REPORT TO THE CONGRESS
OF THE UNITED STATES

National Aeronautics and Space Administration's Equal Employment Opportunity Program Could Be Improved

B-178929

National Aeronautics and Space Administration
Civil Service Commission

BY THE COMPTROLLER GENERAL
OF THE UNITED STATES

APRIL 15, 1974

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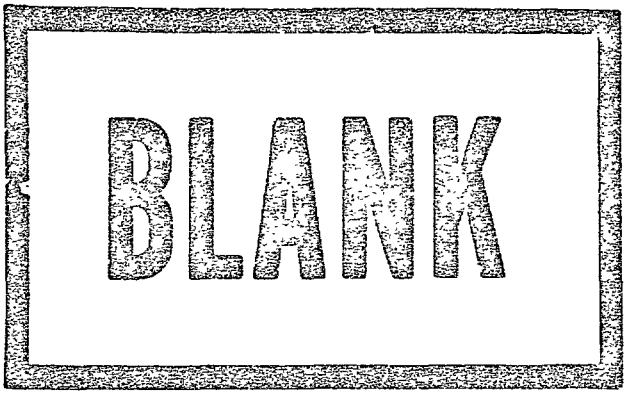
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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-178929

The Honorable Harrison A. Williams, Jr.
Chairman, Committee on Labor and Public Welfare
United States Senate

Dear Mr. Chairman:

As requested by your office, this is our report on the Equal Employment Opportunity (EEO) program of the National Aeronautics and Space Administration (NASA).

This report discusses NASA's EEO affirmative action plans, hiring and promotion practices, training and upward mobility programs, and the discrimination complaint system. As suggested by your office, we did not attempt to evaluate NASA's hiring goals. Our review was limited to NASA. Accordingly we did not evaluate the fairness of the Civil Service Commission's examining procedures. Lack of documentation prevented us from evaluating the fairness of NASA's selection procedures concerning minorities and females. Examining and selecting minority and female job applicants will be the subject of one of our future Government-wide reviews of EEO.

At the request of your office, we did not give NASA the opportunity to formally comment on this report, nor do we plan to distribute this report further unless you agree or publicly announce its contents. However, we invite your attention to the fact that this report contains recommendations to the Administrator of NASA and the Chairman of the Civil Service Commission set forth on page V. As you know, section 236 of the Legislative Reorganization Act of 1970 requires the head of a Federal agency to submit a written statement on actions he has taken on our recommendations to the House and Senate Committees on Government Operations not later than 60 days after the date of the report and the House and Senate Committees on Appropriations with the agency's first request for appropriations made more than 60 days after the date of the report. When we obtain your agreement to release the report, we will make it

available to the Administrator of NASA, the Chairman of the Civil Service Commission, and the four Committees for the purpose of setting in motion the requirements of section 236.

Sincerely yours,

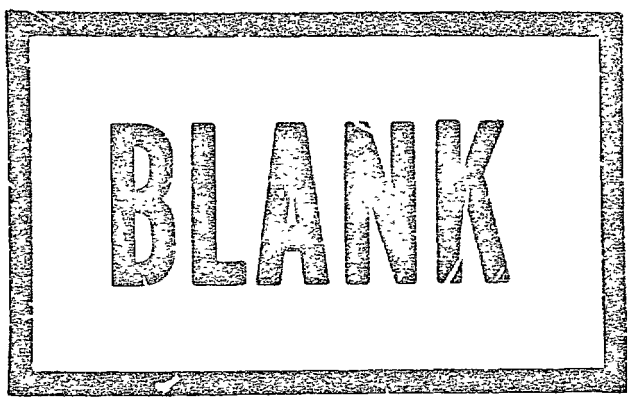
Elmer B. Staats

Comptroller General
of the United States

Contents

ABBREVIATIONS

CEP	Continuing Education Program
CSC	Civil Service Commission
EEO	equal employment opportunity
FPM	Federal Personnel Manual
FWP	Federal Women's Program
GAO	General Accounting Office
GS	General Schedule
LULAC	League of Latin American Citizens
NASA	National Aeronautics and Space Administration
OEOP	Office of Equal Opportunity Programs
STEP	Specialty Training for Entry Professionals
WG	Wage Grade
WS	Wage Supervisor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COMPTROLLER GENERAL'S
REPORT TO THE COMMITTEE
ON LABOR AND PUBLIC WELFARE
UNITED STATES SENATE

NATIONAL AERONAUTICS AND SPACE ADMINISTRATION'S EQUAL EMPLOYMENT OPPORTUNITY PROGRAM COULD BE IMPROVED

National Aeronautics and Space Administration
Civil Service Commission

D I G E S T

WHY THE REVIEW WAS MADE

GAO was asked to review the Equal Employment Opportunity program of the National Aeronautics and Space Administration (NASA).

This report concerns the nearly 25,000 civil service employees of the headquarters and 10 field centers NASA operates in the United States. GAO reviewed the 1973 and 1974 Equal Employment Opportunity program at headquarters and Ames Research Center, California; Johnson Space Center, Texas; Lewis Research Center, Ohio; and Marshall Space Flight Center, Alabama.

As directed by the Committee Chairman's office, NASA was not given the opportunity to review and comment formally on this report.

FINDINGS AND CONCLUSIONS

In a November 1973 memorandum to employees, the NASA Administrator said he was deeply and personally committed to the goal of equal opportunity for members of minority groups and women and that he was not satisfied with NASA's performance in this area.

In early 1974 the Deputy and Associate Deputy Administrator testified before congressional committees that NASA should have done more to attract minorities and women while it was growing and facing the technical challenges of the 1960s. The new challenge of the 1970s--catching up in this most important area of human need--has proved to be difficult because of a highly technical work force which is decreasing in numbers. (See p. 2.)

NASA's permanent civil service work force has been reduced from 31,223 employees at June 30, 1973, to 24,854 employees at June 30, 1974. (See p. 3.)

Full-time minority employees increased slightly from 1,446 at July 31, 1970, to 1,495 at June 30, 1974, and their percentage of the total NASA work force increased from 4.7 percent to 6 percent. From June 30, 1970, to June 30, 1974, the number of female employees decreased from 5,148 to 4,239 but the percentage of females in NASA's total work force increased from 16.5 percent to 17.1 percent. (See p. 4.)

At June 30, 1974, NASA's work force was 61.3 percent professional and 38.7 percent nonprofessional. Minorities composed 4.3 percent of the professional employees and 8.8 percent of the nonprofessional employees. Women composed 5.6 percent of the professional and 35.5 percent of the nonprofessional employees. (See p. 5.)

Hiring

Of the 3,149 employees hired during fiscal years 1971-74, 534 (17 percent) were minorities and 1,574 (50 percent) were females. The

3,149 employees filled 1,237 professional positions and 1,912 nonprofessional positions. Of the professional staff members hired, 124 (10 percent) were minorities and 168 (13.6 percent) were females. The nonprofessional employees hired included 410 (21.4 percent) minorities and 1,406 (73.5 percent) females. (See p. 16.)

NASA generally has not had an active recruiting program in recent years for persons of any race or color or of either sex. On February 2, 1974, NASA's Deputy Administrator approved a NASA-wide recruiting plan designed to increase the hiring of minority and women professionals. NASA's goal was to place 80 minorities and 80 women in professional positions.

As of December 31, 1974, NASA had hired 131 minority and 125 female professionals and, through upward mobility, had placed 28 minorities and 89 females in professional positions. NASA also established a goal to hire 136 minorities in nonprofessional positions. As of December 31, 1974, NASA had hired 207 minority nonprofessionals. GAO did not attempt to evaluate NASA's hiring goals. (See p. 18.)

A Cooperative Education Program in which students alternate semesters studying at school and working at a NASA installation has long been a prime source of highly qualified employment candidates for NASA. Enrollment in the program increased from 719 in June 1973 to 847 in June 1974 and is projected to be 950 by the end of fiscal year 1975. (See p. 19.)

The percentage of minorities and females in the Cooperative Education Program increased from 12.2 and 9.4 percent, respectively, in June 1972 to 22 and 16.1 percent, respectively, at the end of fiscal year 1974. Predominately minority schools participating in the program increased from 16 in 1971 to 44 in 1973. (See p. 19.)

In March 1974 NASA started a National Aerospace Fellowship Program to encourage members of minority groups and women to undertake professional careers in scientific and engineering fields. NASA training grants have been awarded to seven predominately minority and/or women's colleges. There are currently nine minority females, two white females, and nine minority males enrolled in the program. (See p. 20.)

Among the minority and female hiring problems facing NASA is the lack of minorities and females in the scientific and engineering fields. NASA's three scientific and engineering categories accounted for 47.3 percent of its work force at June 30, 1974, but minorities and females represented only 3.9 and 2.6 percent, respectively, of these categories combined.

In comparison, in 1972 (most recent year such data was available) minorities constituted 3.5 percent of the Nation's professional scientific and engineering work force and females constituted 3.4 percent of this work force. Also in 1972-73, minorities and females received 4.4 and 1.2 percent, respectively, of the Nation's bachelor degrees in engineering. (See p. 20.)

Reliable data on the number of minorities and females graduating or otherwise available in the various professional and nonprofessional

fields was not readily available. The Civil Service Commission needs to provide such data on a national and regional basis so that

--agencies such as NASA can set realistic hiring goals and more effectively plan their Equal Employment Opportunity programs and

--agencies don't waste funds by duplicating the collection of such data. (See pp. 23 and 26.)

At GAO's request, the Civil Service Commission compared minority and female employment at seven NASA locations with that of other agencies located in the same geographic areas. The study included 14 professional and nonprofessional occupations, excluding science and engineering positions.

As of February 28, 1974, NASA had the lowest percentage of minorities in all 14 occupations and the lowest percentage of females in 7 occupations. (See p. 21.)

There were indications that minorities and females frequently were not on the Civil Service Commission's employment registers sent to NASA. (See pp. 24 and 25.)

Since this review was limited to NASA, GAO did not evaluate the Civil Service Commission's examining process to ascertain whether it was fair to minorities and females. Also, GAO could not conclusively determine whether NASA was providing equal opportunity in the final selection of job applicants because the Commission did not require that agencies keep records showing the basis for selection and thus NASA did not maintain records of this type. GAO believes such data should be maintained for program evaluation as long as the anonymity of the individual is maintained to preclude an invasion of the individual's rights to privacy. (See p 24.)

Training

NASA centers are separate entities which have designed training programs to meet their needs. Centers generally make training courses available to their employees. The amount of training requested and received by minorities and females varied from one installation to another. (See p. 27.)

Promotions

During fiscal years 1971 through 1974, the percentage of promotions received by minorities and females NASA-wide was generally greater than the percentage of minorities and females in the NASA work force. (See app. V.)

Upward mobility program

NASA headquarters has developed and implemented an upward mobility program consisting of five components. The centers were scheduled to implement at least one of the components during 1974. GAO could not conclude whether NASA's upward mobility program had been successful because the program had only been partially operative for a short time at most NASA installations. (See p. 35 .)

Separations

During fiscal years 1971 through 1974, there were 9,951 separations from NASA's work force. Of these separations, 6.1 percent were minority employees and 27.9 percent were female employees. (See p. 41 .)

Complaint system

Except for failing to meet the time limit on processing formal complaints, NASA headquarters and field centers generally were processing discrimination complaints in accordance with Civil Service Commission guidelines. In 1973 processing of 11 of 35 formal complaints exceeded the 180 day limit. (See p. 44.)

About 24 percent of the NASA employees interviewed said they would not file a complaint even if they were victims of discrimination. About 58 percent of the equal employment opportunity counselors believed employees did not have confidence in the complaint system. Some employees feared reprisal or intimidation and other employees did not believe the system would produce a just resolution of a complaint. (See p. 49.)

About 90 percent of the employees interviewed did not know how counselors were selected, and employees generally did not participate directly in selecting the counselors. (See p. 49.)

About 35 percent of the employees interviewed did not know the first step in registering a complaint, 72 percent did not know that complaints must be registered within 30 days of an incident, and 55 percent did not know that their name could be kept confidential. (See p. 46.)

About 36 percent of the managers and supervisors interviewed had received no orientation or training regarding the Equal Employment Opportunity program. (See p. 48.)

Affirmative action plans

CSC guidance requires affirmative action plans to contain specific action items to insure measurable progress during the plan's lifetime. The accomplishment section of NASA's plan, however, showed that not all action items were accounted for or accomplished. (See p. 10.)

The Civil Service Commission requires each agency to periodically evaluate the effectiveness of its Equal Employment Opportunity program in sufficient depth and detail to assure management that all program areas are reviewed.

In 1973 all installations, with the exception of headquarters, prepared quarterly equal employment opportunity evaluation reports. No annual evaluations were made. (See p. 13.)

The Commission requires agencies to include in their rating of supervisors an evaluation of their performance in the equal employment opportunity area. However, only Johnson Space Center evaluated supervisors on their equal employment opportunity activities during 1973 and it had only limited criteria for this appraisal. (See p. 13.)

NASA headquarters and centers have not provided Equal Employment Opportunity program training to all managers and supervisors. (See p. 13.)

Thirteen percent of the managers and supervisors interviewed had provided input for the 1974 affirmative action plans, although 65 percent felt they should provide input. (See p. 12.)

RECOMMENDATIONS

GAO recommends that the Administrator of NASA insure that all installations

--make participation by managers and supervisors in the development of the affirmative action plans mandatory,

--require ongoing equal employment opportunity training for managers and supervisors,

--evaluate supervisors and managers on the basis of their equal employment opportunity activity,

--prepare at least annual evaluations of the Equal Employment Opportunity program, and

--identify the causes for action items in the affirmative action plans not being accomplished.

GAO further recommends that the Administrator of NASA

--develop a program that would instill more employee confidence in the complaint system;

--publicize the use of NASA's discrimination complaint system using additional methods, such as discussions at staff meetings;

--expedite formal complaint processing to meet time limits specified by the Civil Service Commission whenever possible;

--develop a process for selecting counselors which permits direct employee participation;

--require that agency and installation affirmative action plans specify (1) the types of training to be provided, (2) the types of opportunities available to employees, and (3) the estimated number of minorities and females to attend training;

--maintain sufficient information on promotions so that determinations can be made as to who was considered, what factors were considered, and how the final selection was made; and

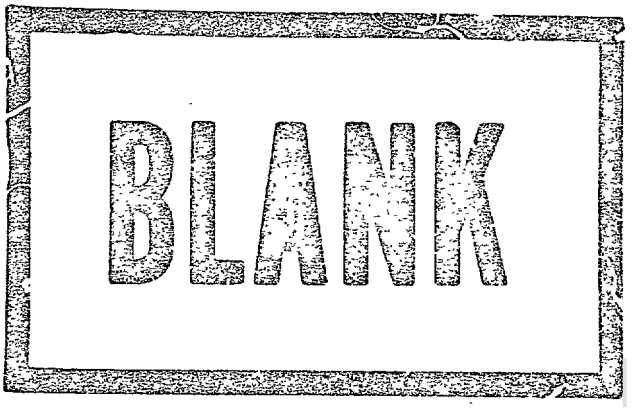
--insure that NASA's upward mobility program will provide for a systematic identification of (1) individuals or groups with development potential, (2) occupations which offer development opportunity, and (3) positions that do not offer opportunities for employees to perform and advance to their highest potential.

GAO recommends that the Administrator of NASA and the Chairman of the Civil Service Commission identify the causes of the apparent low percentage of minorities and females being referred to NASA from the Commission registers so action can be initiated to correct this problem.

GAO recommends that the Chairman of the Civil Service Commission

--analyze the potential supply of minorities and females with selected skills and make such analysis available to all agencies to insure that meaningful and realistic equal employment opportunity goals can be established and to identify occupational categories where there is a shortage of minorities and females and

--devise a system whereby the Commission and other Federal agencies can track applicants, by race and sex, on Civil Service Commission registers through the selection or rejection process--such a system should protect the anonymity of the individual.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CHAPTER 1

INTRODUCTION

Executive Order 11478, dated August 8, 1969, as amended, states that the policy of the U.S. Government is to provide equal opportunity in Federal employment for all persons; to prohibit discrimination in employment because of race, color, religion, sex, or national origin; and to promote full equal employment opportunity (EEO) through a continuing affirmative action program in each executive department and agency. This policy of equal opportunity applies to, and must be an integral part of, every aspect of personnel policy and practice in the employment, development, advancement, and treatment of civilian employees of the Federal Government.

Executive Order 11478 gave the Civil Service Commission (CSC) authority to provide leadership and guidance in conducting EEO programs within Federal departments and agencies. CSC was directed to:

--Review and evaluate agency program operations.
--Obtain necessary data and report to the President on overall progress.
--Issue appropriate regulations, orders, and instructions with which agencies must comply.
--Provide for prompt, fair, and impartial consideration of all complaints involving discrimination in Federal employment.
--Provide counseling for employees who believe they have been discriminated against and encourage resolution of matters on an informal basis.
--Provide for appeals of decisions to CSC following impartial review by the Federal agency involved.

The EEO Act of 1972 in amending title VII of the Civil Rights Act of 1964 gave CSC the authority to enforce equal opportunity and nondiscrimination in Federal employment. The 1972 amendments also provided CSC with the authority to issue rules and regulations necessary to carry out its EEO responsibilities and required CSC to review agency, national, and regional EEO plans and evaluate all agency EEO programs.

The EEO Act of 1972 is designed to enable CSC to grant relief, including back pay and advancement as appropriate, from discriminatory practices to aggrieved employees or applicants. Also, private civil actions were made available to aggrieved Federal employees or applicants for Federal employment by the 1972 act. Such persons are permitted to file a civil action (1) within 30 days of notice of final action by an agency or by CSC, (2) within 30 days of notice of final decision of an appeal from the agency's decision, or (3) after 180 days from the filing of a charge with the agency or CSC if there has been no decision.

Before the 1972 act a Federal employee had no specific statutory right to seek relief from discriminating employment acts of the Government by means of judicial review.

Dr. James C. Fletcher, Administrator of the National Aeronautics and Space Administration (NASA); Dr. George M. Low, Deputy Administrator; and Dr. Willis H. Shapley, Associate Deputy Administrator, have stated their commitment to equal employment. In a November 2, 1973, memorandum to NASA employees, Dr. Fletcher said:

> "I am deeply and personally committed to the goal of equal employment opportunity for members of minority groups and women. I am not satisfied with NASA's performance in this field."

Dr. Low and Dr. Shapley on January 24 and March 14, 1974, stated in testimony before congressional committees:

> "* * * while we were building our organization, while we were growing and facing the technical challenges of the 1960's, NASA should have done much more to attract minorities and women. Thus, as we moved into the 1970's we faced a new challenge--the challenge of catching up in a most important area of human need.
>
> "This challenge has proved to be a very difficult one, for two reasons: our declining work force, and our highly technical work force."

On January 24, 1974, NASA informed the Congress of its commitment to improve its EEO situation by increasing its minority complement to 6.1 percent of its total permanent staff and to place 80 women and 80 minorities in professional positions by December 31, 1974. The Assistant Administrator for the Office of Equal Opportunity, testifying before congressional committees on January 11 and January 24, 1974, stated that:

> "Agency line management has accepted these goals, and will be held accountable for achieving them * * *. To make the goals even more meaningful, if these positions cannot be filled by minorities or women, they will not Be filled."

A NASA internal memorandum dated March 5, 1974, modified this policy to retain the goals but not to reserve the slots for a minority or woman because this would be In conflict with CSC policy. NASA did not notify the congressional committees of this action,

Some other activities undertaken by NASA to promote its EEO program are

--implementation of upward mobility training programs,

--increased female and minority participation in the Cooperative Education Program,

--implementation of a National Aerospace Fellowship Program.

NASA'S EEO POSTURE

NASA's permanent civil service work force has been reduced by 6,369 employees in 4 years--from 31,223 at June 30, 1970, to 24,854 at June 30, 1974. The following table shows the number of employees in each occupational job category and the percent of total employment for each occupational job category at June 30, 1970, and June 30, 1974.

Occupational job category (note a)	Total employees June 30, 1970		June 30, 1974	
	Number	Percent	Number	Percent
Professional:				
Support engineering	333	1.0	186	0.7
Scientific and engineering	13,494	43.2	11,542	44.4
Life science	40	0.1	42	0.2
Subtotal	13,837	48.3	11,770	47.3
Professional administrative	4,407	14.1	3,485	14.0
Total	18.244	58.4	15,255	61.3
Nonprofessional:				
Wage board	2,908	9.3	1,554	6.3
Technical support	5,709	18.3	4,403	17.7
Clerical and nonprofessional administrative	4,362	14.0	3,642	14.7
Total	12.979	41.6	9,599	38.7
Total employees	31,223	100.0	24,854	100.0

[a]See appendix I for the definition of each occupational job category.

The number of full-time minorities increased from 1,446 at July 31, 1970,[1] to 1,495 at June 30, 1974. Their percentage of the total NASA work force increased from 4.7 percent to 6 percent. The number of females decreased from 5,148 at June 33, 1970, to 4,259 at June 30, 1974, but their percentage of NASA's work force increased from 16.5 percent to 17.1 percent, (In some of the statistics minority females appear in both minority and female totals. When this occurs it will be footnoted.)

[1]The number of full-time minority employees as of June 30, 1970, was not available.

At June 30, 1974, NASA's work force consisted of 61.3 percent professional personnel and 38.7 percent nonprofessional personnel, as shown above. The distribution of minorities and females in the professional and nonprofessional categories is shown in the following table.

Category	Total employees	Minorities (note a) Number	Minorities (note a) Percent of category	Females (note a) Number	Females (note a) Percent of category
Professional:					
Support engineering	186	8	4.3	11	5.9
Scientific and engineering	11,542	454	3.9	290	3.5
Life science	42	1	2.4	9	21.4
Subtotal	11.770	463	3.9	310	2.6
Professional administrative	3,485	188	5.4	545	15.6
Total	15,255	651	4.3	855	5.6
Nonprofessional:					
Wage board	1.454	173	11.9	17	1.1
Technical support	4,403	192	4.4	99	2.2
Clerical and nonprofessional administrative	3,642	479	13.2	3,288	90.3
Total	9,599	844	8.8	3,404	35.5
Total employees	24,354	1,495	6.0	4,259	17.1

[a]Minority females appear in both minority and female columns.

The following table shows the breakdown of NASA's work force by grade level and the breakdown of NASA's minority and female staff by grade level.

Professional Job Categories

Grade level	Support engineering			Professional administrative			Scientific and engineering			Life science			Total professionals		
	TOTAL	MINORITY	FEMALE	TOTAL	MINORITY	FEMALE	TOTAL	MINORITY	FEMALE	TOTAL	MINORITY	FEMALE	TOTAL	MINORITY	FEMALE
GS-1															
GS-2															
GS-3				2	0	2							2	0	2
GS-4															
GS-5				73	17	36	1	1	1				74	18	36
GS-6				5	2	3							5	2	3
GS-7	3	2	3	240	24	122	147	28	24	4	2	4	394	54	153
GS-8				9	2	5				3	0	3	12	2	8
GS-9	8	2	6	299	17	131	227	30	42	2	2	2	536	69	159
GS-10				10	2	3							10	2	3
GS-11	10	0	0	446	31	120	566	52	64				3022	83	184
GS-12	42	2	2	829	37	91	1864	107	77	3	2	0	3738	146	170
GS-13	68	2	0	766	27	31	4291	154	71	7	1	0	5152	184	102
GS-14	31	0	0	445	22	16	2500	62	7	10	0	0	2986	82	23
GS-15	23	0	0	267	5	3	1551	19	5	7	0	0	1848	24	8
GS-16							158	0	0				158	0	0
GS-17															
GS-18															
Excepted positions	1	0	0	94	4	2	237	1	2	6	0	0	338	5	4
Total	186	8	11	3485	169	565	11542	456	240	42	1	9	15,255	641	855

Nonprofessional Job Categories

Grade level	Wage board			Technical support			Clerical and nonprofessional administrative			Total nonprofessionals			Combined professional and nonprofessional		
	TOTAL	MINORITY	FEMALE	TOTAL	MINORITY	FEMALE	TOTAL	MINORITY	FEMALE	TOTAL	MINORITY	FEMALE	TOTAL	MINORITY	FEMALE
GS-1							36	13	35	36	13	35	36	13	35
GS-2				9	0	1	171	68	163	180	68	164	180	68	164
GS-3	31	6	0	60	26	5	366	77	344	459	109	349	461	109	351
GS-4	17	8	1	55	16	6	616	79	530	688	103	537	688	103	537
GS-5	32	19	4	77	19	9	1137	64	1766	1246	121	1779	1320	139	1115
GS-6	42	15	4	95	22	17	684	77	641	821	114	662	826	116	665
GS-7	96	35	4	230	21	23	383	49	331	679	105	358	1073	159	512
GS-8	411	52	2	196	13	10	111	15	121	918	80	319	930	82	127
GS-9	728	33	1	994	25	13	92	12	55	1812	71	69	2348	119	228
GS-10	80	3	1	147	10	5	10	1	9	437	14	15	447	16	18
GS-11	85	2	0	1233	32	4	25	3	9	1343	37	13	2365	120	197
GS-12	32	1	0	765	13	2	10	1	4	809	15	6	3543	161	176
GS-13				161	3	1	1	0	0	162	3	1	5246	187	102
GS-14				13	0	0				13	0	0	2999	82	23
GS-15				9	0	0				9	0	0	1857	24	8
GS-16													158	0	0
GS-17															
GS-18															
Excepted positions				1	0	0				1	0	0	339	5	4
Total	1554	173	17	4403	192	99	3642	479	3258	9599	844	3404	24854	1495	4259

Note: Wage board employees are included in General Schedule (GS figures at equivalent grade levels.
Minority females appear in both minority and female columns.

NASA established an EEO office on September 1, 1971. Before that time the EEO function had been carried out by NASA's Director of Personnel on a part-time basis. NASA's current Office of Equal Opportunity Programs (OEOP) is headed by an Assistant Administrator.

NASA has 10 major field centers throughout the United States and the headquarters center in Washington, D.C. Each center has an EEO office that is directly responsible to the center Director.

SCOPE OF REVIEW

In June 1973 the Chairman of the Senate Committee an Labor and Public Welfare requested that we review the implementation of the EEO Act of 1972 as it applied to Federal employees. In December 1973 we were asked to review NASA's EEO program. This report sets forth the results of our review and discusses NASA's 1973 and 1974 EEO plans, hiring and promotion practices pertaining to civilian employees, training and upward mobility programs provided to employees, and operation of the discrimination complaint system. This review was limited to NASA. Accordingly, we did not evaluate CSC's examining process to ascertain whether the process was fair to minoirites and females.

At NASA we interviewed officials in the EEO office and personnel office, EEO counselors, persons who had filed complaints, and others involved with the EEO program To determine the confidence in and awareness of EEO at NASA, we randomly selected and interviewed managers and supervisors and employees who had not filed complaints.

We conducted our review from January to June 1974 at the following five NASA installations: headquarters, Washington, D.C.; Ames Research Center, Moffet Field, California; Lyndon B. Johnson Space Center, Houston, Texas; Lewis Research Center, Cleveland, Ohio: and George C. Marshall Space Plight Center, Huntsville, Alabama.

The Senate Committee requested that NASA not be given the opportunity to formally comment on this report.

CHAPTER 2

NASA'S AFFIRMATIVE ACTION PLANS

The Federal Personnel Manual (FPM), issued by CSC, states that an affirmative action plan is an agency's pledge of its commitment to assure true EEO in all aspects of its operations affecting employees and applicants for employment. The EEO Act of 1972 required each Federal agency, beginning in 1973, to annually prepare and submit to CSC for review and approval a national plan responsive to the agency's overall EEO needs and requiring action by subordinate organizational units to assure EEO.

In addition, agencies' field offices must annually submit regional plans to the appropriate CSC regional office 90 days after the due date for the national plan. The regional plans are to encourage affirmative action based on local conditions. CSC regional directors are fully responsible for reviewing and approving agency regional plans.

NASA's national plans for 1973 and 1974 were to be submitted to CSC by November 1, 1972 and 1973, respectively, and the due dates for the regional plans were February 1, 1973 and 1974.

CSC GUIDELINES

CSC guidance to departments and agencies on preparing their 1973 and 1974 affirmative action plans required national and regional plans to contain specific action items to insure measurable progress during the plan's lifetime (1 year).

After reviewing the affirmative action plans for 1973, CSC provided agencies more detailed guidance, including the following four part format for submission of EEO plans due on or after November 1, 1973:

--An introduction briefly explaining the agency's organization and resources for carrying out EEO and administering the discrimination complaint system.

--A report of accomplishments addressing each action item in the previous year's plan by explaining (1) whether the item was accomplished, and if not why not, and (2) the results of the action and whether it achieved the desired effect.

--An assessment of the current EEO situation citing problems which require priority attention and solution.

--A report of specific action items for the current year based on problems identified in the assessment of the current EEO status.

1973 NATIONAL PLAN

NASA's 1973 national plan was approved by the NASA Administrator on November 3, 1972, and by CSC on March 29, 1973.

In approving the plan CSC stated that it provided a good basis for an effective EEO program. However, CSC advised NASA that the following should be considered in developing the 1974 plan.

(1) The plan should contain (a) additional information or provisions for submission of reports on estimated number of trainees who will participate in the upward mobility program, (b) the types of opportunities available to employees, (c) the kinds of activities that are being undertaken within the framework of upward mobility, and (d) the results expected to be accomplished.

(2) The plan should assure that the selection process is made on the basis of qualifications and merit, without regard to the race, color, religion, sex, or national origin of candidates and that full compliance with the merit system requirements is observed at all times.

(3) The Coordinator for the Sixteen-Point Program for the Spanish-Surnamed (now titled the Spanish Speaking Program) should be responsible for lending expertise or providing input on the particular needs and specific concerns of the Spanish speaking. The role of the Coordinator should be clearly

described and he or she should be included as a responsible official in many of the action items.

(4) The Federal Women's Program should not only relate to recruitment and upward mobility, but should also relate to other concerns of women, such as part-time employment, career counseling, etc. The plan should clearly define the Federal Women's Program Coordinator's role and interrelationship within the EEO staff and at the same time spell out assigned duties.

It appears that items 2 and 3 above were corrected in preparing the 1974 national plan. The section on upward mobility programs (item 1) was more specific in the 1974 plan: however, CSC instructed NASA to add centers' specific training projections, as received from the centers, to the national plan. Concerning item 4, CSC stated that, in spite of some positive action items to increase opportunities for women in professional positions, there appears to be a further need for stronger identifiable Federal Women's Program activities.

A comparison of the action items in the agency 1973 plan with the assessment of each item, as stated by NASA in the accomplishment section of the 1974 plan, shows that NASA did not account for, nor accomplish, each planned item. (See app. II for a list of each action item in the 1973 plan and its completion status at the end of the year.)

1974 NATIONAL PLAN

NASA's national plan for 1974 was approved by the NASA Administrator on January 25, 1974, and by CSC on February 26, 1974. In approving the plan, CSC noted that the assignment of broad EEO responsibilities to center Directors and other managers was a major strength of the plan.

In the assessment section of the plan, NASA identified the following problems as requiring priority consideration

--limited presence of minorities and women at senior levels and midlevels,

--limited presence of minorities and women in the professional work force,

--grouping of women in secretarial positions,

--the need for supervisors to counsel employees on upward mobility positions and the need to have such positions visible to employees,

--lack of understanding by rank and file managers and supervisors of their role in EEO

--lack of incentives by supervisors to achieve organizational EEO goals,

--the "spottiness" of EEO training of counselors and supervisors throughout NASA,

--discrimination complaints based on sex and race which generally revolve around promotion selections, and

--lack of credibility of NASA's EEO policy to many women and minorities.

NASA's 1974 plan includes action items related to the above general problems as well as the more specific problems listed in appendix III.

HEADQUARTERS AND CENTER PLANS

NASA's OEOP reviewed the headquarters and centers' EEO plans before submitting them to CSC. The critiques of the centers' plans were not received by the centers until January 1974. The critique of the headquarters plan was not received until March 1974.

The critiques suggested that all centers (1) incorporate one of the formally approved components of NASA's upward mobility program, (2) provide for supervisor counseling of lower grade and midgrade minority and female employees on their work environment, training, and career goals, and (3) include line managers in planning, monitoring, and evaluating the EEO program.

OEOP commented on three main points in the headquarters plan which needed strengthening. They were (1) clarification between the headquarters EEO office and OEOP in the stated accomplishment of action items, (2) lack of action items

to support a situation, and (3) greater focus on recruitment and hiring above the entry level.

On the basis of the critiques, the headquarters and center plans were revised and submitted to CSC between February and April 1974.

CSC APPROVAL AND SUBMISSION

For 1973 and 1974 NASA headquarters had not been designated by CSC as an installation which must annually submit an affirmative action plan for CSC approval. Headquarters did not submit its 1973 plan to CSC, but CSC asked to review the 1974 headquarters plan. Beginning in 1975 NASA headquarters will be included in the regular EEO-plan submission process.

Except for Marshall, the centers submitted their 1973 plans in January 1973, but all were not approved by the various CSC regional offices until September 1973. Marshall submitted its 1973 plan to the regional CSC office in February and received final approval in June.

Center plans for 1974 were required to be submitted to CSC on February 1, 1974. However all were submitted late, and only two received an extension from CSC. The reason cited by most of the centers for the late submission was that OEOP's review of the plan had not been made in a timely enough manner to afford revision and submission by the specified date.

MANAGEMENT INVOLVEMENT IN EEO

Only 12 percent of the 104 managers and supervisors we interviewed had provided input for 1974 plans. However, about 65 percent felt they should provide input.

NASA has attempted to make supervisors more aware of their EEO responsibilities. In 1974 headquarters and the various NASA centers were required to implement affirmative action plans at the organizational level. Headquarters and Johnson have already done this and the other centers anticipated doing it in 1974.

TRAINING OF MANAGERS AND SUPERVISORS

During 1973 EEO training courses were conducted at headquarters and all centers except Ames. Not all managers and supervisors received this training. Additional classes were planned for 1974. We were advised that the Ames EEO officer and members of the Committee of EEO Counselors informed organizational directors and their staffs of the EEO program.

SELF-EVALUATION PLANS

CSC requires each agency to periodically evaluate the effectiveness of its EEO program. The method of evaluation is left to the agency's discretion but must be of sufficient depth and detail to insure management that all program areas are reviewed.

The national affirmative action plan for 1973 stated that NASA headquarters and each center would establish a plan for evaluating its EEO program quarterly. Each center's plan and headquarters' plan provided for quarterly reports. All the centers submitted reports; however, headquarters did not. A standardized format for the 1974 quarterly reports was provided to the centers. Ames', Lewis', and headquarters' plans also provided for an annual evaluation to aid in preparing the 1974 plan; however, they were not made.

SUPERVISORY EVALUATION

Executive Order 11478 and FPM Bulletin 713-27 provide that agencies must include in the rating of supervisors an evaluation of their performance in the area of EEO. However, only Johnson has done this. Limited criteria existed at Johnson in 1973 for rating supervisors in the EEO area. Johnson planned to continue exploring available procedures during 1974 to better evaluate managerial employees. The other installations and headquarters planned to include an evaluation of a supervisor's EEO performance in ratings during 1974. As of May 1974 the method of evaluation had not yet been determined at Ames and Marshall. Lewis was in the process of revising its appraisal form to include an element for rating EEO performance.

HIRING GOALS AND TIMETABLES

On January 24, 1974, NASA informed the Congress of its commitment to achieve, by December 31, 1974, a permanent minority complement of 6.1 percent and to place 80 females and 80 minorities in professional positions. NASA also set a goal to hire 136 minorities for nonprofessional positions. We did not attempt to evaluate the reasonableness of these EEO goals.

To insure attainment of its goals, NASA's OEOP established internal management targets of placing 96 minority professionals, 111 female professionals, and 288 minority nonprofessionals. The following table summarizes these targets.

	Placement goals		
	Professional		Nonprofessional
Center	Minorities	Females	Minorities (note a)
Headquarters	20	20	47
Ames Research Center	8	6	26
Lewis Research Center	3	4	18
Marshall Space Flight Center	6	7	8
Johnson Space Center	18	15	30
Other centers	41	59	79
Total	96	111	208

[a]No goals were established for female nonprofessionals because over one-third of NASA's nonprofessional work farce is female.

These goals were largely established from (1) anticipated hiring figures for fiscal years 1974 and 1975 obtained from the Office of Institutional Management, (2) current work

force statistics, (3) an estimate of recruiting possibilities furnished by the Office *of* Personnel, and (4) an estimate of recruiting possibilities made by field EEO *officers*. However, no breakdown by minority group (black, American Indian, oriental, Spanish speaking) was made *for* these projections.

CONCLUSIONS

The involvement and commitment of management officials *is* essential for the success of an EEO program since they have the leadership responsibility. Program success will depend considerably *on* the acceptance, understanding, determination, and positive direction given by managers and supervisors. For management to be effective in the conduct of these responsibilities, managers and supervisors must *not* only be trained for those responsibilities but should also participate in the formulation of the plans *to* implement the program. Associated with management support and leadership is the need to not only evaluate supervisory performance in the EEO area but also the program itself. This evaluation is needed to assess the effectiveness of management in identifying the factors and problems bearing on EEO and in developing and implementing action programs to meet and overcome obstacles to full equalization of opportunities.

RECOMMENDATIONS

We recommend that the administrator of NASA insure khat all installations:

--Make participation by managers and supervisors in the development of the affirmative action plans mandatory.

--Require ongoing EEO training for managers and supervisors.

--Evaluate supervisors *and* managers on the basis or' their EEO activity.

--Prepare at least annual evaluations of the EEO program.

--Identify the causes for action items in the affirmative action plans not being accomplished.

CHAPTER 3

MINORITY AND FEMALE HIRING

NASA hired 3,149 permanent employees during fiscal years 1971 through 1974. CSC registers, unsolicited applications, and transfers of existing employees were the primary sources for these accessions.

--Included in the 3,149 hires were 534 (17 percent) minorities and 1,574 (50 percent) females. In contrast, NASA's total permanent work force of 24,854 employees at June 30, 1974, included 1,495 (6 percent) minorities and 4,259 (17.1 percent) females.

—The 3,149 accessions filled 1,237 (39.3 percent? professional positions and 1,912 (60.7 percent) nonprofessional positions. At June 30, 1974, the mix of NASA's total permanent work force was 61.3 percent professional and 38.7 percent nonprofessional--the opposite of the above hiring ratio.

--Of the 1,237 professional hires, 124 (10 percent) were minorities and 168 (13.6 percent] were females. In comparison, the June 30, 1974, permanent professional work force of 15,255 included 651 (4.3 percent) minority and 855 (5.6 percent) female employees.

--The 1,912 nonprofessional accessions included 410 (21.4 percent) minorities and 1,406 (73.5 percent) females. By contrast, NASA's June 30, 1974, permanent nonprofessional work force of 9,599 included 844 (8.8 percent) minority and 3,404 (35.5 percent) female employees.

DISTRIBUTION AND AVERAGE GRADE OF ACCESSIONS BY JOB CATEGORY

The following tables show the distribution and average grade level by job category of NASA's total (3,149), minority (534), and female (1,574) accessions for fiscal years 1971 through 1974.

Distribution of NASA's Permanent Accessions
for Fiscal Years 1971-74

Category	FY 1971 Total	FY 1971 Minority	FY 1971 Female	FY 1972 Total	FY 1972 Minority	FY 1972 Female	FY 1973 Total	FY 1973 Minority	FY 1973 Female	FY 1974 Total	FY 1974 Minority	FY 1974 Female
Professionals												
Support engineering	5	0	1 (20.0)	0	0	0	7	1 (14.3)	1 (14.3)	10	1 (10.0)	2 (20.0)
Scientific and engineering	180	8 (4.4)	6 (3.3)	69	1 (1.4)	1 (1.4)	194	10 (5.1)	8 (4.1)	256	14 (5.5)	35 (13.7)
Life science	1	0	0	2	0	0	6	0	0	2	0	1 (50.0)
Subtotal	186	8 (4.3)	7 (3.8)	71	1 (1.4)	1 (1.4)	207	11 (5.3)	9 (4.3)	268	15 (5.6)	39 (14.6)
Professional administrative	89	3 (3.4)	17 (19.1)	23	0 (0.0)	5 (21.7)	171	17 (9.9)	31 (18.1)	210	46 (21.9)	59 (28.1)
Total professional	275	11 (3.9)	24 (8.6)	94	1 (1.1)	6 (6.4)	383	28 (7.4)	40 (10.5)	478	61 (12.8)	98 (20.5)
Nonprofessionals:												
Wage board	36	7 (20.6)	0	6	0	0	72	11 (15.3)	1 (1.4)	189	26 (13.8)	1 (0.5)
Technical support	24	1 (4.2)	0	9	1 (11.1)	0	81	18 (22.2)	5 (6.2)	210	19 (9.0)	9 (4.3)
Clerical and nonprofessional administrative	255	42 (16.5)	233 (91.4)	155	30 (19.4)	151 (97.4)	518	114 (22.0)	488 (94.2)	567	142 (25.0)	18 (3.2)
Total nonprofessional	315	50 (15.9)	233 (74.0)	170	31 (18.2)	151 (88.8)	671	143 (21.3)	494 (73.6)	766	187 (24.4)	528 (68.9)
Total employees	590	61 (10.3)	257 (43.6)	264	32 (12.1)	157 (59.5)	1,054	171 (16.2)	534 (50.6)	1,244	248 (19.9)	626 (50.3)

Notes:

Percent of category shown in parentheses.

Minority female accessions appear in both minority and female columns.

Average GS Grade of NASA's Permanent Accessions
for Fiscal Years 1971-74

Category	FY 1971 Total	FY 1971 Minority	FY 1971 Female	FY 1972 Total	FY 1972 Minority	FY 1972 Female	FY 1973 Total	FY 1973 Minority	FY 1973 Female	FY 1974 Total	FY 1974 Minority	FY 1974 Female
Professionals:												
Support engineering	9.8	-	9.0	-	-	-	11.7	9.0	9.0	12.7	9.0	9.0
Scientific and engineering	12.7	9.6	9.8	12.7	9.0	11.0	12.7	12.5	9.5	12.2	9.5	9.0
Life science	-	-	-	15.0	-	-	14.1	-	-	9.0	-	9.0
Professional administrative	9.0	10.7	9.6	10.4	12.5	10.0	8.5	8.5	8.8	9.3	9.1	8.3
Nonprofessionals:												
Wage board (note a)												
Technical support	6.9	5.0	-	8.3	5.0	-	3.9	5.2	3.0	4.3	4.6	6.0
Clerical and nonprofessional administrative	3.7	4.5	3.8	3.6	3.1	3.6	2.8	4.8	2.8	3.0	2.7	3.a
Total	6.6	5.1	4.1	5.9	3.8	3.6	5.5	5.9	3.1	5.9	4.7	3.9

[a]Data for wage board grades was not available.

Note: Minority female accessions appear in both minority and female columns.

ACTIONS BEING TAKEN TO INCREASE MINORITY AND FEMALE ACCESSIONS

Recruitment

NASA generally has not had an active recruiting program in recent years for persons of any race or color or of either sex.

On February 2, 1974, NASA's Deputy Administrator approved an agencywide recruiting plan designed to increase the hiring of minority and women professionals. In approving the recruiting plan, NASA's Deputy Administrator stated:

> "A review of NASA's recent hiring performance suggests a change is necessary in the method and/or the philosophy of recruiting minorities and females for professional positions in the agency. * * * Although we can acknowledge certain clear limitations imposed by the number of either entry or above entry candidates available and by the impact created by the CSC appointment requirements, it is clear that a different approach must be used to improve our statistical position with regard to equal opportunity as well as demonstrate our commitment to the principles of this program."

The recruitment plan for professionals is being implemented at headquarters by three minority professionals (two males and one female) who were hired in late March or early April 1974. The objectives of the recruitment plan are to (1) mobilize activities to achieve increased hiring of minority and female professionals throughout NASA in 1974 and (2) undertake related activities essential to developing a sustained and improved equal opportunity recruitment program for the future.

NASA's goal is to place at least 80 minorities and 80 women in professional positions and hire 136 minority nonprofessionals during 1974. As of December 31, 1974, NASA had hired 131 minority and 125 women professionals (34 minority females are included in both groups) and 207 minority nonprofessionals (57 males and 150 females). Through upward mobility NASA had also placed 28 minorities and 89 women (15 minority females are included in both groups) in professional positions.

Cooperative Education Program

A Cooperative Education Program has for a long time been a prime source of highly qualified employment candidates for NASA. In congressional testimony, NASA stated that initially the program did not have the intent of bringing women and minorities into the agency, but was designed instead to attract students at colleges into a work-study program to help train engineers, scientists, and administrative people in general for NASA employment activities. NASA also stated that it had only been in the last year or two that the program had been used to help attract minorities and females into the technical fields. Under this program students alternate semesters studying at school and working at a NASA installation.

Headquarters and the four NASA centers have implemented Cooperative Education Programs for professionals, but the degree of success in hiring minority and women graduates for permanent employment has varied considerably. For example, at Johnson a total of nine minority students in the program graduated during July 1, 1970, through February 1974 and three were hired. During fiscal yeas 1972 Marshall extended offers to all six of its minority graduates in the program, but two declined due to higher offers from private industry. No students involved in the program were hired in fiscal year 1973, but daring fiscal year 1974 Marshall planned to hire a total of 20 students, including 7 minorities and 4 woman, At Lewis, only 13 permanent professional positions were filled during 1973 and, of these, 2 were filled with graduates in the program. For 1974 the cooperative program was increased to a total of 40 students and as of March 19, 1974, positions had been committed to 3 women and 2 blacks.

NASA has increased the total enrollment in this program from 719 as of June 30, 1973, to 847 as of June 30, 1974. Enrollment is expected to reach 950 by the end of fiscal year 1975. For fiscal year 1974 NASA established program goals of 24.3 percent for minorities and 16.9 percent for females. However, at the end of fiscal year 1974 the percentage of minorities and women in the program was 22 percent and 16.1 percent, respectively. This compares with the percentage of minorities and women enrolled in the program of 12.2 and 9.4 percent, respectively, in June 1972. An April

1974 NASA report showed that the number of predominately minority schools participating in the program had increased from 16 in 1971 to 44 in 1973.

National Aerospace Fellowship Program

The objective of the National Aerospace Fellowship Program, begun in March 1974, is to encourage members of minority groups and women to undertake professional careers in scientific and engineering fields, so that the supply of highly trained persons in space-related science and technology will be more representative of the U.S. population and thereby provide NASA with future needed employees for its specialized programs. NASA training grants have been awarded to seven predominately minority and/or women's colleges which are responsible for selecting the students who will participate.

There currently are 20 persons--9 minority males and 11 females (9 of whom are minorities)--enrolled in this program.

PROBLEMS IN HIRING MINORITY AND FEMALE EMPLOYEES

Availability of minorities and females in the scientific and engineering fields

At June 30, 1974, there were 11,770 employees in NASA's 3 scientific and engineering job categories. These employees represented 47.3 percent of NASA's permanent work force. Included in the scientific and engineering category were 463 (3.9 percent) minority employees and 310 (2.6 percent) female employees.

The 463 scientific and engineering minority employees represented 31 percent of the NASA minority work force. The 310 females represented 7.3 percent of the total female work force at NASA.

NASA stated that few minority and female candidates were available in the scientific and engineering areas. According to NASA, the experienced civilian (including both Government and non-Government) scientific and engineering work force in

1972 was composed of only 3.5 percent minorities and 3.4 percent women.

Statistics based on 1970 census data, published by the Institute of Electrical and Electronics Engineers, showed that there were about 1.2 million persons in the engineering work force. About 37,000, or 3.1 percent of the work force, were minorities (about 14,800 or 1.2 percent of the engineering work force were black and about 22,200 were Spanish surnamed, oriental, or Indian). Women in the engineering work force totaled about 19,600 or 1.6 percent.

The statistics published by the Engineering Manpower Commission, which furnishes engineering data to the Bureau of Labor Statistics, Department of Labor, showed that 43,429 bachelor degrees in engineering were awarded in 1972-73. Of these degrees, 524 or 1.2 percent were awarded to women and 1,899 or 4.4 percent were awarded to minorities. Of the 1,699 degrees awarded to minorities, 574 were awarded to blacks, 721 to Spanish surnamed, 568 to Asiatics, and 36 to American Indians. During the same period women received 202 masters degrees and 39 doctorate degrees in engineering, and minorities received 403 masters degrees and 78 doctorate degrees in engineering. A total of 16,718 masters and 3,587 doctorate degrees in engineering were awarded during 1972-73.

NASA lagging in hiring nonscientific and nonengineering minorities and females

Compared with other Federal agencies, NASA has lagged in placing minorities and women in nonscience and nonengineering occupations, At our request, CSC compared the minority and female representation, as of February 28, 1974, of seven NASA locations with other Federal agencies in the same geographic area. The study covered IC nonscience and nonengineering occupations with a mix of professional and nonprofessional positions. The study showed that NASA had the lowest percentage of minority representation in all 14 occupations and the lowest percentage of female representation in 7 occupations. The following chart gives a more detailed view of the study,

Comparison of NASA's Female and Minority Representation to other Federal Agencies
(as of [illegible])

Occupation	Agency	Number of agency locations	Total employees	Total female employees	Percent of female representation	Total minority employees	Percent of minority representation
Personnel management	NASA	7	115	27	23.5	7	6.1
	Others	14	319	86	27.0	42	13.2
Personnel, clerical and assistance	NASA	7	145	142	97.9	12	8.3
	Others	13	233	222	95.3	102	43.8
Clerk-steno and reporter	NASA	7	200	200	100.0	22	11.0
	Others	15	803	799	99.5	230	28.6
Secretary	NASA	7	1.157	1,150	99.4	100	8.6
	Others	14	3,464	3.423	98.8	1,410	40.7
Clerk-typist	NASA	7	650	639	98.3	155	23.8
	Others	15	3.933	1,827	94.3	1,034	53.4
Management analysis	NASA	7	66	11	16.7	2	3.0
	Others	14	478	111	23.2	52	10.9
Accounting auditors	NASA	7	229	18	7.9	13	5.7
	Others	13	863	117	13.6	143	16.6
Accounting technician	NASA	7	59	51	86.4	6	10.2
	Others	12	420	274	66.4	174	41.4
Voucher examiner	NASA	6	46	44	95.7	3	6.5
	Others	10	132	104	72.6	74	56.1
Budget analysis	NASA	6	44	14	31.8	2	4.5
	Others	11	323	110	34.4	33	10.3
Photography	NASA	6	101	1	1.0	8	79
	Others	9	67	19	28.4	15	22.4
Procurement, contract administration	NASA	7	616	83	13.5	17	2.8
	Others	10	471	162	34.4	74	15.7
Procurement, clerical and assistance	NASA	7	133	12.3	90.2	11	83
	Others	8	40	35	87.5	14	35.0
Supply, clerical and technician	NASA	7	138	36	21.7	14	10.1
	Others	13	212	105	49.5	117	55.2

CSC officials stated that perhaps one reason for NASA's lagging behind other agencies was that NASA had not made a large enough effort to recruit minorities and females.

Eighty-one percent of all minorities hired for clerical positions at Johnson during 1973 were recruited through a Worker-Trainee Opportunity Program and its predecessor program--the Public Service Careers Program. Johnson had made special efforts to increase the number of minority clerical hires. For example, during 1973 Johnson implemented Project MORE--Minority Outreach Recruiting Effort--to acquaint the faculty and students of predominately minority high schools and colleges with the advantages of working for Johnson. This program seeks to increase the number of minority clerical employees through career counseling, skills refinement, and test counseling.

Headquarters has actively recruited for nonprofessional clerical positions since about 1964 at minority and nonminority high schools and some junior colleges in the D.C. metropolitan area. The nonprofessional clerical recruits are placed in the headquarters reserve complement, in the Office of Personnel, in grades GS-2 or GS-3 for temporary assignments in various offices until they are permanently placed.

NASA planned to analyze the potential supply of minority skills from educational institutions before the fall recruiting drive. In the geographic area near Marshall, an Army command was scheduled to complete similar analyses by September 1974. The purpose of the Army sponsored study was to identify the potential supply of persons from educational institutions with selected skills to develop information needed for mission requirements and EEO goals. Because this information appeared vital to establishing EEO goals and to preventing duplication of effort, we suggested to Marshall officials, and they agreed, to contact the Army command to share the information obtained.

CSC is conducting a nationwide study on the availability of persons with professional skills. However, CSC had no plans for determining the availability of persons with nonprofessional skills and had not considered obtaining information on a regional basis,

Reductions in force

NASA has reduced its work force from 31,223 as of June 30, 1970, to 24,854 as of June 30, 1974—a reduction of about 20.4 percent. These reductions have affected NASA's ability to hire new employees.

NASA's Administrator, in a report dated December 19, 1973, stated that reductions in force, reductions in the average grade, reduction of personnel dollars, and overall budget reductions have created constraints and an environment which has diminished the ability to hire and retain employees.

In testimony before the Senate Committee on Aeronautical and Space sciences, the Assistant Administrator for NASA's EEO programs said that, during the time of reduction, hiring had been less than it would have been during a period of growth, or even in a steady-state organization, and it was difficult to make dramatic improvements in the percentages of any group of employees if the total number of new hires was small. He also stated that, of the hiring that NASA had been able to do, minority hiring rater were 10.3 percent in 1971, 13.2 percent in 1972, and 16.3 percent in 1973 and that hiring rates for women were 43.6 percent In 1971, 59.5 percent in 1972, and 50.8 percent in 1973.

CSC and the examining process

As of December 1974 NASA only had direct hire authority for certain clerical positions at headquarters and two centers. In the past various NASA centers have had direct hire authority for entry-level engineering positions. All other GS and wage board positions are filled by indirect hiring from CSC registers, transfers, and persons with reemployment rights.

We did not review the CSC examining process to ascertain whether the process was fair to minorities and females. This will be the subject of a separate review. NASA officials stated that minorities were not scoring high enough for their names to appear on the CSC register from which NASA selects applicants. For example, Marshall's E20 director stated that there was a shortage of minority clerk-typist and stenographer applicants on the register due to the difficulty of

the vocabulary parts of the examinations. A plan has been discussed within NASA, for presentation to CSC, which would allow an applicant for a lower grade position to be eligible for hire providing the applicant (1) was a high school graduate, (2) furnished CSC a school certificate of typing or shorthand proficiency with a statement that the certificate resulted from tests during the past year, and (3) agreed to an employment contract setting forth a 1-year probationary period during which the applicant's skills would be evaluated.

SELECTION PROCESS

We attempted to review the selection process at headquarters and the four centers to determine whether they provided for equal opportunity consideration of all qualified applicants. However, CSC does not require agencies to maintain documentation on how selection is made from all candidates considered for a position. Therefore we could not determine whether applicants with similar qualifications were given equal consideration.

Consistent with CSC regulations, NASA uses the merit promotion plan in selecting persons to fill vacancies. Rating panels are used to evaluate applicants for all supervisory positions. Either the rating panel or a personnel staffing specialist prepares a certificate for the selecting official who is responsible for final selection. Because the certificate does not identify whether an applicant is a minority or a woman, we could not determine whether equal consideration was provided.

CONCLUSIONS

Absence of minorities and females on the CSC registers from which NASA selects most of its new hires is a problem that must be resolved. We believe NASA and CSC need to jointly pinpoint the causes of this problem and take corrective action.

Apparently there is a severe shortage of minorities and females in the professional scientific and engineering fields that compose almost one-half of NASA's work force. Also, if the reductions in force and hiring ceilings NASA has experienced in recent years continue, NASA's capacity to improve its EEO posture through hiring will be further limited.

Accordingly, NASA has recognized that special efforts will be required to obtain minorities and females and therefore has approved a NASA-wide recruiting plan designed to increase its hiring of minority and female professionals.

Reliable and authoritative data on the number of minorities and females graduating or otherwise available in the various professional and nonprofessional fields was limited. We believe that CSC needs to provide such data on a national and regional basis (1) because analyses of such data would aid agencies such as NASA in setting realistic hiring goals and developing effective recruiting plans and (2) so agencies don't waste resources duplicating such data. Analysis of data of this type could also be useful in helping formulate Government-wide policy for attracting minorities and females into occupations where there are shortages of them.

We could not conclusively determine if equal opportunity was being provided to minorities and women by NASA in the final selection of job applicants because records showing the basis for selections are not required by CSC and were not maintained by NASA. There appears to be a need for a system to track applicants, by race and sex, from the CSC register through the selection or rejection process.

RECOMMENDATIONS

We recommend that the Administrator of NASA and the Chairman of CSC identify the causes of the apparent low percentage of names of minorities and females which are referred to NASA from the CSC registers so action can be initiated to correct this problem.

We further recommend that the Chairman of CSC

--analyze the potential supply of minorities and females with selected skills and make such analysis available to all agencies to insure that meaningful and realistic EEO goals can be established and to identify occupational categories with shortages of minorities and females and

--devise a system whereby CSC and other Federal agencies can track applicants, by race and sex, on CSC registers through the selection or rejection process--such a system should protect the anonymity of the individual.

CHAPTER 4

CAREER DEVELOPMENT FOR PRESENT EMPLOYEES

The EEO Act of 1972 and Executive Order 11478 provide that present employees be given the opportunity to use their skills to the fullest extent possible and also be given the opportunity to enhance their skills so they may perform at their highest potential and advance according to their abilities. We reviewed headquarters and center programs for employee career development and advancement and found that employees generally were afforded opportunities to participate in training courses and advance in their careers. Normally it is NASA policy not to reject an employee's request for training.

NASA installations generally were not specific in their 1973 and 1974 affirmative action plans concerning the number of minorities and females that would be provided training. The plans generally stated that evaluations would be made of promotion actions and instances where promotions had not been made to determine if trends existed. Because of the vagueness in the plans on these matters, we could not determine whether the installations accomplished their goals.

TRAINING

NASA headquarters and center programs make training courses available to employees. NASA installations are separate entities and have designed training programs to meet their own needs. (Since the type of training data available at each installation differed, we did not compare data from one installation to data from another installation.) We found that:

— At NASA headquarters in 1973, $149,194 was spent for training. Of this amount, $24,819, or 17 percent, was spent for minority employees and $54,397, or 36 percent, was spent for female employees. These percentages are about the same as the proportion of these groups in the headquarters work force.

--At Ames during 1973, minorities composed 10.4 percent of the Ames work force and participated in 8.8 percent of the training courses. Females composed 17.4 percent of the work force and participated in 21.8 percent of the training courses.

--At Johnson during fiscal year 1973, the percentage of minorities and females participating in training compared to the percentage of minority and female representation in the work force is shown in the following table.

	Percent of training received		Percent of employees in category	
	Minority	Female	Minority	Female
Technical support	11.3	1.9	7.8	2.8
Clerical	30.7	97.9	11.5	89.3
Professional administrative and scientific and engineering	9.0	5.5	3.9	3.6

No females received full-time graduate or undergraduate study during fiscal years 1971-73, although 47 white males and 4 minority males did. Participation in this training has decreased from 38 employees in fiscal year 1971, to 8 in 1972, and to only 1 in 1973, In the first 6 months of fiscal year 1974, enrollment increased to four.

— AtLewis in 1973, 1,571 employees participated in 344 training courses resulting in 2,578 course participations. Minorities representing 3.9 percent of the Lewis work force received 4.7 percent of the training. Females representing 10.5 percent of the Lewis work force received only 6.9 percent of the training. Minorities completed an average of 1.9 courses and females an average of 13 courses. The average for all employees was 16 courses.

--At Marshall, the training program is divided into four categories: internal, interagency, long-term non-Government, and short-term non-Government. For fiscal year 1973, minorities, composing 1.9 percent of the work force, accounted for 5 percent of the training course enrollments. The percentage of minority participations was greater than the minority representation in the work force in only the interagency and short-term non-Government categories. Females represented 15.7 percent of the work force and participated in 20 percent of the training. The percentage of female participations was greater than the female representation in the Marshall work force in only the short-term non-Government category. Internal, interagency, and long-term non-Government training was primarily for supervisors and professionals and Marshall did not have many minorities and females in these positions.

The schedules in appendix IV show the results of our analysis of training.

PROMOTIONS

Career promotions

Career promotions are based on an employes's growth within a career ladder or succession of grades from a trainee level to a full-performance level in a given line of work. Promotions are not subject to competitive procedures. According to FPM guidelines, career ladder promotions may be awarded if the following conditions exist:

--Competition was held at the entry stage and potential candidates were advised that initial selection could lead to promotion.

--All employees within the career ladder group are given grade-building experience.

--All employees within the career ladder group are promoted as they demonstrate ability to perform at the next higher level.

--There is enough work at the full-performance level for all employees in the career ladder group.

With the exception of Marshall, each installation has committees that meet periodically to evaluate recommendations for career promotions, Some committees have the authority to act on promotions while others do not, At some centers the personnel office approves all promotions.

The career ladder promotion system was designed by CSC to eliminate competition above the entry level among employees, However, all of the installations visited were operating under an average-grade-ceiling control imposed by NASA headquarters as directed by the Office of Management and Budget. A grade-ceiling control forces installations to rank employees and prorate only the *best.* The effect is that employees qualified to perform at the next higher level are not being promoted.

Merit promotions

The NASA-wide merit promotion plan outlines procedures for filling vacant positions, including trade and labor positions, competitively at *and* below the GS-15 level. The plan does not guarantee pro-notions but is intended to insure that all qualified employees receive fair and equitable consideration for promotion opportunities. Since the NASA plan incorporates FPM guidelines, it specifies conditions under which competitive procedures must or must not be used.

The plan provides that, if *at* least *three* highly qualified candidates can be identified within a major organizational unit, consideration need not be extended beyond this unit. However, *if* three such candidates cannot be identified, the area of consideration must be extended to include the entire installation. If three candidates still cannot be identified the area of consideration must be extended *to* all NASA installations. The area of consideration, however, can be limited to an installation under certain conditions, but the plan encourages the use of a NASA-wide area of consideration in filling GS-14 and GS-15 positions.

Usually, employees must request that they be considered to fill vacant positions. However, supervisors may submit names of employees believed to be well qualified for positions.

Each candidate is evaluated by a rating panel up a personnel staffing specialist and classified as either highly qualified, qualified, or ineligible. A list of the best qualified candidates is furnished to the official who makes the final decision.

An employee not selected can request the personnel office to furnish the name or the candidate selected and information on

--whether the employee was found to be qualified;

--whether the employee's name was included on the list furnished the selecting official; and

--what areas, if any, the employee should improve to increase the chances for future selection.

Results of promotion data analyses

We examined the promotion data for all of NASA's seven job categories for fiscal years 1971 through 1974. Our analyses follow.

Distribution of WSA's Permanent Promotions
for Fiscal Years 1971-74

	FY 1971			FY 1972			FY 1973			FY 1974		
	Total	Minority	Female	Total	Minority	Female	Total	Minority	Female	Total	Minority	Female
Category												
Professional:												
Support engineering	11	0	3 (27.3)	3	0	0	11	0	0	9	1 (11.1)	2 (22.2)
Scientific and engineering	1,064	61 (5.6)	46 (4.2)	152	7 (4.6)	4 (2.6)	597	30 (5.0)	19 13.2)	813	43 (5.3)	39 (4.8)
Life science	4	0	0	2	1 (50.0)	0	1	0	1 (100.0)	2	0	1 150.0)
Professional administrative	484	20 (4.1)	130 (26.9)	106	6 (5.6)	22 (21.2)	258	21 (8.1)	49 (19.0)	484	47 (9.7)	154 (31.8)
Total professional	1,563	81 (5.1)	179 (11.3)	263	14 (5.4)	26 (10.0)	867	51 (5.9)	69 (8.0)	1,308	91 (7.0)	196 (15.0)
Nonprofessional:												
Wage board	473	58 (12.3)	2 (0.4)	182	25 (13.9)	1 (0.6)	297	35 (11.8)	1 13.31	213	34 (16.0)	3 (1.4)
Technical support	671	48 (7.2)	9 (1.3)	107	11 (10.3)	0	228	21 (9.2)	6 (2.6)	539	55 (10.2)	21 (3.9)
Clerical and non-professional administrative	911	106 (11.6)	836 (91.8)	174	48 (27.6*	164 (94.3)	412	89 (21.6)	378 (91.7)	892	161 (18.9)	798 (93.7)
Total non-professional	2,055	212 (10.3)	847 (41.2)	463	84 (18.2)	165 (35.8)	937	145 (15.5)	385 (41.1)	1,604	250 (15.6)	822 (51.2)
Total employees	3,632	293 (8.1)	1,026 (28.2)	722	98 (13.6)	191 (26.5)	1,804	196 (10.9)	454 (25.2)	2,912	341 (11.7)	1,018 (35.0)

Note:
Percent of category shown in parenthesis.

*Minority female promotions appear in both minority and female columns.

Further analysis for each center is contained in appendix V.

Time-in-grade analyses

We also made a limited analysis of employee time in grade. Our sample cases were selective and the number of cases examined was small. Accordingly, the results may not necessarily be conclusive or indicative of the overall situation.

At headquarters for fiscal year 1971 through the first three quarters of 1974, we examined three job series where either minority females and white females or white females and white males were promoted to comparable grade levels. (These situations were not present in each year.) We found that for promotions

--to a GS-7 secretarial position the average time in grade of minority females exceeded the average for white females in 2 of the 3 years examined;

--to the next higher grade program analyst the average time in grade of white females exceeded that of white males for the 3 years examined; and

--to the next higher grade contract and procurement specialist, the average time in grade of white males exceeded the average of white females for the 2 years examined.

At Ames we examined a survey performed by Asian male employees which showed that they were approximately one grade lower than white males although the Asians had more work experience. The survey also showed that Asian males were spending more time in grade than white males. The Ames Director stated that the survey results indicated discrimination against Asian males and that he intended to take necessary action (mainly promotions) to rectify the situation.

At Johnson we examined, by grade level, the average time in grade for each major job category as of June 30, 1973. For 15 grade levels in 5 major job categories, minorities and/or females spent longer periods of time in grade than

the average for all employees. Twelve of these levels were in career ladder fields and did not require competition among employees.

At Lewis the average time in grade for 39 (3 minority males, 2 minority females, 16 nonminority males, and 18 nonminority females) of 189 employees who received career promotions in 1973 was 51.2 months. The 39 promotions selected for review included 16 clerical, 5 wage board, 4 technical support, 3 professional administrative, and 11 professional scientific and engineering positions. For females the time in grade was slightly higher but for minorities it was more than 10 months lower.

At Marshall we analyzed time in grade by grade level and category for fiscal years 1971, 1972, and 1973. During the period all employees were situated in 834 positions (various grade levels and categories). In comparison with the total work force, the average time in grade for minorities was less in 26 (14 nonprofessional) of 52 positions and equal in 4 (2 nonprofessional and 2 professional). There were no minorities in the remaining 82 positions. In comparison with the total work force, the average time in grade for females was less in 41 (20 nonprofessional and 21 professional) of 77 positions and equal for 9 (4 nonprofessional and 5 professional) positions. There were no females in the remaining 57 positions.

USE OF PRESENT SKILLS

With the exception of NASA headquarters, installations had conducted skill-utilization surveys to identify underutilized employees. The scope of these surveys varied at each location. Lewis conducted a comprehensive survey and was updating it with information obtained by supervisors during annual performance rating sessions held with employees. The scope of the surveys at other locations usually was limited. For example, Ames conducted surveys when needed to identify an employee to fill a specific position. We were advised that at Johnson comprehensive surveys were not made because (1) the data obtained quickly became obsolete and (2) the center was in a retention-of-force situation to reduce the work force and the average grade level.

Four of the five NASA installations were restructuring jobs so that lower level employees could compete for positions that afforded them promotion potential. The number of jobs restructured at each location was small.

Each installation has identified, or was in the process of identifying, employees who have college degrees and are occupying low-graded positions. These employees, where possible, will be given opportunities to accept positions having greater responsibility and promotion potential. At two of the four installations where this action had been completed some results in advancement had been attained.

NASA'S UPWARD MOBILITY PROGRAM

The term "upward mobility" was first used by CSC in 1970. The term was new but the concept was not. CSC defines upward mobility programs as

> "* * * systematic management efforts that focus Federal personnel policy and techniques--classification, counseling, selection, training, and development and evaluation--with the goal of developing and implementing specific career ladders for lower level employees possessing the potential to do higher level work in their agency,"

The training provided in upward mobility programs differs from the training discussed previously in this chapter in that it provides lower level employees developmental opportunities that go beyond normal staff improvement programs.

The EEO Act required each agency to establish an upward mobility program in its affirmative action plans. In 1973, without guidance from CSC, NASA headquarters developed an upward mobility program composed of five components. NASA's program contains the following components.

Continuing Education Program (CEP) I

CEP I is a continuation of employee development programs which allow employees to attend courses, at NASA's expense, after working hours. There are no limits to the number of courses employees can take. The courses do not have to be job related, Under *this* program applicants must have permanent appointments in nonprofessional positions at the GS-9 level or below or hold equivalent positions and have 1 year of service with NASA.

CEP If

CEP II is a goal oriented prcgram which allows employees to attend school, at NASA's expense, up to *8* hours a week during normal duty hours and after hours. Employees applying for this program must have a designated goal and a plan to reach this goal. To be eligible employees must have 1 year of service with NASA; hold permanent, nonprofessional positions at the GS-3 through GS-9 level or equivalent positions; and have accumulated 12 semester hours of college credit.

Growth Opportunity

Growth Opportunity allows employees with demonstrated potential. to be competitively selected and trained in careers unrelated to their past occupations, To be selected candidates must m e t appropriate CSC grade-level qualifications for the position or have an adequate background to indicate potential *to* perform in the target position, Candidates must De rated by two people who know them and their experience and performance. The target positions are paraprofessional, To be eligible candidates must be nonprofessionals in grade Levels *GS-2* through *GS-3* or hold equivalent positions and have been NASA employees for at least 1 year.

Specialty Training for Entry Professionals (STEP)

STEP enables nonprofessional employees in grade levels *GS-5* through GS-10 and equivalent Wage Grade (WG) levels to move through the competitive selection process to professional, administrative, or technical positions having promotion potential to GS-12. Employees entering at grade

GS-5 through GS-8 are eligible for promotions after a year of successful training. Candidates entering at GS-9 and GS-10 levels are eligible after 18 months of successful training. To be eligible for STEP candidates must have at least 1 year of experience with NASA, be in a nonprofessional position, and have a career or career-conditional appointment.

Crossover

Crossover is open to employees in professional positions at the GS-5 through GS-15 levels who have demonstrated potential. Candidates are selected competitively and trained in career fields unrelated to their past occupations. Participants in Crossover are eligible for promotion or reassignment at the end of their training. They also have the potential for further promotions. To be eligible candidates must have at least 1 year of service with NASA and hold career or career-conditional appointments.

Upward mobility programs at NASA installations

Each NASA installation included upward mobility as an action item in its affirmative action plans for 1973 and 1974. The installations, however, approached upward mobility differently.

NASA headquarters

One hundred fourteen persons applied for STEP in September 1973 and eight were selected. The selected employees included one minority female, two minority males, one white male, and four white females. Seven of the participants were in dead-end jobs. Plans for 1974 were to add an additional eight participants in September.

NASA headquarters has employees participating in the other components. At the end of June 1974 (1) 32 employees--19 white females and 13 minority females--were participating in CEP I, (2) 9 employees--5 white females and 4 minority females--were participating in Growth Opportunity, and (3) 2 white females were participating in Crossover. In August 1973 nine employees--one minority male, six minority females, and two white females--started participating in CEP If.

Ames Research Center

Ames planned to implement STEP and Growth Opportunity in 1974. In addition, Ames plans to continue its own upward mobility program called Project Breakthrough. This project was announced in September 1970 and was an outgrowth of another program started in the late 1960s for employees at the WG-1 level. Project Breakthrough provides employees two types of opportunities--training for a specific job or general training for job advancement. Being selected for general training does not guarantee employees positions--they must compete for vacancies when they occur. Being selected for training does not guarantee promotions.

The project is open to all. Ames employees in grade levels below GS-9 and WG-10. Each directorate and/or division competitively selects candidates for training and the target positions. Due to complement limits selected candidates are from within each organizational segment. Employees are selected using NASA's merit promotion plan and are rated on their experience, training, performance, and growth potential.

Participants in the project are trained for the following types of target positions:

--WG positions: modelmakers, machinists, instrument makers, electricians, plumbers, and equipment mechanics.

--GS positions: branch secretaries, accountants, procurement and personnel clerks, technicians, engineers, physical scientists, etc.

As shown in the following table, in 1973 six employees (one white female, two black males, and three white males) reached their target positions and advanced.

Previous		Target	
Grade level	Job title	Grade level	Job title
WG-1	Janitor	WG-8	Automctive mechanic
GS-4	Library technician	GS-7	Librarian
WG-4	Stores attendant	GS-7	Supply technician
WG-1	Laborer	WG-8	Automotive mechanic
WG-1	Laborer	WG-8	Pipefitter
WG-1	Laborer	WG-8	Pipefitter

As of May 1974 Ames had 27 employees--6 white males, 7 Spanish-surnamed males, 10 white females, 3 black females, and 1 Spanish-surnamed female--participating in the project. All project positions were filled,

Johnson Space Center

Before October 1973 Johnson did not have an upward mobility program. Officials attributed this to budget constraints and requirements to lower average grade levels, The Growth Opportunity component was implemented in October 1973 and was selected because it provided the mechanism to satisfy a current manpower need.

Additional employees were needed in personnel, center operations, and procurement areas. The personnel office decided to select and train nonprofessionals to fill these needs rather than hire additional professionals, Positions were created for eight procurement assistants, cne incentive awards assistant, one office support technician, and one personnel assistant. These positions were designed for employees at the GS-5 and GS-6 grade levels and provide potential to the GS-7 grade level. One minority female, seven white females, and three white males were selected.

Johnson planned to open 12 additional upward mobility positions in July 1974. Its goal is to fill these positions with seven females and five minority employees. The personnel officer, however, believes the goal for minority employees may not be realistic on the basis of past achievements. Of 108 applicants for the 1973 openings, only 8 minorities applied.

Lewis Research Center

Lewis planned to implement STEP in 1974. Candidates for STEP will enter at the GS-5 through GS-8 levels with promotion potential to GS-11 or GS-12. Examples of positions to be included are: contract specialist, supply systems analyst, management analyst, personnel management analyst, and security specialist. Lewis anticipated that three to five positions would be available during the last half of 1974.

Lewis considers employees taking college courses at the center and at local universities as CEP I participants. The remaining three components--CEP II, Crossover, and Growth Opportunity--were scheduled to be announced in 1974.

Lewis did not have a formal upward mobility program before 1974 but considered programs such as skill-utilization reviews as serving the same purpose--identifying employees with interest and potential for higher level assignments. During 1973, of the 53 merit promotion actions occurring, 25 were related to upward mobility.

Marshall Space Flight Center

Marshall planned to implement STEP by June 1, 1974; however, it did not meet this goal and was planning to implement STEP in the first quarter of fiscal year 1975. If STEP is successful Marshall will implement Growth Opportunity in 1975. Plans are to identify between 5 and 10 STEP positions.

Marshall accomplished its 1973 upward mobility *action* items through two existing career development programs--Preprofessional Career Training Program and Vocational Cooperative Training Program. *The* preprofessional program provides

employees training for career ladder positions, and the vocational program trains temporary employees to fill technician positions.

As of April 30, 1974, Marshall had 71 people enrolled in these programs. The following table categorizes the enrollees.

Description	Preprofessional Career Training Program	Vocational Cooperative Training Program	Total
White males	31	17	48
White females	8	0	8
Black males	0	11	11
Black females	4	0	4
Total	43	28	71

SEPARATIONS

During fiscal years 1971 through 1974, NASA had a total of 9,861 separations from its work force. Reductions in force were a major reason for many of these separations. Normal attrition was a lesser contributing factor.

Of the 9,861 separations, 603 (6.1 percent) were minority employees and 2,754 (27.9 percent) were female employees. Separations by job category, in total, and by fiscal year for fiscal years 1971 through 1974 are shown in the following table.

Distribution of NASA's Separations
for Fiscal Years 1971 through 1974 (notes a and b)

Category	FY 1971			FY 1972			FY 1973			FY 1974			Total--FY 1971-74		
								Minority	Female		Minority	Female		Minority	Female
Professional:															
Support engineering	41	1 (2.4)	5 (12.2)	34	2 (5.9)	4 (11.8)	25	1 (4.0)	3 (12.0)	16	0	0	116	4 (3.4)	12 (10.3)
Scientific and engineering	821	28 (3.4)	34 (4.1)	608	26 (4.3)	35 (5.8)	716	25 (3.5)	29 (4.1)	564	14 (2.5)	17 (3.0)	2709	93 (3.4)	115 (4.2)
Life science	4	0	0	9	0	2 (22.2)	8	0	0	5	0	3 (60.0)	28	0 (0)	5 (17.9)
Professional administrative	479	8 (1.7)	73 (15.2)	357	9 (2.5)	65 (18.2)	361	10 (2.8)	60 (16.6)	290	13 (4.6)	87 (19.0)	1657	48 (2.9)	285 (17.2)
Total professional	1347	37 (2.7)	112 (8.3)	1008	37 (3.7)	106 (10.5)	1110	36 (3.2)	92 (8.3)	1045	35 (3.3)	107 (10.2)	4510	145 (3.2)	417 (9.3)
Nonprofessional:															
Wage board	176	27 (15.3)	5 (2.8)	215	36 (16.7)	9 (4.2)	295	24 (8.1)	7 (2.4)	182	14 (7.7)	1 (0.5)	868	101 (11.6)	22 (2.5)
Technical support	470	10 (2.1)	26 (5.5)	545	16 (2.9)	42 (7.7)	504	19 (3.8)	20 (4.0)	480	11 (2.3)	12 (2.5)	1999	56 (2.8)	100 (5.0)
Clerical and nonprofessional administrative	662	74 (11.2)	607 (91.7)	576	62 (10.8)	506 (87.8)	604	75 (12.4)	549 (90.9)	642	90 (14.0)	553 (86.1)	2484	301 (12.1)	2215 (89.2)
Total nonprofessional	1,308	111 (8.5)	638 (48.8)	1,336	114 (8.5)	557 (41.7)	1,403	118 (8.4)	576 (41.1)	1,304	115 (8.8)	566 (43.4)	5351	458 (8.6)	2337 (43.7)
TOTAL	2,655	148 (5.6)	750 (28.2)	2,344	151 (6.4)	663 (28.3)	2,513	154 (6.1)	668 (26.6)	2,349	150 (6.4)	673 (28.7)	9861	603 (6.1)	2754 (27.9)

[a]Percentage of category shown in parenthesis.
[b]Minority female separations appear in both minority and female columns.

CONCLUSIONS

NASA installations generally were not specific in their affirmative action plans concerning the number of minorities and females that would be provided training.

The limited promotion data available at each NASA installation prevented us from performing in-depth analyses of promotions received by minorities and females in regard to factors considered and final selection.

We could not conclude whether NASA's upward mobility program has been successful or not because the program at most installations has been only partially operative for a short time. An evaluation of the program would include a determination of the number of participants who successfully completed the training and were promoted or reassigned to new career fields. At the time of our fieldwork this data was not available.

RECOMMENDATIONS

We recommend that the Administrator of NASA:

--Require that agency and installation affirmative action plans specify (1) the types of training to be provided, (2) the types of opportunities available to employees, and (3) the estimated number of minorities and females to attend training.

--Maintain sufficient information on promotions so that determination; can be made as to who was considered, what factors were considered, and how the final selection was made.

--Insure that NASA's upward mobility program will provide for a systematic identification of (1) individuals or groups with development potential, (2) occupations which offer development opportunity, and (3) positions that do not offer opportunities for employees to perform and advance to their highest potential.

CHAPTER 5

DISCRIMINATION COMPLAINTS

Any employee or applicant who believes an agency has discriminated against him has the right to file a complaint. Agencies are to provide for prompt, fair, and impartial consideration and disposition of complaints. Complaint filing, processing, and reporting procedures are specified in chapter 713 of the FPM published by CSC and supplemental FPM letters and bulletins.

CONFORMITY WITH CSC GUIDANCE

Except for not meeting the time limit on processing formal complaints, NASA is processing discrimination complaints in accordance with CSC guidelines. CSC guidelines specify that complainants must contact an EEO counselor within 30 days of an alleged discriminatory action. The counselor should attempt to informally resolve the complaint within 21 days. If the complainant is not satisfied with the results of counseling, he has 15 days in which to file a formal complaint. An agency is allowed 180 days in which to resolve a complaint. During those 180 days the case is to be examined by an independent party; an informal resolution attempted; and, if necessary, a hearing held by a CSC appointed complaints examiner.

The 180-day limit was established by CSC effective December 1, 1972. During 1973, 28 employees filed 35 formal complaints against NASA. The 180-day limit was not met for 21 complaints. The time lapse through June 1974 for each processing phase for these complaints is presented in the following table.

Time Lapse (Days) in Each Processing Ph

Complaint	Assigned to investigator	Investigation	Informal resolution attempt	Request time for CSC hearing	Awaiting hearing	Hearing	Agency final decision	Total days
A	48	70	36	19	42	1	58	274
B	[a]123	24	136	13	28	2	159	485
C	28	108	165	2	106	1	-	410
D	12	150	22	8	103	1	121	417
E	29	69	64	30	41	6	99	338
F	16	81	65	-	-	-	-	[b]383
G	13	64	51	[c]65	181	2	-	376
H	43	42	48	21	27	2	110	293
I	44	42	20	15	81	2	-	204
J	34	152	-	-	-	-	-	[d]348
K	49	76	67	-	-	-	-	[e]192

[a]This incl Ues a 90 Day delay requested by complain ot.

[b]After informal resolution attempt, 113 days elapsed before agency attorney requested o suspension. Another 108 days elapsed from date of suspension until 6-30-74.

[c]This includes time for two r quests for hearings, with both parties agreeing on delay after first request.

[d]After the investigation, 105 days elapsed before the request for o sw pension. Another 57 days elapsed from date of suspension to date of hearing.

[e]Complaint withdrawn after 192 days.

NASA has no control over the length of time a complaint is awaiting hearing or is in the hearing phase. NASA officials have recognized that some delays have occurred during informal resolution. NASA plans to establish time limits on this phase to expedite complaint processing.

REPORTING DISCRIMINATION COMPLAINTS

On January 30, 1973, Federal agencies were directed by CSC to submit separate monthly reports on precomplaint counseling and discrimination complaint processing. Both reports were *to* include data on the kind of matter giving rise to the complaint and the basis of the alleged discrimination. The precomplaint counseling report also was *to* include information *on* the kind of corrective action taken, and the discrimination complaint processing report was to include information on the status of each complaint and the number of complaints closed during the month. To insure that CSC has canplete and current information on precomplaint counseling and complaint processing, *agencies* were required to submit both monthly reports by the 15th day of each month.

During 1973 NASA submitted only two monthly reports to CSC on time. The late submission of reports by NASA may be due *to* delayed reporting *by* installations. Two installations included in our review consistently submitted their reprts after the due dates.

Reports on precomplaint counseling may not accurately reflect the volume of activity. The reports do not indicate *which* precomplaints extend over consecutive months. In addition, precomplainants could be double counted if they contact more than one counselor.

ACCESSIBILITY

NASA installations have tried to inform Employees about the availability and use of the discrimination complaint system, and about 210 individuals, including 132 at the installations visited, contacted counselors in 1973. However, judging from our interviews with 329 randomly selected employees, including 67 white males, 128 minorities [male and female). and 134 females (minority and nonminority), these efforts have not been fully effective. About 35 percent of

the employees we interviewed did not know the first step in registering a complaint, 72 percent did not know that complaints must be registered within 30 days of an incident, and 55 percent did not know their name could be kept confidential. The extent of employee awareness of the system varied among installations, as shown in the following table.

Installation	Number of employees interviewed	Percent of employees unaware of procedures: Counselors are contacted to register complaint	Complaints are to be registered within 30 days of incident	Name of complainant can remain confidential in counseling phase
ages Research Center	60	32	63	63
Johnson Space Center	77	5%	90	51
Lewis Research Center	71	38	55	48
Marshall Space Flight Center	60	25	78	55
Headquarters	61	15	72	61
Total	329	-	-	-
Percentage of total		35	72	55

Installations have tried to inform employees of the discrimination complaint system through publications, management instructions, distribution of the affirmative action plan, and postings on bulletin boards. Bulletin board postings at two installations, however, were incomplete and inaccurate. They did not cover the 30-day time limit on contacting EEO counselors after a possible discriminatory

incident even though this requirement had been in effect for 17 months at the time of our review. Also, the lists of EEO counselors were not current.

Although various methods were used to inform employees of the complaint system, the installations seldom discussed the system with employees during staff meetings. Interviews with 104 randomly selected managers and supervisors revealed that only 40 had ever discussed EEO at a staff meeting. In addition, about 36 percent of these 104 managers and supervisors had not received any orientation or training regarding the EEO programs.

Some EEO counselors at the installations believed that employee awareness affected employee confidence in the complaint system. Thirty-three counselors said that employees did not have confidence in the complaint system. Ten of these counselors attributed this to lack of employee awareness and 11 to lack of results.

COUNSELOR SELECTION AND TRAINING

The NASA installations included in our review had a total of 51 counselors. The number of employees per counselor ranged from 161 to 495, which is within the CSC suggested limit of 500 employees per counselor. In addition, complainants interviewed generally stated that counselors were readily available.

Counselor selection

CSC's FPM Bulletin 713-17 suggests that, to insure employee confidence in the system, employees' input should be considered in selecting counselors. NASA's installations obtained nominations for counselors through various means.

Counselors at Marshall are selected by the EEO director, with the Marshall Director's approval, after nominations by managers, supervisors, and EEO office personnel. At Ames and Johnson the counselors submit names of people who possess the qualities of a good counselor. The EEO officer selects the counselors and they are appointed after final approval by the center Director. Lewis' counselors are nominated by employee groups--the EEO committee, EEO counselors,

and the labor union--and the EEO officer makes the selection. Candidates at NASA headquarters are recommended by the EEO officer and the Director, Headquarters Administration, appoints the counselors. On June 26, 1974, the Director, Headquarters Administration, appointed counselors from candidates recommended by the EEO Advisory Group, whose members are elected by employees. The EEO officers generally try to select counselors to provide adequate representation in terms of sex, race, and ethnic background.

Although these selection methods can provide qualified counselors who are responsive to employee complaints, they do not afford employees the opportunity to directly participate in the selection process. The absence of such participation may be a contributing factor to the employees' lack of confidence in the complaint system. About 24 percent (78 of 328) of the randomly selected employees that we interviewed said they would not file a complaint even if they were victims of discrimination. Reprisals or intimidation were feared by 19, and 27 employees did not believe the system would produce a just resolution or a complaint. About 58 percent of the EEO counselors believed that employees did not have confidence in the complaint system. About 90 percent of the employees interviewed did not know how counselors were selected. In addition, of the employees who knew the selection methods or had the methods explained to them, about 46 percent did not agree with the selection process.

Counselor training

CSC guidelines stipulate that agencies should arrange for training of new counselors immediately upon selection, NASA installations generally send counselors to CSC courses for basic counselor training. Also, 18 of the 51 counselors at the installations visited had attended at least 1 advanced CSC training course. Thirteen counselors did not believe their training was adequate.

NASA directed each installation to conduct in-house counselor training during 1974.

CONCLUSIONS

We believe a discrimination complaint system can properly serve employees only if they know about its use and have enough confidence in it to register their complaints. Efforts to publicize the system have not been fully effective. Thirty-five percent of the NASA employees interviewed did not know the first steps in registering a complaint. Twenty-four percent of the employees interviewed said they would not file a complaint even if they were victims of discrimination. Over half indicated fear of reprisal, fear of intimidation, or a belief that the system would not produce a just resolution as their reasons for not filing a complaint — thus indicating a distrust in the system. Employees lack knowledge *about* the system and selection of counselors and do not have an opportunity to participate in counselor selection. Also, complaints are not being processed in a timely manner.

RECOMMENDATIONS

We recommend that the Administrator of NASA

--develop a program that would instill more employee trust and confidence in the complaint system;

--publicize the use of its discrimination cwpla.int system using additional methods, such *as* discussions at staff meetings:

--expedite formal complaint processing to meet time limits specified by CSC whenever possible; and

--develop a process for selecting counselors which permits direct employee participation.

APPENDIX I

DEFINITION OF NASA OCCUPATIONAL JOB CATEGORIES

Wage board (trades and labor positions)--includes trade, craft, and general laboring positions (nonsupervisory, leader, and supervisory)--compensated on the basis of prevailing local wage rates.

Support engineering--includes professional physical science, engineering, and mathematician positions in work situations not identified with aerospace technology.

Technical support positions--includes scientific and engineering aid, technician, drafting, photography, illustrating, salaried shop superintendents, quality assurance specialists, production planning and inspecting positions.

Clerical and nonprofessional administrative positions--includes secretarial, specialized and general clerical, and administrative specialist positions--the qualification requirements for which are clerical training and experience or specialized nonprofessional experience in supply, fiscal, procurement, and similar or related activities.

Professional administrative positions--includes professional management positions in research and development administration in such activities as financial management, contracting, personnel, security, administration, law, public affairs, and similar positions for which a college degree or the equivalent and specialized training and experience are required.

Scientific and engineering positions--includes professional scientific and engineering positions requiring aerospace technology qualification--includes professional positions engaged in aerospace research, development, operations, and related work including the development and operation of specialized facilities and support equipment.

Life science positions--includes life science professional positions not requiring aerospace technology qualifications such as medical officers and other positions performing professional work in psychology, the biological sciences, and professions which support the *science* of medicine such as nursing and medical technology.

APPENDIX II

NASA'S NATIONAL 1973 AFFIRMATIVE ACTION ITEMS PLANNED AND ACCOMPLISHED

A. ORGANIZATION AND RESOURCES

ACTION ITEM	ACCOMPLISHMENT
1. In accordance with the recently issued EEO Act of 1972 (Public Law 92-261), review and revise all NASA Management Instructions that assign responsibility and authority for EEO program management at all levels in the agency.	
2. Establish at least one full-time EEO officer at each NASA installation who will be supplied with adequate financial and staff support to insure effective performance in all aspects of the program. Those NASA installations which have small employment complements may assign a part-time EEO officer with the concurrence of the Director, EEO.	Accomplished, except NASA headquarters installation which has an acting EEO offices. There are either part-time or full-time EEO officers with support staffs at nine NASA installations.
3. Plan and conduct an annual NASA EEO conference for key management officials, installation directors, EEO officers, counselors, and other appropriate personnel.	EEO office decided not to hold conference.
4. Arrange for training and orientation in personnel administration, contract compliance, and other areas of EEO for headquarters and installation staffs engaged in EEO work.	Accomplished. NASA-wide equal opportunity staffs have, during the calendar year, participated in training seminars conducted by NASA, CSC, and private sources as follows:

ACTION ITEM	ACCOMPLISHMENT
	--complaint procedures, --counseling activities, --personnel administration, --Federal Women's Program(FWP), --16-Point Programs, --affirmative action plans, --contract compliance, and --upward mobility.
5. Establish Equal Opportunity Councils or advisory groups, as appropriate, to support a viable EEO effort.	In addition to individual minority and female appointments to existing advisory groups at each installation, the following highlights were accomplished during January to October 1973. —Kennedy—FWP Working Group established to augment efforts of FWP Coordinator, —Johnson--appointment of full-time FWP. Establishment of FWP Committee in process, to be completed by mid-December 1973. —Langley--FWP Advisory Committee established. --Ames--appointment of females to NASA Exchange Council, Ames Negotiating Committee, and Ames Federal Women's Committee for EEO and female elected President of Ames Employee Association.

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ACTION ITEM	ACCOMPLISHMENT
	--Headquarters--FWP Committee established.
	--Flight--appointment of females to Flight Research Center Exchange Council and EEO Advisory Committee and female appointed as Chairperson, Combined Federal Campaign.
B. RECRUITMENT ACTIVITIES	
1. Whenever possible affirmative action should be taken to promote or fill vacancies at all grade levels within occupational groupings with minority employees, including women, in those organizational units where there is an absence or low representation of minorities.	An analysis of recruitment data shows that --7 percent of professional hires were minorities, --10 percent of professional hires were women, --16.3 percent of hires were minorities, and --50 percent of hires were female.
a. Selection processes should be reviewed periodically to assure that minorities and women are considered equally with other candidates.	
2. Each installation EEO officer should be advised of reduction-in-force planning at an early stage and participate in reduction-in-force decisionmaking.	Accomplished. Reduction-in-force plans and related activity actively involved EEO officers during January to June 1973.

ACTION ITEM	ACCOMPLISHMENT
3. Develop short-term and long-term goals and timetables for hiring minorities and women into the permanent work force in accordance with Administrator's guidelines of October 4, 1972.	Slipped. Ames, Johnson, and Kennedy have developed voluntary goals for 1973 and have met these requirements. Goal and timetable data has been received from each installation and is being used to establish NASA-wide goals.
4. Coordinate recruitment activities with EEO officers, counselors, EEO Council members, FWP Coordinators, Coordinator for 16-Point Program for Spanish-Surnamed, other assigned EEO staff, labor organizations, and community organizations to assure that recruitment activities are reaching minorities and women.	
a. Provide for active recruiting of minorities and women from secondary schools, junior colleges, and universities with appropriate minority enrollments.	
b. Provide for NASA representatives to participate in career days at predominantly minority high schools and colleges and *at* job fairs oriented *to* minority and female applicants *to* acquaint them with career opportunities with NASA.	The following are examples of activities involving staff participation of both NASA headquarters and field installation EEO personnel:

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ACTION ITEM	ACCOMPLISHMENT
	--Morehouse College Space Day in Atlanta, Ga. Involved approximately 2,000 students. Also participating were community representatives and NASA EEO personnel from headquarters, Goddard, NASA Pasadena Office, Marshall, and Johnson. NASA exhibits and educational materials were displayed.
	--League of Latin American Citizens (LULAC) Albuquerque, N.M.--Flight, Goddard, Marshall, and Johnson participated, Exhibits and personnel educational materials were displayed.
	--National Association of Black Social Workers Convention in New York. An audience of approximately 3,400 viewed NASA exhibits and educational materials.
	--OEOP cooperated with the Public Affairs Office to supply the minority input to the general invitation list to view launch activities. Approximately 100 vehicle passes (accommodating about 400 people) were issued in this manner for Skylab 1.

ACTION ITEM	ACCOMPLISHMENT
	--EEO exhibit has been developed which depicts the involvement of minorities and women in space activities and shows the relevance of space research to all people. This exhibit has been displayed at Black Expo, San Francisco; National Black Science Students Convention, New York City; Kennedy Visitors Information Center, Florida; Marshall; several shopping centers in Huntsville, Alabama; and at Westchester County Panorama of African-American Culture in White Plains, New York.
	--NASA representatives examined the role of blacks in the space program on the Man-to-Man program on television in Baltimore.
	--Goddard Scientists have appeared on the Black News Conference on television in Baltimore.
	--A continuing relationship has been established with a minority audio network (with approximately 100 affiliated radio stations). This

ACTION ITEM	ACCOMPLISHMENT
	network runs features about minorities who perform significant roles in the space program. Several people were interviewed during the Skylab Missions. --A minority media list consisting of approximately 110 newspapers and magazines was established In cooperation with the Public Affairs Office. Special Interest releases have been submitted to organizations on the list. Institutional ad's were placed in the Afro American Career Planning Supplement. Funds have been included in the OEOP fiscal year 1974 budget for other such ads in the Amsterdam News, Miami Times, and La Luz.
c. Cooperate with interracial and human relations groups in providing information regarding adequate housing, transportation, day care facilities, and other needs for all employees or applicants for employment.	Completed: --Installations require busing ads to indicate available housing without regard to race, color, nationality, or religion. Several installations have assigned housing specialists to assist minority applicants.

ACTION ITEM	ACCOMPLISHMENT
	--On-site Goddard Child Development Center established June 1973 as model for other NASA installations.
d. Assure that agency recruitment pamphlets, brochures, and news releases feature minority groups and/or women when *they* are representative of the situation depicted.	Completed: --Personnel office updated its kit for potential and new employees in February 1973. --Public affairs office has issued statements of policy regarding NASA news releases,
C. FULL UTILIZATION AND UPWARD MOBILITY	
1. Develop and issue a NASA policy directive setting forth the objectives, requirements, and responsibilities for implementing a comprehensive program of upward mobility at each NASA installation.	Slipped. Headquarters Director of Personnel appointed a full-time upward mobility program coordinator in April 1973. Headquarters pilot program implemented in September 1973. Policy directive issued June 13, 1973.
2. Plan and initiate the implementation *of* a formalized upward mobility program which provides for a systematic identification of [I] individuals or groups with develo-peat potential and (2) occupations offering development opportunity and which offer maximum	Formal headquarters upward mobility program for lower grade levels was announced May 17, 1973, consisting of the following components: --CEP I is *a* continuation *of* NASA headquarters' employee development program which has allowed

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ACTION ITEM	ACCOMPLISHMENT
training and developmental experience opportunities for employees.	and will continue to allow employees to attend college courses after hours. Twenty-five individuals are currently participating.
3. Implement and administer a formal upward mobility program.	--CEP II, an extension of CEP I, will enable employees GS-3 through GS-5, WG-1 through WG-9, and Wage Supervisor (WS) -1 through WS-6 to attend college during duty hours for up to 8 hours a week in addition to after hours. Nine individuals are currently participating.
	--STEP will enable a limited number of NASA headquarters employees, GS-5 through GS-9 and equivalent Wage Grades, who are now in clerical or nonprofessional dead-end positions to enter professional positions. These individuals will be selected on a competitive basis which will include an interview panel. There are eight positions dedicated to this program in 1973. Third and final round competition is being conducted now.

ACTION ITEM	ACCOMPLISHMENT
	--Growth Opportunity would allow an employee to enter a career sequence related to his present sequence but with a higher promotion potential.
	--Crossover is a training agreement currently being reviewed by CSC for agencywide use. This program would enable a nonprofessional employee to change Po another technical area not necessarily related to his present duties.
	Field installations are in various stages of implementing their individual upward mobility programs.
4. Identify career ladders and positions which provide opportunities for upward mobility progress for all employees, including minorities and women, and publish availability of positions as appropriate.	
5. Formulate special development plans for underutilized employees and fur those who demonstrate potential for advancement, with special attention given to minority and female employees in lower grades.	

ACTION ITEM	ACCOMPLISHMENT
6. Publicize, as appropriate, the availability of Training, job opportunities, and educational counseling to stimulate the awareness and participation of employees, especially minorities and women.	Accomplished. NASA's weekly and monthly internal "house organs" identify availability of job openings and training. Flyers are distributed.
D. TRAINING AND AWARDS	
1. Review training fund allocation at headquarters and field installations to assure that training opportunities are available to employees in lower grades to help them take advantage of career opportunities.	
2. Develop education and training programs in EEO for supervisors and employees on how to respond to the needs of minorities.	
3. Include the principles of EEO as an integral part of supervisory and management training courses and seminars.	
4. Develop programs to identify and reward supervisors, employees, and groups that demonstrate supervisor accomplishments in the area of EEO.	Accomplished. Criteria has been developed for an annual EEO award as an integral part of the NASA Incentive Awards

ACTION ITEM	ACCOMPLISHMENT
	Program. Awards have been presented at the following locations: --1973: Langley and the Pasadena Office. --1972: Goddard, Johnson, Ames, and headquarters.
E. PROCESSING COMPLAINTS OF DISCRIMINATION	
1. Appoint and train a sufficient number of EEO counselors and disperse them throughout headquarters and at each NASA installation to insure availability to all employees.	Counselors have been appointed at each NASA installation in accordance with CSC guidelines and have received appropriate CSC or comparable locally developed training in EEO counseling.
2. Assure availability of a sufficient number of trained investigators to conduct timely, competent, and objective investigations of formal discrimination complaints. The investigators should not be associated with the unit in which a complaint arose.	CSC investigators and NASA inspectors conduct investigations of discrimination complaints. NASA has also developed a standby pool of employees who could be occasionally called upon to conduct investigations of alleged discrimination. These employees are required to attend the CSC training course entitled "Investigating Complaints of Discrimination" before conducting such investigations.
3. Insure that necessary action is taken to correct improper or inadequate supervisor or employee performance.	

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ACTION ITEM	ACCOMPLISHMENT
4. Assure that the following steps involving formal discrimination complaints are taken:	
a. Within 5 days of receipt of a formal complaint at an installation, begin on-site investigations.	
b. Complete processing of all discrimination complaints including investigation and issuance of proposed disposition within 75 calendar days of receipt of a formal complaint and insure issuance of final decision no later than 180 days after filing of charge. Follow through when necessary to determine reasons for failure to meet target date and take corrective action.	
5. Review formal complaint files and report to agency head on corrective action taken. Follow up to insure correction of conditions which led to the filing of complaints.	
6. Render final decision on formal discrimination complaints arising within the agency and when necessary recommend remedial action to the Administrator or to the appropriate installation director.	

ACTION ITEM	ACCOMPLISHMENT
7. Advise employees, via "house organs" or other communications media, of the complaint process and of their right to file civil actions if dissatisfied with final action taken by NASA or by the Board of Appeals and Review, CSC.	
F. 16-POINT PROGRAM FOR SPANISH-SURNAMED	
1. Each NASA installation shall develop and implement an action plan which provides guidelines, criteria, goals, and timetables for the 16-Point Program for Spanish-Surnamed.	Implemented as part of agency EEO program.
a. Develop and distribute special recruitment literature aimed at Spanish surnamed.	In support of the NASA recruitment effort, headquarters and installation 16-Point Program coordinators participated in Government Career Information Days which resulted in several Spanish-speaking American co-op students being hired. Activities were held at the following locations
b. using Spanish-surnamed recruiters whenever possible, recruit from those areas, locations, and institutions where Spanish surnamed are likely to Be found.	
c. Establish, maintain, and draw upon the experience and contracts of organizations formed for the promotion, protection, uplift, and fraternity of the Spanish surnamed.	--New Mexico State, Las Cruces, New Mexico; --University of Texas at El Paso; --University of New Mexico, Albuquerque;

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ACTION ITEM	ACCOMPLISHMENT
	--Highlands University, Las Vegas, New Mexico; --LULAC National Convention; --National GI Forum, El Paso.
G. FEDERAL WOMEN'S PROGRAM	
1. Develop action plans for women to meet requirements of CSC FPM Letter 412-1, dated October 8, 1971.	Slipped, Specific plans at each installation are in various stages of development. Interim action in support of this program is evident at most installations. Examples of such action are establishing Federal Women's Committees, appointing FWP Co-Coordinators in selected offices, developing "house organs" of news items of interest to women, appointing full-time FWP Coordinators at headquarters, Johnson, and Marshall. Part-time Coordinators have been appointed at other installations.
2. Determine extent to which minority group employees and women can be utilized on installation committees, and take necessary action For all possible increased participation.	

ACTION ITEM	ACCOMPLISHMENT
E. PROGRAM EVALUATION	
1. Each NASA installation will establish a plan for "self-evaluation" of its EEO program to assess and document the effectiveness with which requirements and goals have been met.	Internal: The mechanism of one phase of the evaluation process is accomplished through quarterly equal opportunity program status reports from installations to OEOP and responsible headquarters program offices. Other evaluation techniques are under study.
a. Written summary status reports of each NASA installation; evaluation of progress should be submitted quarterly by the installation director to the Director, EEO. with an information copy to the appropriate institutional director.	External: During 1st quarter of 1973, EEO evaluation reviews were conducted by CSC at these NASA installations: Marshall, Langley, Johnson, Kennedy, and Ames. NASA participants were the Office of Manned Space Flight, Office of Aero Space Technology, OEOP, and Office of Institutional Management.
b. The status reports should indicate progress under each of the major headings of the installation's affirmative action plan showing both the scheduled accomplishments of numerical goals, as well as narrative descriptions of other significant developments, including problems encountered.	Report of findings to NASA Administrator being finalized by CSC. Pending as of November 1, 1973.
2. Assure that effectiveness in furthering EEO be considered as an integral part of supervisory evaluations.	

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ACTION ITEM	ACCOMPLISHMENT
3. Forward two copies of the installation's 1973 affirmative action plan to the Director of EEO and to the appropriate institutional director for review and comment.	
a. Finalized installation affirmative action plans are due in the appropriate regional CSC office for review and approval 90 days after submission to CSC of the NASA agencywide plan on November 1, 1972.	
4. Prepare and submit all reports as required in FPM, chapter 713, appendix C, and FPM 713-25.	
I. PARTICIPATION IN COMMUNITY EFFORTS	
1. Develop a plan for cooperation and coordination with community officials and minority leaders on matters affecting minority programs at the installation,	
2. Provide support as required to installation procurement activities to encourage full utilization of minority business sources.	

ACTION ITEM	ACCOMPLISHMENT
3. Determine if lack of public transportation affects minority applicants' (male or female) acceptance of employment or is a cause of minority dissatisfaction--with attention to youth programs and work with local community leaders to alleviate such situations.	
4. Include in the "Speakers Bureau" a cross section of NASA employees who are conversant about community needs.	
5. Utilize "house organs" such as "NASA Activities," to encourage employee participation in community activities with organizations whose concerns affect employability.	
6. Feature the contributions of minorities and women, when appropriate, in news items and audiovisual materials prepared for public release,	
J. SPECIAL PROGRAMS FOR ECONOMICALLY OR EDUCATIONALLY DISADVANTAGED	
1. Participate in and support programs for disadvantaged persons to motivate and train them for employment or to encourage them to continue their education.	

APPENDIX III

NASA'S NATIONAL 1974 AFFIRMATIVE ACTION ITEMS

1. ORGANIZATION AND RESOURCES TO EFFECTIVELY ADMINISTER A POSITIVE EEO PROGRAM INCLUDING PROCESSING OF DISCRIMINATION COMPLAINTS

	PROBLEM	ACTION
A.	Qualification and experience of EEO personnel are not uniform agency-vide. This often does not allow for optimum utilization of installation resources.	Review responsibilities, duties, and assignments of installation equal opportunity offices to develop a model staffing matrix. Publish and transmit to installations. Evaluate current EEO staffing bevels and performance and develop target staffing position description profiles and performance goals. Formalize operational guidelines fix installation offices and prepare appropriate NASA handbooks for use in training office staffs. Issue monthly OEOP newsletter to include guidance on new or revised CSC regulations and interpretations, results of court-related cases, and notification of agencywide equal opportunity program developments, etc.
B.	EEO counseling and resolution of complaints on an informal basis have not been as effective as desired.	Establish and distribute within NASA guidelines for the selection of EEO counselors.

	PROBLEM	ACTION
C.	NASA lacks an organized and systematic approach to the assessment of the effectiveness of EEO activity. No guidance has been developed for field installations to conduct self-evaluations.	Establish an equal opportunity advisory board consisting of three consultants (including one female) from the academic, labor, and business fields to aid in assessing the program. Establish a program analyst position in the OEOP to provide internal review and evaluation of all EEO affirmative action program activity.
D.	EEO staffs lack sufficient formal training in developing and monitoring of affirmative action plans, complaints, counseling, and special programs activity.	Develop specialized training for EEO staffs. Implement specialized training courses.

2. RECRUITMENT ACTIVITIES DESIGNED TO REACH AND ATTRACT JOB CANDIDATES FROM ALL SOURCES

A.	In many NASA organizational elements, minorities and women are poorly represented.	Review minority and female representation in the work force at each installation and develop goals and timetables for solutions.

PROBLEM	ACTION
	Installation plans should include affirmative actions to be taken to promote or fill vacancies at all grade levels within occupational groupings with minority and female employees with particular emphasis in those organizational units where there is an absence or low representation of minorities or women.
B. Present recruiting sources do not provide adequate minority and women applicants.	Assure that recruitment activities are reaching minorities and women by coordinating the activities with EEO officers, counselors, EEO council members, FWP Coordinators, Coordinator for 16-Point Program for Spanish-Surnamed, labor organizations, and community organizations.
	Develop a training course for recruiters with emphasis on minority and female applicants.
	Installations will develop plans and programs to expose minority and female employment candidates to the work environment of NASA by using NASA facilities for career days, recruitment seminars, workshops, etc.

	PROBLEM	ACTION
		Name action officers for those plans.
		Review the EEO recruiting and hiring activities at each installation and provide appropriate related advisory services aimed at improving EEO efforts. Include a minimum of one 1-day visit to each installation for this purpose.
		Report on progress made to strengthen external search procedures for locating more minority and female candidates for GS-16 and excepted-level positions.
		Installations should establish a clearinghouse/ talent bank for mutually informing other installations of minority and female candidates available for employment, promotion, reassignment, transfer, etc.
C.	NASA lacks effective recruiting sources and organization contacts within the Spanish-surnamed community.	Expand contacts with the Spanish-surnamed community by attending the appropriate national conventions (LULAC, GI Forum, IMAGE) and participating in career days at colleges and universities with a large Spanish-surnamed enrollment.

	PROBLEM	ACTION
D.	NASA merit promotion rating panels appear not to include an appropriate representation of minority groups and females.	Include minorities and females on rating panels whenever their skills and positions make this possible. Collect data on the composition and decisions of all rating panels and provide an annual report to the Director of Personnel.
E,	NASA needs to increase minority and female participation in its technician, Wage Grade, and apprenticeship areas.	Project the technical support manpower requirements for fiscal year 1974 through fiscal year 1976. Describe the recruitment methods used to fill technical support requirements. Report the findings to the Assistant Administrator for Equal Opportunity Programs. Establish agency goals and timetables for minority and female recruitment.

3. FULL UTILIZATION OF THE PRESENT SKILLS OF EMPLOYEES

A.	Employees have voiced concerns about understanding how they might --advance in their present positions, --change to another job series, --improve their annual performance evaluations,	Provide improved career counseling for all employees, particularly minorities and women. Develop and distribute materials which will answer basic career questions.

	PROBLEM	ACTION
	--qualify for Incentive Awards, and --evaluate their own experience.	Publicize, as appropriate, the availability of training, developmental job opportunities, and educational and vocational counseling to stimulate the awareness and participation of employees, especially minorities and women. Counsel employees on their specific work environment and performance. Supervisors and employees will jointly develop career goals and objectives and agree on training appropriate to reaching these goals. Work Planning and Progress Reviews, a policy adopted by NASA but not yet implemented by all centers, could be considered as a vehicle to accomplish this item. Report on plans for providing such counseling to OEOP.
B.	NASA has some individuals with college degrees who are currently working in nonprofessional fields.	Identify all nonprofessional employees at each installation who have college degrees. Install systematic method for considering employees so identified for appropriate level professional positions based upon individual qualifications and interest,

PROBLEM	ACTION
C. Unrealistic selection qualification factors preclude the certification of many minorities and women.	Review, before filling each vacancy, the selection qualification factors identified by selecting officials to assure that they are realistic. Assure that lower level employees actually capable of performing the jobs are considered for all appropriate vacancies. Review periodically in conjunction with the review of the merit promotion plan.

4. OPPORTUNITIES FOR ENHANCING EMPLOYEES' SKILLS IN ORDER TO PERFORM AT THEIR HIGHEST POTENTIAL AND ADVANCE IN ACCORDANCE WITH ABILITIES IN LIGHT OF AVAILABLE OPPORTUNITY (UPWARD MOBILITY)

A. All NASA installations have not complied fully with the NASA Management Instruction 3410.5 (June 13, 1973) which set forth requirements for an agencywide comprehensive program of upward mobility.	Each NASA installation shall develop and implement a formal upward mobility program in line with the recent model developed by the Office of Personnel, headquarters, which contains the following components. --CEP Is to permit employees to take courses after hours at NASA expense. --CE? II: to permit employees with 12 hours college credit to attend courses during work hours at NASA expense.

PROBLEM	ACTION
	--STEP: a highly competitive training program approved for NASA-wide use by CSC to enable nonprofessionals to enter the professional ranks with training from a year to 18 months depending on the entry level of the participant.
	--Growth Opportunity: would allow an employee to enter a career sequence related to his present one but with a higher promotion potential,
	--CROSSOVER: a training agreement presented to CSC to enable a nonprofessional employee to change to another technical area not necessarily related to his present duties.
	All installations will implement a local upward mobility program tailored to local needs. Incorporate one of the formally approved programs (either STEP, Growth Opportunity, or a combination).

	PROBLEM	ACTION
		The headquarters upward mobility team will visit all NASA installations to review upward mobility efforts and to offer advice and assistance.
E.	Analysis has not been made of the types of training being participated in by minorities and females.	Conduct a study and analysis of minority and female participation in training programs.
		Develop a proposal for increasing the participation of minorities and females in more training areas.

5. TRAINING, ADVICE INCENTIVES, AND PERFORMANCE EVALUATION TO ASSURE PROGRAM UNDERSTANDING AND SUPPORT BY SUPERVISORS AND MANAGERS

A.	Lower level supervisors and managers do not have sufficient awareness of the EEO program or their roles and responsibilities for implementation.	Continue to include in basic block of supervisory instructions a section on EEO.
		Continue human relations seminars at all installations.
		Utilize the recently developed EEO awards as an integral part of the NASA Incentive Awards Program.

PROBLEM	ACTION
	Assure that effectiveness in furthering EEO and accomplishing those actions for which they are responsible be considered as an integral part of supervisory evaluations. Revise supervisory evaluation form to include above. Provide briefings on problems, objectives, and status of EEO programs to local managers and supervisors.
B. There is a need to involve line managers in planning and executing the NASA Equal Opportunity Program.	Each NASA installation will develop organizational action plans. Managers with hiring authority will develop hiring and upward mobility goals to be incorporated into their organizational plans. Report to OEOP on plans to accomplish the action above.

6. PARTICIPATION IN COMMUNITY EFFORTS TO IMPROVE CONDITIONS WHICH AFFECT EMPLOYABILITY IN THE FEDERAL GOVERNMENT

A. An analysis needs to be made of those community-related factors--housing, transportation, child-care facilities, etc.--which cause NASA installations to have problems attracting minorities and females.	Conduct an analysis of the housing and transportation availability and child-care facilities within the installation commuting area.

	PROBLEM	ACTION
		Develop plans *to* resolve these problems.
B.	Need to keep all communities aware of the opportunities present in the space program.	Cooperate with the Office of Public Affairs to analyze target communities and develop a list of high-payoff audiences.
		with Office of Public Affairs, develop regional responsibilities in which field installation EEO offices will work with local Offices of Public Affairs in the coordination and execution of community programs.
		Develop a series of seminars *in* conjunction with the minority business program and technology utilization program to make targeted business communities aware of opportunities available in NASA programs. The seminars will be conducted at NASA's Regional Dissemination Installations.

7. SYSTEM FOR INTERNAL PROGRAM EVALUATION AND PERIODIC PROGRESS REPORTS TO AGENCY DIRECTOR AND TO CIVIL SERVICE COMMISSION

A.	OEOP needs to collect, maintain, and analyze statistical data on employment of minority	OEOP will develop comprehensive reporting requirements for the consolidated quarterly report on EEO

PROBLEM	ACTION
groups in all organizational and geographic areas; develop report procedures to monitor progress being made in implementation of affirmative action plans; and prepare periodic reports to top management, CSC, the Congress, and others.	effectiveness. Examples of the areas to be covered are --monitoring goals and timetables; --recruitment activities; --special programs progress (i.e., FWP, 16-Point Spanish-Surnamed Program, etc.); --community relations; --upward mobility, training, and full utilization of employees; --complaints and counseling activity; and --minority and female participation on boards, panels, committees, etc. Installations will continue to submit required EEO quarterly progress reports to OEOP and to the appropriate headquarters Associate Administrator.
B. Field installations lack specific guidance on the numerical goals and timetables which NASA, as a whole, is dedicated to meet and which each installation will be expected to meet,	Based on a management review of the NASA work force and hiring projections, establish NASA goals and timetables to be sought within the guidelines of the merit system. Incorporate these goals and timetables in the national affirmative action plan for 1974. (Numerical goals are listed on p. 83.)

PROBLEM	ACTION
8. APPENDIX--PROGRAMS AND ACTIVITIES FOR PARTICIPATION IN EMPLOYMENT AND TRAINING PROGRAMS FOR THE ECONOMICALLY OR EDUCATIONALLY DISADVANTAGED	
A. Minorities and females need exposure, training, and financial assistance to remain in school to qualify for many positions at NASA.	Continue present active stay-in-school cooperative education and other special programs. Participate in the CSC sponsored Worker-Trainee opportunities Program. (See p. 83.) Technical assistance is provided by the headquarters personnel office.
B. Minority students are not as aware of summer job opportunities with NASA as other groups of students.	Develop promotional programs at the installation level designed to increase the number of minority college students applying for the CSC Summer Employment Examination. Develop goals and timetables to increase the number of females and minorities hired from graduate schools and from university faculties for summer programs.

NASA NUMERICAL EMPLOYMENT GOALS FOR 1974

The specific objectives to be addressed by numerical goals are:

--To increase the representation of minority employees throughout NASA.

--To increase the representation of women in professional areas.

Goals:

--NASA will increase its minority permanent employment to at least 6.1 percent of total employment.

--NASA will, to insure increased representation at professional levels, fill 80 professional positions with members of minority groups.

--NASA will fill 80 professional vacancies with women.

Goals for individual NASA installations will be added when installations' €974 affirmative action plans become operational on February 1, 1974.

Actions to achieve the goals stated above will be done in strict accordance with the merit system.

AGENCY PARTICIPATION IN WORKER-TRAINEE PROGRAM

a. Approximate number of worker-trainees agency plans to hire: 88

b. Number of regular jobs into which worker-trainees will be placed: 0

c. Number of developmental jobs into which worker-trainees will be placed and for which ceiling exemptions will be requested: 88

APPENDIX IV

ANALYSES OF TRAINING PARTICIPATION BY MINORITIES AND FEMALES (see GAO note)

Headquarters--1973

	Amount of funds spent on training by category	Percent of funds spent on employees by category (approximately)	Percent of employees by category at headquarters
Minorities	$ 24,819	17.0	16.0
Nonminorities	124,375	83.0	84.0
Males	34,797	64.0	63.7
Females	54,397	36.0	36.3

Ames Research Center--1973

	Number of employees participating in courses	Percent of employees taking courses	Percent of total employees by category at Ames
Minorities	32	8.8	10.4
Nonminorities	331	91.2	89.9
Males	284	75.2	82.9
Females	79	21.8	17.4

GAO note: With the exception of Lewis Research Center, minority females appear in both minority and female columns.

Johnson Space Center

Job code (note a)	Number of employees hired					Percent of total employees by job code	
	Total	Minority		Female		Minority	Female
		Number	Percent	Number	Percent		
FY 1971							
300	9	3	33.3	1	11.1	6.1	2.2
500	161	37	23.0	159	98.8	10.0	91.0
600 and 700	609	34	5.6	24	3.9	4.1	4.2
FY 1972							
300	86	8	9.3	21	24.4	6.1	2.3
500	191	38	19.9	190	99.5	8.4	88.6
600 and 700	1,019	74	7.3	48	4.7	3.5	3.3
FY 1973							
300	53	6	11.3	1	1.9	7.8	2.8
500	241	74	30.7	236	97.9	11.3	89.3
600 and 700	676	61	9.0	37	5.5	3.9	3.6
First half FY 1974							
300	13	5	38.5	1	7.7	10.4	3.5
500	112	61	54.5	109	97.3	18.0	89.8
600 and 700	247	23	9.3	18	7.3	4.2	4.1

[a]Code 300--technical support
Code 500--clerical and nonprofessional administrative
Code 600--professional administrative
Code 700--scientific and engineering

APPENDIX IV

Lewis Research Center--1973

	Average number in group during 1973	Number who participated in training	Percent of group
Males and females:			
Black	108	62	57.4
Spanish-surnamed	11	5	45.5
Oriental	16	7	43.8
Total minorities	135	74	54.8
Total nonminorities	3,333	1,497	44.9
Total	3,468	1,571	45.3
Males:			
Minorities	117	67	57.3
Nonminorities	2,988	1,396	46.7
Total males	3,105	1,463	47.1
Females:			
Minorities	18	7	38.9
Nonminorities	345	101	29.3
Total females	363	108	29.8
Total	3,468	1,571	25.3

	Number of course participations	Number of persons	Average number of participations
Males and Females:			
Black	118	62	1.9
Spanish-surnamed	11	5	2.2
Oriental	13	7	1.9
Total minorities	142	74	1.9
Total nonminorities	2,436	1,497	1.6
Total	2,578	1,571	1.6
Total males	2,434	1,463	1.7
Total females	144	138	1.3
Total	2,578	1,571	1.6

Marshall Space Flight Center--FY 1973

Sponsor	Enrollments					Percent of work force	
	Total	Minority		Female		Minority	Female
		Number	Percent	Number	Percent		
Internal	825	9	1	62	8	1.9	15.7
Interagency (CSC conducted)	110	7	6	12	11	1.9	15.7
Nongovernmental:							
Long term (over 120 days)	13	0	0	0	0	1.9	15.7
Short term (120 days or less)	2,275	147	6	573	25	1.9	15.7
Total	3,223	163	5	647	20	1.9	15.7

PERCENTAGE OF TOTAL PERMANENT EMPLOYEES PROMOTED DURING FY 1971-74 (see GAO note)

NASA-wide

Total Permanent Employee Promotions And Distribution to Minorities and Females--FY 1971-74

Job category	Total number of promotions	Minority promotions Number	Minority promotions Percent	Minority staff--percent (note a)	Female promotions Number	Female promotions Percent	Female staff--percent (note a)
Professional:							
support engineering	34	1	2.9	4.3	5	14.7	5.9
Scientific and engineering	2,646	141	5.3	3.3	108	4.1	[illegible]
Life science	9	1	11.1	2.4	2	22.2	21.4
Professional administrative	1,330	94	7.1	5.4	355	26.7	15.6
Total professional	4,019	E?	5.9	4.3	470	11.7	5.6
Nonprofessional:							
Wage board	1,163	142	13.1	11.1	7	.6	1.1
Technical support	1,545	135	8.7	4.4	36	2.3	2.2
Clerical and nonprofessional administrative	2,349	404	17.2	13.2	2,176	92.6	90.3
Total nonprofessional	5,057	691	13.7	8.8	2,219	43.9	35.5
Total employees	9,076	928	10.2	6.0	2,689	29.6	17.1

[a]Percent of staff as of June 30, 1974.

GAO note: minority females appear in both minority and female columns.

NASA-wide

Percentage of Total Permanent Employees Promoted During FY 1971-74

Job category	FY 1971			FY 1972			FY 1973			FY 1974		
	Total	Minority	Female	Total	Minority	Female	Total	Minority	Female	Total	Minority	Female
Professional:												
Support engineering	4.2	0	12.5	1.3	0	0	6.0	0	0	4.8	12.5	18.2
Scientific and engineering	8.4	12.7	10.5	1.2	1.6	1.4	5.0	7.1	7.0	7.0	9.5	13.4
Life science	10.0	0	0	4.9	100.0	0	2.4	0	9.1	4.8	0	11.1
Professional administrative	11.8	16.7	21.3	2.7	5.3	4.1	7.1	15.7	9.4	13.9	25.0	28.3
Nonprofessional:												
Wage board	19.8	21.5	5.4	9.2	12.1	4.3	17.5	19.4	6.7	13.7	19.7	17.6
Technical support	12.2	29.8	5.7	2.1	7.2	0	4.8	12.4	6.3	12.2	28.6	21.2
Clerical and nonprofessional administrative	21 6	26.8	22.4	4.4	12 7	4 7	10.8	20.6	11.1	23 4	33.6	24.3

NASA headquarters

Total Permanent Employee Promotions and Distribution to Minorities and Females--FY 1971-74

Job category	Total number of promotions	Minority promotions		Minority staff--percent (note a)	Female promotions		Female staff--percent (note a)
		Number	Percent		Number	Percent	
Professional:							
Support engineering	1	0	0	0	0	0	0
Scientific and engineering	75	5	6.7	2.4	0	0	1.0
Life science	1	0	0	0	0	0	0
Professional administrative	357	42	11.8	10.2	107	30.0	18.8
Total professional	434	47	10.8	7.1	107	24.7	11.7
Nonprofessional:							
Wage board	5	5	100.0	55.6	0	0	0
Technical support	1	1	100.0	100.0	0	0	0
Clerical and nonprofessional administrative	688	217	31.5	33.8	632	91.9	90.7
Total nonprofessional	694	223	32.1	34.6	632	91.1	88.7
Total employees	1,128	270	23.9	16.2	739	65.5	37.3

[a]Percent of staff as of June 30, 1974.

NASA headquarters

Percentage of Total Permanent Employees Promoted During FY 1971-74

Job category	FY 1971			FY 1972			FY 1973			FY 1974		
	Total	Minority	Female	Total	Minority	Female	Total	Minority	Female	Total	Minority	Female
Professional:												
Support engineering (note a)	0	0	0	0	0	0	25.0	0	0	0	0	0
Scientific and engineering	0	0	0	2.3	100.0	0	3.1	10.0	0	9.2	20.0	0
Life science (note a)	0	0	0	0	0	0	0	0	0	20.0	0	0
Professional administrative	12.8	2.5	24.7	7.9	16.1	14.0	12.3	20.0	25.7	22.0	32.3	50.0
Nonprofessional:												
Wage board (note b	6.3	8.3	0	3	14.3	0	0	0	0	33.3	60.0	0
Technical support (note b)	0	0	0		0	0	0	0	0	33.3	33.3	0
Clerical and nonprofessional administrative	36.2	33.5	37.9	18.4	21.4	18.8	26.0	30.5	23.9	46.6	42.9	47.1

[a]No minority or female employees in this job category.
[b]No female employees in this job category.

Ames Research Center

Total Permanent Employee Promotions And Distribution to Minorities and Females--FY 1971-74

Job category	Total number of promotions	Minority promotions		Minority staff--percent (note a)	Female promotions		Female staff--percent (note a)
		Number	Percent		Number	Percent	
Professional:							
Support engineering	0	0	0	7.7	0	0	15.4
Scientific and engineering	130	8	6.2	5	8	6.2	4.8
Life science	0	0	0	0	0	0	25.0
Professional administrative	62	6	9.7	[illegible]	24	38.7	23.1
Total professional	192	14	7.3	7.5	32	16.7	7.9
Nonprofessional:							
Wage board	141	36	25.5	18.8	2	1.4	1.2
Technical support	91	9	9.9	10.4	1	1.1	2.6
Clerical and nonprofessional administrative	151	22	14.6	13.4	144	95.4	95.1
Total nonprofessional	383	67	17.5	14.4	147	38.4	31.3
Total employees	575	81	14.1	10.4	179	31.1	17.8

[a]Percent of staff as of June 30, 1974.

Ames Research Center

Percentage of Total Permanent Employees Promoted During FY 1971-74

Job category	FY 1971 Total	FY 1971 Minority	FY 1971 Female	FY 1972 Total	FY 1972 Minority	FY 1972 Female	FY 1973 Total	FY 1973 Minority	FY 1973 Female	FY 1974 Total	FY 1974 Minority	FY 1974 Female
Professional:												
Support engineering	0	0	0	0	0	0	0	0	0	0	0	0
Scientific and engineering	5.4	9.2	5.7	.1	0	0	4.8	1.7	11.1	5.5	1.7	5.3
Life science (note a)	0	0	0	0	0	0	0	0	0	0	0	0
Professional administrative	14.5	28.6	16.7	1.4	0	3.4	7.5	0	22.6	17.3	33.3	30.6
Nonprofessional:												
Wage board	21.7	28.8	16.7	2.2	0	0	14.3	22.2	50.0	8.6	14.6	0
Technical support	15.2	15.0	0	1.9	0	0	7.8	10.5	11.1	9.5	16.7	0
Clerical and nonprofessional administrative	23.2	27.6	22.9	.4	0	.4	25.9	26.7	25.0	17.4	20.0	17.0

[a]No minority employees in this job category.

Johnson Space Center

Total Permanent Employee Promotions And Distribution to Minorities and Females--FY 1971-74

Job category	Total number of promotions	Minority promotions		Minority staff--percent (note a)	Female promotions		Female staff--percent (note a)
		Number	Percent		Number	Percent	
Professional:							
Support engineering	7	0	0	2.5	0	0	0
Scientific and engineering	486	26	5.3	4.3	16	3.3	1.7
Life science	7	1	14.3	0	2	28.6	5.0
Professional administrative	146	16	11.0	5.9	31	21.2	13.9
Total professional	646	43	6.7	4.5	49	7.6	3.9
Nonprofessional:							
Wage board	9	3	33.3	44.0	0	0	12.0
Technical support	59	10	16.9	8.9	6	10.2	2.7
Clerical and nonprofessional administrative	281	56	19.9	15.1	252	89.7	90.9
Total nonprofessional	349	69	19.8	13.3	258	73.9	52.7
Total	995	112	11.3	6.9	307	30.9	17.0

[a]Percent of staff as of June 30 1974

Johnson Space Center

Percentage of Total Permanent Employees Promoted During FY 1971-74

Job category	FY 1971 Total	FY 1971 Minority	FY 1971 Female	FY 1972 Total	FY 1972 Minority	FY 1972 Female	FY 1973 Total	FY 1973 Minority	FY 1973 Female	FY 1974 Total	FY 1974 Minority	FY 1974 Female
Professional:												
Support engineering (note a)	2.0	0	0	2.4	0	0	7.9	0	0	5.0	0	0
Scientific and engineering	9.2	10.8	13.5	1.5	1.4	3.4	4.7	8.8	9.7	6.5	8.8	19.4
Life science	15.8	0	0	9.5	100.0	0 0	5.0	0 0	50.0	5.0	0 0	100.0
Professional administrative	11.4	19.2	13.1	2.2	0 0	1.7	4.7	21.7	4.7	9.6	20.7	23.5
Nonprofessional:												
Wage board	7.5	5.0	0	0	0	0	0	0	0	24.0	18.2	0
Technical support	5.4	13.3	9.1	.2	0	0	2.5	6.5	36.4	5.2	11.1	9.1
Clerical and nonprofessional administrative	12.6	36.7	11.4	.2	0	.2	5.6	10.3	5.1	29.6	38.1	30.8

[a]No minority or female employees in this job category.

Lewis Research Center

Total Permanent Employee Promotions And Distribution to Minorities and Females--FY 1971-74

Job category	Total number of promotions	Minority promotions Number	Minority promotions Percent	Minority staff--percent (note a)	Female promotions Number	Female promotions Percent	Female staff--percent (note a)
Professional:							
Support engineering	2	0	0	11.1	C	0	0
Scientific and engineering	265	5	1.9	3.0	3	1.1	1.9
Life science	1	0	0	20.c	0	0	40.0
Professional administrative	71	3	4.2	3.3	9	12.7	14.1
Total professional	339	8	2.4	3.2	12	3.5	3.5
Nonprofessional:							
Wage board	629	49	7.8	5.2	3	.5	.6
Technical support	153	8	5.2	2.2	2	1.3	6.6
Clerical and nonprofessional administrative	117	4	3.4	6.9	103	88.0	90.2
Total nonprofessional	899	61	6.0	5.0	108	12.0	10.8
Total employees	1,238	69	5.6	4.1	120	9.7	11.1

[a]Percent of staff as of June 30, 1974.

Lewis Research Center

Percentage of Total Permanent Employees Promoted During FY 1971-74

Job category	FY 1971 Total	FY 1971 Minority	FY 1971 Female	FY 1972 Total	FY 1972 Minority	FY 1972 Female	FY 1973 Total	FY 1973 Minority	FY 1973 Female	FY 1974 Total	FY 1974 Minority	FY 1974 Female
Professional:												
Support engineering (note a)	0	0	0	0	0	0	0	0	0	22.2	0	0
Scientific and engineering	6.4	7.5	0	1.1	0	5.4	3.2	0	0	6.9	2.4	7.7
Life science	20.0	0	0	0	0	0	0	0	0	0	0	0
Professional administrative	14.8	16.7	18.5	4.4	16.7	0	5.0	0	3.0	12.0	16.7	11.5
Nonprofessional:												
Wage board	17.5	23.7	0	12.0	30.0	14.3	8.6	16.3	0	13.3	9.8	33.3
Technical support	11.8	16.7	3.2	10.2	22.2	0	6.3	12.5	0	23.3	50.0	5.6
Clerical and nonprofessional administrative	13.0	10.5	12.5	4.4	0	4.3	2.9	0	3.3	16.6	10.0	16.5

[a]No minority or female employees in this job category.

APPENDIX V

Marshall Space Flight Center

Total Permanent Employee Promotions And
Distribution to Minorities and Females--FY 1971-74

Job category	Total number of promotions	Minority promotions		Minority staff--percent (note a)	Female promotions		Female staff--percent (note a)
		Number	Percent		Number	Percent	
Professional:							
Support engineering	4	1	25.0	6.9	2	50.0	6.9
Scientific and engineering	244	8		1.6	5	2.0	1.5
Life science	0	0	0	0	0	0	0
Professional administrative	128	3		1.5	41	32.0	9.8
Total professional	376	12		1.6	48	12.8	3.5
Nonprofessional:							
Wage board	13	2		16.1	0	0	6.5
Technical support	82	3		1.3	0	0	.3
Clerical and nonprofessional administrative	202	11		5.3	184	91.1	83.9
Total nonprofessional	297	16		3.4	184	62.0	38.0
Total employees	673	28		2.2	232	34.5	15.3

[a]Percent of staff as of June 30, 1974.

Marshall Space Flight Center

Percentage of Total Permanent Employees Promoted Dur' .g FY 1> 1-74

Job category	FY 1971 Total	FY 1971 Minority	FY 1971 Female	FY 1972 Total	FY 1972 Minority	FY 1972 Female	FY 1973 Total	FY 1973 Minority	FY 1973 Female	FY 1974 Total	FY 1974 Minority	FY 1974 Female
Professional:												
Support engineering	3.2	00	00	0	0		3.6	00 0	0	6.9	50.0	100.0
Scientific and engineering	3.8	9.7	9.3	0	0		5.5	16.7	0	1.1	0	3.0
Life science (note a)	0	0	0	0	0		0	0	0	0	0	0
Professional administrative	8.3	0	20.1	0	0		3.9	22.2	3.4	1.9	10.0	6.0
Nonprofessional:												
Wage board	21.6	33.3	0	0	0	0	4.9	0	0	0	0	0
Technical support	5.0	6.7	0	.1	0	0	1.2	15.4	0	0	0	0
Clerical and nonprofessional administrative	21.1	21.6	23.8	.3	0	3	2.0	5.7	3.0	0.3	2.8	0 4

[a]No minority or female employees in this job category.