

U.S. Congress // Congressional Record

UNITED STATES



OF AMERICA

Congressional Record

PROCEEDINGS AND DEBATES OF THE 93rd CONGRESS
SECOND SESSION

VOLUME 120—PART 19

JULY 23, 1974 TO JULY 30, 1974
(PAGES 24533 TO 25914)

General management: principles and practices.

Functional management: specialized areas such as personnel, financial, or logistics management.

Managerial analytical techniques: operations analysis, cost effectiveness, work study, etc.

The term *development* covers all education and training activities on and off the job and in formal and informal situations.

The *management of management development* means conscious planning and decision-making in regard to the education or training to be provided: who should receive what training, when, and at what cost.

The terms *executive* and *manager* are used, and confused in many contexts. Executive in popular usage has become an honorific label, regularly applied as a courtesy to anyone who is above the status of day laborer or file clerk. For our purposes, executive means an official who can make irreversible decisions in regard to the planning, programing, direction, and evaluation of a significant function. The term manager includes all those under an executive who have charge of but do not have irreversible authority for administration, continuity, advice, information, or assistance.

A staff management analyst or systems analyst must know a lot about management methods; however, he is not in an executive position. On the other hand, a branch head, who has complete charge of a function, may have real executive authority but be titled a manager.

There are three purposes of management development; promotion, updating, and innovation.

Promotion: The education or training is defined by the requirements of higher position. For example, an engineer seeking to be promoted to supervisory engineer wants to acquire the knowledges and skills of that position.

Updating: This includes development in knowledges and skills not previously required of the person in a billet. For example, an office changes its budget procedures and its managers have to be trained in the different methods.

Innovative: This is training that leads to the adoption of new concepts or wholly new programs in an organization. The following example shows the difference between updating and innovative training.

Updating: An activity installs a new automatic data processing (ADP) system. The managers who will use or cooperate with the system are given the necessary training.

Innovative: An activity trains its managers in ADP systems so that they will be able to advise the activity about the type of ADP equipment to install.

The training may overlap; innovative training in one activity will be updating or antiobsolescence training in another.

The methods of management development are shown in the accompanying chart. They are used in various combinations; seminars and workshops can be supplemented by readings, and on-the-job training can be enhanced by correspondence courses or after-hour courses.

Some people favor an immersion or drenching approach that takes the trainee completely away from his work. Others prefer an approach that enables the trainee to relate his training to his occupation as he goes along. Probably training to prepare people for promotion or to update them is best done by a mix of on- and off-the-job experiences; while training for innovative purposes must be done under specialized conditions.

As I said earlier, there are areas of management development that are of special relevance to Federal managers. I listed these five as deserving emphasis:

Government orientation: The more senior a manager is, the more he needs to know

how the whole of the Federal Government operates and how he must function within the total context of laws, regulations, policies, traditions, and practices of the legislative, executive, and judicial branches.

Agency orientation: He needs to know the missions, regulations, organizations, customs, traditions, and usages of the department or agency in which he serves. In one instance, it can mean knowing when to check with another activity before making a decision; in another instance it can mean knowing how to conduct oneself during a ceremony on board a Navy ship or at an Army base.

PPB and MBO: The civilian manager needs to know about the interrelationships—in practice as well as in the theory—among planning, programing and budgeting; about appropriations, authorizations, and allocations; and how his objectives are to be derived from and to be coordinated with the mission of his agency.

Analytical and quantitative methods: Many managers have had some training or experience that has included at least introductions to time-and-motion study, methods improvement, cost reduction, work simplification, or zero defects. For the foreseeable future, the emphasis for middle- and high-level managers will probably be on operations analysis, systems analysis, and the quantitative methods used in cost-effectiveness analyses.

Personal skills: At all levels the manager requires an understanding of and skill in applying the principles of human relations and leadership, values and ethics, communications and conference techniques, and public information responsibilities. A supervisor's skills are directed to the internal management of a section or branch; the high-level manager or executive must be able to make presentations to division chiefs and even departmental top managers, congressional committees, and national organizations.

METHODS OF MANAGEMENT DEVELOPMENT

Method, advantages, and disadvantages

On-the-job (instruction by superiors).
Realistic; has built-in motivation and application.

Press of work prevents training; qualified instructors not available; training limited to immediate needs.

Methods, advantages, and disadvantages

After-hours (university courses).
No interruption to work; trainee able to relate instruction to his work each day.
Courses not available locally; trainees not able to participate; or too fatigued.

Method, advantages, and disadvantages

Workshops, seminars, and institutes.
Combines lecture and application; promotes interchange among participants who help teach each other.

Removes people from job; costs of facilities and instructors; too short; not support actual requirements.

Method, advantages, and disadvantages

Classroom courses during working hours.
Full-time focus on what is to be learned; central use of instructors and facilities; degrees and certificates for motivation.

Requires separation from work; costs of instructors, facilities, travel are high.

Method, advantages, and disadvantages

Correspondence courses.
Professionally guided self-study at own pace; very low cost per student (after initial outlay).

Some individuals not able to learn, apply, or retain instructions; others unable to study on their own.

Method, advantages, and disadvantages

Programed and computer-assisted instruction.

Efficient, organized, individualized instruction at low cost per student (after high initial cost).

Management development courses not yet

available; high cost and difficulty of designing PI materials.

Method, advantages, and disadvantages

Self-study texts (reading).
Very low cost; student studies on own time at own pace.

Many people cannot learn from books; others cannot make practical applications of book knowledge.

RUNAWAY YOUTH

Mr. MONDALE. Mr. President, each year in this country, an estimated 1 million young people run away from home. From the accounts which appear in the media, we know all too well the dangers they can encounter when they have no one to turn to for help.

My Subcommittee on Children and Youth has had a continuing interest in this runaway problem, and in the role of youth-sponsored crisis services which provides help to runaways. I am pleased to learn that the Department of Health, Education, and Welfare is beginning to recognize the seriousness of this problem and take some steps to deal with it.

I am also gratified to learn of the existence of the National Youth Alternatives Project, which is trying to coordinate and further develop such services. A number of informative articles concerning runaways appear in the July issue of "Youth Alternatives," a publication of the project. I request unanimous consent that the following articles from this publication be printed in the RECORD: "National Institute of Mental Health Awards \$1.5 Million Funds"; "Executive Systems Corporation Receives Funds for Legal Rights Study and Regional Conferences on Runaway Youth"; "House of Representatives Acts on Runaway Youth and Juvenile Justice Bills"; and "Runaway House Handbook."

There being no objection, the articles were ordered to be printed in the RECORD, as follows:

NATIONAL INSTITUTE OF MENTAL HEALTH AWARDS \$1.5 MILLION RUNAWAY FUNDS

A total of thirty-two projects have been tentatively awarded \$1.5 million in runaway funds by the Department of Health, Education and Welfare (HEW). The contracts were awarded earlier this month by the Office of Special Mental Health Concerns, National Institute of Mental Health (NIMH). NIMH will release the names of the recipients and the amounts allocated on July 1, after receipt of additional data from the projects.

According to Florence Stover, Acting Director, Office of Special Mental Health Concerns, the contracts were awarded in three program areas. Eighteen contracts were awarded for demonstration programs, ten for training, and six for evaluation. (Two projects received contracts in two program areas.)

Each application was reviewed by one of three panels, corresponding to the three program areas. Serving on the panels were HEW representatives from the Office of Youth Development, the National Institute of Mental Health, and the National Institute on Drug Abuse, and also four non-governmental representatives selected by NIMH. They were Bill Treanor, Project Coordinator, National Youth Alternatives Project, and former Coordinator, D. C. Runaway House; Judy Lazarus of the Prince Georges County Health Department, Maryland, and a Board member of Second Mile Runaway House, Maryland; Marty Beyer, who has written extensively on

runaway services; and Rochelle Nevins, a former runaway and now a Board member of Youth Emergency Service, Missouri. Of those representatives either presently or formerly affiliated with runaway houses, none sat on panels where they reviewed proposals connected with their particular projects. Representation of runaways, ex-runaways, runaway center staff, and staff of youth advocacy projects on the review panel had been one of the requests of the Ad Hoc Coalition of Runaway Centers when it met with representatives from NIMH in March.

After reviewing applications, panel members forwarded their recommendations to another group consisting solely of NIMH staff members. This group made the final decisions about who would receive funds and how much each project would be allotted. "Every proposal approved by the panels was funded, although not always at the level requested," Ms. Stover told Youth Alternatives. "We also had to take into consideration assuring a good geographical distribution of projects," she added.

When questioned about the amount of funds received by each project, Ms. Stover said that every project received less than \$100,000. In March NIMH officials had said that they would try to keep the dollar amount within the \$15,000 to \$50,000 range, and the Ad Hoc Coalition of Runaway Centers had asked that no center receive more than \$37,500.

A total of 53 applications were received in the three program areas. Ms. Stover said that "given the time limitations and the complexity of the requirements, the applications were quite good." But several panel members did not agree. They told Youth Alternatives that some proposals were "vague," "insufficiently documented," and "unclear." One panel member noted that "the stronger the proposals, the more likely they were submitted by projects which had professional social workers involved in the writing and the weaker the proposals, the more likely they were submitted by newer projects with fewer credentialed workers."

Because of the difficulty of judging the merits of projects simply on the basis of the proposals they submit, NIMH staff member Jim Gordon suggested that, when time permits, project reviewers visit projects which have submitted proposals prior to making decisions about funding those projects.

EXECUTIVE SYSTEMS CORPORATION RECEIVES FUNDS FOR "LEGAL RIGHTS STUDY" AND "REGIONAL CONFERENCES ON RUNAWAY YOUTH"

Executive Systems Corporation (ESC), a management consultant firm in Washington, D.C., was awarded \$90,000 by the Office of Youth Development (OYD), HEW, this month for two programs related to runaways and runaway services, ESC Research Director Norman La Charite told Youth Alternatives.

A total of \$30,000 is to be used to conduct a study of the legal rights of runaways; the remaining \$60,000 is to be used for a series of conferences in the 10 HEW regions. Each conference will have 20-30 participants, including law enforcement officials, juvenile court judges, juvenile court intake personnel, and social service workers in public and private, traditional and alternative agencies. The purpose of the conferences will be to disseminate information on the nature and scope of the runaway problem and to sensitize conferees to the importance of diverting youth from the juvenile justice system to community-based programs.

ESC has done other consulting work for both the Washington office and the Philadelphia regional office of OYD. "It has been active in evaluating youth programs, although it has not been involved in setting up, delivering or evaluating any service programs specifically for runaway youth," Mr. La Charite said.

METRO HELP IS AWARDED "NATIONAL RUNAWAY HOTLINE"

OYD also awarded \$100,000 to Metro Help, a Chicago-based youth organization, for the establishment of a National Runaway Hotline. Metro Help already operates a local hotline. The national hotline will be in operation on a six-month demonstration basis. The purpose of the hotline will be to relay messages between runaways and their parents and to provide referrals for runaways to other sources of help.

HOUSE OF REPRESENTATIVES COMMITTEE ACTS ON "RUNAWAY YOUTH" AND "JUVENILE JUSTICE" BILLS

(By Ira Burnim, Legislative Coordinator, NYAP)

Two important pieces of legislation, the Juvenile Justice and Delinquency Prevention Act (H.R. 6265) and the Runaway Youth Act (H.R. 9298), were recommended for passage this month by a House of Representatives Committee. The bills must now be voted on by the full House.

The Juvenile Justice and Delinquency Prevention Act authorizes the establishment of a Juvenile Delinquency Prevention Administration in the Department of Health, Education, and Welfare (HEW) to develop comprehensive programs for the prevention and treatment of juvenile delinquency. The Runaway Youth Act authorizes the Secretary of HEW to make grants and to provide technical assistance to localities and nonprofit, private agencies to establish, strengthen, or fund existing or proposed runaway houses.

On June 6, both bills came up for their final hearing before the Subcommittee on Equal Opportunities of the House Committee on Education and Labor. The Subcommittee approved the substance of the bills and then in a move intended to increase the bills' chances for passage by the House, combined the bills into a new piece of legislation, H.R. 15276,¹ the Juvenile Delinquency Prevention Act of 1974. The Subcommittee unanimously recommended the new legislation to the full Committee on Education and Labor.

Several changes in language suggested by NYAP and other alternative youth projects were written into the new bill. In the section of the bill dealing with runaways, revisions were made to increase the size of grants from \$50,000 to \$75,000 and to modify the language requiring a runaway center to contact the young person's parents and local authorities. In the Juvenile Justice section of the bill, revisions were made to increase the share of funds for private nonprofit agencies.

On June 12, the full Committee on Education and Labor met to consider the bill. The Committee decided 28-1 to support it.

The chances that the House will vote favorably on H.R. 15276 seem good. The issue over which the most controversy is expected is whether there should be a new delinquency prevention administration in HEW to oversee the legislation. Rep. Albert Quie (R.-Minn.), ranking minority member of the Committee on Education and Labor, plans to mount an effort to amend the bill to locate responsibility for its administration in the Law Enforcement Assistance Administration (LEAA) rather than in HEW.

The House of Representatives is scheduled to vote on the Juvenile Delinquency Prevention Act Wednesday, June 26. Contact NYAP for the results of the vote.

RUNAWAY HOUSE HANDBOOK

In 1973 the Center for Studies of Child and Family Mental Health, National Institute of

¹ Copies of H.R. 15276 can be obtained by writing to the House Document Room, U.S. Capitol, Washington, D.C. 20515.

Mental Health (NIMH), Department of Health, Education, and Welfare (HEW), published the first edition of a Community Handbook Series entitled Runaway House Handbook. The handbook was reprinted by NIMH this year; however, in the second edition, the preface to the handbook was omitted. Written by Ruth Falk, a consultant to NIMH, the preface explains the rationale for publishing the handbook and the persons, in addition to Ms. Falk, who deserve credit for its preparation. Because we feel the preface is an important part of the handbook, Youth Alternatives is pleased to publish the following excerpts. The Runaway House Handbook and other handbooks in this series can be obtained by writing: NIMH, Center for Studies of Child and Family Mental Health, 5600 Fishers Lane, Rockville, Maryland 20852.

PREFACE

"This is the first in a series of 'how to' handbooks developed for the Section on Youth and Student Affairs of the Center for Studies of Child and Family Mental Health at the National Institute of Mental Health to help people in communities develop their own child and family services which meet their particular needs. These handbooks set a major precedent in that a majority of them will be developed by people who do not have traditional credentials. The series reflects the alternative service movement in which people are becoming self-reliant by developing skills to take care of themselves.

"In 1971 the Section on Youth and Student Affairs contracted with Bill Treanor, Coordinator, Special Approaches in Juvenile Assistance in Washington, D.C., to write a handbook on how to develop and run a youth initiated runaway house. The book was to include a history of SAJA's Runaway House and its other spinoff projects, as well as a documentation of the difficulties of other youth initiated projects in obtaining grant support. Runaway programs across the country were to be contrasted to traditional programs which were more abundantly funded but did not meet the needs of youth.

"The contract was let with three formal and informal purposes in mind.

"First, Dr. Edwin J. Nicols, Chief of the Center for Studies of Child and Family Mental Health, was committed to having the Center produce 'cookbooks' or 'how to' handbooks to help people in their communities develop their own child and family services which will meet their particular needs . . . Second, the contract was let to provide support for Runaway House in continuing its work and to provide the project with the energy and/or money to have one or two staff people serve as project writers. They would develop a program and grant application for the further development and support of the project . . . Third, the project was undertaken by the Section to aid in its advocacy efforts (within and outside NIMH), to obtain support for youth activities, and to develop a new funding mechanism and youth office responsive to the needs of youth. . . ."

"The high quality of this document should pave the way for other skilled groups in our communities who do not have traditional credentials to gain support from the Government. I have spent many, many hours talking with Dodie Butler, Joe Reiner, Jay Berlin, and Bill Treanor of Runaway House, Dan Murphy of the Washington Free Clinic, Judy Heimel of the Women's Counseling Center in Minneapolis, Carol and Floyd Turner, Charles Williams, David Falk, and Tom Linney about the problems and potentials of youth initiated projects, the needed services for youth, as well as the need for viable roles for youth to have impact on the institutions which directly affect their lives. As a result of these talks and the work developed here,

we have been able to convince key NIMH staff members of the important work that youth initiated programs are doing. Joe, Bill, Tom and Judy were particularly instrumental in developing the initial plans for a funding mechanism which would be responsive to the needs of these projects.

"The Government tends to fund established groups who have large budgets and can support a NIMH grant. Low budget projects do not have the flexibility in their budgets to afford the Federal funding, which places a burden on the recipient, who often must spend money which the project does not have until funds are received from the Government.

"Today NIMH has committed itself to the implementation of a new grant program to support youth activities. Plans to implement a youth office staffed by young people and a review committee composed of youth reviewers chosen primarily on the basis of their experience (and not their academic background) are being explored. In July 1972, a proposal for funding programs responsive to the needs of youth was developed with consultation from youth by the NIMH Intramural Committee on Youth Initiated Programs. The proposal was organized by the Section, with consultation from Dr. Sam Silverstein, to develop and support such a plan. (The Intramural Committee is composed of NIMH staff who are committed to supporting youth activities, but have found that they are unable to get youth grant applications through the ongoing funding procedures.)

"A pilot of the proposal developed by the Committee was successfully conducted by the Division of Mental Health Service Programs. Sixteen youth initiated projects were critiqued and reviewed by youth reviewers and presented to the standing review committee. Seven projects which were recommended for approval by the youth reviewers were approved and funded; a hotline, a women's counseling center, a free clinic, and a drop-in center were among the projects funded.

"Some aspects of the new grant programs, as proposed by the NIMH Intramural Committee on Youth Initiated Activities, would include an Ad Hoc Youth Review Committee which would:

(a) Review small scale (up to \$10,000) grant applications from youth initiated projects which have components of either research, service, or training or all three.

(b) Provide speed in processing and funding youth applications. Ninety days from date of submission of a grant application, an applicant will receive payment of funds if the application is approved.

(c) Provide a simplified grant application. "Many NIMH staff members have been involved in writing this report in conjunction with supporting the development and planning of a new NIMH funding mechanism for youth initiated activities. I am particularly grateful to Julie Phillips, Eliot Liebow, Lura Jackson, Sam Silverstein, Jane Lynch, Joy Schulerbrandt, Debbie Pridgen and Francis Gardner for their continued support and involvement."

RUTH B. FALK,

Consultant, Section on Youth and Student Affairs, Center for Studies of Child and Family Mental Health, National Institute of Mental Health 1972.

TRIBUTE TO AMERICAN BUSINESS

Mr. BROCK. Mr. President, I would like to draw attention to a recent statement by Thomas B. Adams, chairman of the board of Campbell-Ewald Co. of Detroit, Mich. Mr. Adams notes that American business feeds, equips and serves people better than any kindred institu-

tion in the world. I could not agree with that statement more.

Our present position in the world community is due in large measure to the people who make up the business community. Leadership, initiative, and hard work has given the United States an opportunity to have an impact on the world community.

Here at home American businessmen have had a very positive effect on the American life-style. It is time that we pointed out the positive aspects of American business.

I would like to ask unanimous consent that the statement by Thomas B. Adams be printed in the RECORD.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

IT'S TIME SOMEBODY GOOD-MOUTHED BUSINESS

Frankly, I have had my fill of writings and talks about what's wrong with American business.

I absorb. I judge. I act. Like other tuned-in businessmen, I do my best before criticism or after it. But I keep wondering when the other side of the coin will show up.

Not being able to find much on the subject of what's right with American business, I have decided to do this small piece on that very large subject.

Obviously, I hope to bring this admittedly imperfect and incomplete case to as many minds as I can here. But if its only reader is me, at least I'll have something to turn to when the steady beat of pessimism and negativism about business begins to wrench my perspective.

AND SO TO WORK

American business feeds, equips and serves people better than any kindred institution in the world.

The breadth, variety and amount of goods and services it has created in support of the American life-style are simply beyond comprehension.

The prices of those goods and services in relation to people's incomes are, despite inflation, the envy of the consumer world. For instance, the average American family spends 17% of its take-home pay for food. The average British family spends 30%. The average Russian family, 50%. A specific meal for a family of four costs the average American worker one hour's work. In West Germany, that meal costs two hours' work. In Italy, nearly five.

The U.S. has only 7% of the world's land area and only 6% of its production. But we account for one-third of the world's production of goods and services. Our national output, for example, is greater than Western Europe's and Japan's combined.

MORE PIECES OF THE ACTION

More people share in America's bounty than ever before. There are more people employed in America than ever. There are more individual shareholders in corporations than ever—32 million compared with about 6 million in 1952. Since then, savings accounts have increased in number by over 40 million, and the dollar volume of the accounts has gone up almost 200 billion.

There are more people—about 80%—in the middle class than ever. And today, 64% of all dwellings in the U.S. are occupied by the people who own them.

TWO TRILLION DOLLARS, HERE WE COME

Despite all business-sector imperfections, those are massive achievements. Yet I can see no reason why the achievements of the future won't dwarf them. It took approximately 200 years for us to reach our first

trillion-dollar economy. And it should take only about 15 more to reach our second.

THE ABOMINABLE BUSINESSMAN HAS LEFT HIS TRACKS, DAMN HIM

To be sure, there have been documented cases of ruthlessness, chicanery and other abominations in the business community. There also have been unsung cases of dumbness, greed and impeccable mediocrity, I am sure. Even though those cases have been the few and not the many, a fuzzy image of businessmen as some kind of necessary evil lives on in many people's minds.

I agree that businessmen have made glaring errors. And I think that's because we are imperfect human beings. But I am convinced that business has faced up to its errors—and is facing up to them and doing something about them.

THEY'RE GOOD PEOPLE, AND THEY CARE

For 30 years as an advertising man, I have been a part of the business community; I have known its people on all levels, in big business and small. When I think of them, words like *intelligent, imaginative, and well-rounded* come to mind. Words like *involved, conscientious, responsible* and *responsive* follow. (Yes, on occasion a less charitable word will come up but, happily, that is the rare exception.)

I am a witness to those business people working hard for today and tomorrow. Not just for themselves, but also for the people they are ultimately responsible to—our quarreling, groping, sprawling, multi-talented assembly of over 200 million highly opinionated individuals who have come so far and have yet so far to go.

OPTIMISM THAT MAKES SENSE

As you can see, I'm not an all's-well-with-the-business-world kind of human being.

But it's clear to me that there is enormously more to be happy and optimistic about than there is to be unhappy and pessimistic about.

If you didn't already hold that view, I invite you to share it with me—beginning right now.

THOMAS B. ADAMS,
Campbell-Ewald Co., Detroit.

FOOD RESERVE DEBATE

Mr. HUMPHREY. Mr. President, I would like to point out to my Senate colleagues an article that appeared in the July issue of *Farm Profit*, entitled "Do You Want a Government Grain Reserve?" It poses a basic question being raised by grain farmers, livestock producers and urban consumers. Mr. Wiebel's article attempts to show both my and the administration's view on grain reserves.

Secretary Butz's thinking is that we have the capability to adjust production if importing countries share with us their projected needs. Reserves needed to meet emergencies should be held by importing countries, farmers and the trade.

He states:

From the standpoint of the farmer, food reserves can never be perfectly isolated from the market. Buyers know they are there, and it is grossly unfair to expect farmers to produce in excess of projected annual requirements and then be penalized by the depressed prices which government stocks would produce.

My reserve legislation is supported by Walter Goepfinger of the National Corn Growers and Robert Lewis of the National Farmers Union.