6:30 a.m. or end work after 5:45 p.m. need not have those times changed to conform to this program.)
- B. Core time shall begin no later than 9:00 a.m. and end no sooner than 3:15 p.m.
- C. Flexible bands shall not exceed 6:30-9:00 a.m. and 3:15-5:45 p.m. as shown below:



- D. Departments may choose to limit the flexible bands, and lengthen core time, (for example, starting band might be limited to 7:00-8:30 a.m. with a corresponding departure band of 3:45-5:15 p.m.; core time would, thus, be 8:30 a.m. to 3:45 p.m.).
- E. Departments may choose to offer only staggered hours during the flexible band, or the department may also choose to offer glide-time to certain of its employees where appropriate based on the nature of the work, etc.

If an employee is authorized staggered hours, the employee may request consideration for a change in the start-end time selected for such reasons as carpooling, geographic relocation, family concerns and utilization of public transportation. Such requests should be accommodated unless there are overriding operational needs or the change may be impracticable from an administrative standpoint.

VII. DEPARTMENTAL IMPLEMENTATION PROCEDURES

Within 1 month of issuance of this policy, the following actions shall be completed:

- A. Departments decide the outside parameters of their flexible hours program within the 6:30 to 5:45 time frame, that are appropriate to their operations.
- B. The Department determines the type of flexibility (staggered and/or glide), which may differ among employees.
- C. Managers then decide which employees should be allowed to exercise flexibility in starting/ending/lunch times within these parameters. Employees' requested selections of start-end times are considered in accordance with priorities listed in Section V above.
- D. Management determines what controls, if any, are required to ensure effective and efficient operations.
- E. Department implements its policy.

NOTE: Whenever possible, employees should be asked to provide input at B and C. A desired objective of this program is to have as many employees as practicable be on a work day with start-end times other than 7:45 a.m. to 4:30 p.m. Information about the department's flexible hours program should be made available to employees through meetings and/or by circulating and posting copies of the program. Exclusive bargaining representatives should be consulted and kept informed of the details of your plan of implementation.

Each department is asked to complete and submit the following within one month after implementing its own program:

- o 3 copies of attached Form DPS 606a (6/77)
- o 2 copies of attached Form DPS 606b (6/77)
- o 1 copy of attached Form DPS 606c (6/77)
- o 1 copy of its own program

VIII. CHANGING OFFICE HOURS

Because the intent of this effort is not to establish policies and guidelines on changing office hours, whenever departments find it necessary to change the hours which they are open for public business, they should make appropriate justification and recommendations, pursuant to Act 64, SLH-1977, to the Office of the Governor.

APPENDIX D

APR 11 1984

GEORGE R. ARIYOSHI
GOVERNOR OF HAWAII



JAMES H. TAKUSHI
DIRECTOR

PATRICIA K. BRANDT
DEPUTY DIRECTOR

STATE OF HAWAII
DEPARTMENT OF PERSONNEL SERVICES
830 PUNCHBOWL STREET
HONOLULU, HAWAII 96813

April 11, 1984

Honorable Gene Albano, Chairman
House Committee on Public Employment
and Government Operations
The Twelfth State Legislature
1984 Regular Session
State of Hawaii
Honolulu, Hawaii

✓Honorable Brian T. Taniguchi; Chairman
House Committee on Transportation
The Twelfth State Legislature
1984 Regular Session
State of Hawaii
Honolulu, Hawaii

Dear Representatives Albano and Taniguchi:

This is in regards to some of the questions that were raised in discussion on House Resolution No. 195 at a joint hearing of your committees on April 3, 1984. In order to respond as soon as possible we queried State departments by telephone about their employees' participation in flexible working hours. Enclosed are the results of that query.

Focusing on Oahu only, we further limited our questions to "daytime" operations. We also felt that not more than three questions should be asked of the departments if we were to reasonably expect them to respond in time. The only response we received are for State civil service and certain exempt positions, since the Department of Education certificated employees and the Board of Regents appointees are controlled by other personnel systems and are not covered by our flexible hours program. Caution is advised that the statistics obtained are cursory and merely provide a window as to what the current situation may be.

Also enclosed for your information are copies of Executive Memorandum 1977-25 and Department of Personnel Services' Circular 77-11 which set forth the program's policy and procedures.

Should there be any questions regarding the survey, please contact Mr. Steven Kamaura, Administrative Services Office, at 548-4075.

Sincerely,

A handwritten signature in dark ink, appearing to read "James H. Takushi", written over a horizontal line.

JAMES H. TAKUSHI
Director of Personnel Services

Attachments

RESPONSE TO DPS TELEPHONE QUERY OF
EMPLOYEE PARTICIPATION IN FLEXIBLE WORKING HOURS
(Daytime Oahu Employees Only)

4/84

Questions Posed to Each Department			
DEPARTMENT	How many employees are participating in the Flexible Working Hours Program?*	How many employees are <u>not</u> arriving at work at 7:45 a.m.?*	What effect has the Flexible Working Hours Program had on your operations?
Accounting & Gen Svces	170	320	GOOD
Agriculture	61	61	"
Attorney General	No Response	No Response	No Response
Budget & Finance	205	153	GOOD
Commerce & Consumer Affairs	14	72	"
Defense	80	37	"
Education	1,536	1,551	"
Hawaiian Home Lands	34	34	"
Health	1,203	820	"
Labor & Industrial Relations	310	310	NO DIFFERENCE
Land & Natural Resources	192	192	GOOD
Personnel Services	80	74	
Planning & Economic Development	48	54	"
Social Services & Housing	471	274	"
Taxation	224	148	NO DIFFERENCE
Transportation	752	752	GOOD
University of Hawaii	306	452	"
TOTAL	5,686	5,304	N/A

*Does not include Board of Regents and Department of Education certificated employees.
NOTE: (1) PARTICIPATION IN FLEXIBLE WORKING HOURS DOES NOT NECESSARILY MEAN THAT AN EMPLOYEE IS NOT ARRIVING AT 7:45 A.M. E.G.: EMPLOYEES ARE OFFERED STAGGERED HOURS BUT A FEW CHOOSE 7:45 A.M. BECAUSE THEIR RIDE MUST BE AT WORK AROUND THAT TIME. (2) DEPENDING UPON OPERATIONAL REQUIREMENTS, THERE MAY BE A LARGE NO. OF EMPLOYEES WHO DO NOT ARRIVE AT WORK AT 7:45 AM, BUT WHO ALSO DO NOT PARTICIPATE IN FLEXIBLE WORKING HOURS. E.G.: JANITORS & MAINTENANCE PERSONNEL AT DAGS WORK AS EARLY AS 7:00 AM, BUT ARE NOT GIVEN THE OPTION OF FLEXIBLE WORKING HOURS BECAUSE OF OPERATIONAL REQUIREMENTS.

APPENDIX E

TESTIMONY BY
JAMES H. TAKUSHI
DIRECTOR OF PERSONNEL SERVICES
STATE OF HAWAII

April 3, 1984

TO: THE HOUSE COMMITTEE ON PUBLIC EMPLOYMENT AND GOVERNMENT
OPERATIONS

Mr. Chairman and Members of the Committee:

RE: H.R. 195, REQUESTING A STUDY OF THE IMPACT OF
STAGGERED WORK HOURS FOR STATE EMPLOYEES

This resolution requests the Department of Personnel Services (1) to study the impact of staggered work hours for state employees; (2) to promote the concept as a means to lessen traffic congestion, conserve energy, and improve the productivity and enhance the morale of state employees; (3) to examine the effects of staggering the hours of public schools.

This department does not favor the resolution as worded. Its main intent appears to be aimed at reducing traffic congestion by changing school hours. The Department of Personnel Services lacks both the expertise in traffic issues and the authority over DOE operations to perform effectively the requests. We believe that the appropriate State agencies should be designated to conduct the requested study.

Moreover, the Oahu Metropolitan Planning Organization (OMPO) has released a 1981 report that addresses the concerns

expressed in the resolution. The report goes so far as to propose several alternatives including staggering school hours and suggests the feasibility and likely impact of each. We suggest that in light of OMPO's report HR 195 be filed.

APPENDIX F

RESPONSE TO TELEPHONE QUERY OF EMPLOYEE PARTICIPATION IN FLEXIBLE WORKING HOURS (June 1985) (Daytime Oahu Employees Only)

DEPARTMENT	Questions Posed to Each Department		
	Percentage of eligible employees on flexible work hours (approximation)	Effect of flexible work hours on departmental operations?	Promotion of flexible hours will increase participation?
Accting & Gen Svces	53%	Good	No
Agriculture	40%	Good (no supervisory problems)	No (small department)
Attorney General	Not available.	Good (no supervisory problems)	No
Budget & Finance	36%	Good (supervisors satisfied)	Yes (but just slightly)
Commerce & Consumer Affairs	40%	Good (complaints if taken a way)	No
Defense	53%	Good (no supervisory problems)	No
Education	25%	Good (no complaints)	No
Hawaiian Home Lands	26%	Good	Yes
Health	24%	Good (no problems)	Yes
Labor & Industrial Relations	68%	Good (no problems)	Yes (but just slightly)
Land & Natural Resources	39%	OK (no problems)	Yes
Personnel Services	80%	OK (no problems)	Yes (but just slightly)
Planning & Economic Development	25%	Good	Yes
Social Services & Housing	25%	Good	Yes
Taxation	78%	Good (no complaints)	No
Transportation	19%	OK (problems worked out)	No
University of Hawaii	19%	OK (no problems)	Yes (affect clerical staff)