CIVIL SERVICE REFORM

AN ANNOTATED BIBLIOGRAPHY

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INTRODUCTION

The articles in this bibliography were gleaned from the holdings of the U.S. General Accounting Office Library and from searches on the topic conducted through the use of the computerized data bases, Lockheed's DIALOG and the U.S. Library of Congress's SCORPIO system. The compilation covers the period from January 1979 through December 1982 and is arranged by topic. The majority of articles encompass all sections of the act and do not fit in any specific category. With a few exceptions newspaper articles are not included.

The Civil Service Reform Act of 1978 (CSRA), signed into law October 13, 1978, launched the most comprehensive changes in the Federal civil service since the Pendleton Act of 1883 which created the U.S. Civil Service Commission (CSC). These changes mandated a complete alteration of Federal personnel management, including overall organization, delegation of authority, performance appraisal, executive development and management, and pay systems for managers and supervisors.

Complementing CSRA, Congress approved a Reorganization Plan (1978) which eliminated the Civil Service Commission and divided its functions between the Office of Personnel Management (OPM) and an independent new Merit Systems Protection Board (MSPB). Within the MSPB there is an independent Special Counsel who has the power to investigate the charges of prohibited personnel practices, including reprisals against whistleblowers. At the same time, the Federal Labor Relations Authority (FLRA) was created, an independent agency which oversees the creation of bargaining units and supervises and adjudicates labor-management disputes in Federal agencies.

Delegation of authority, mandated by the CSRA, gives much wider latitude to agency heads in creating internal procedures and the responsibility for proper management of those procedures.

Federal agencies are mandated to develop and implement systematic procedures for employee evaluation.

The Senior Executive Service (SES) affects positions that were formerly GS-16 and GS-18 and Executive Levels IV and V. Rank in person rather than rank in position increases the number of positions they may occupy without changing grade or pay.

The pay system for supervisors and managers (GS-13 to GS-15) was changed. All the money normally paid out for within-grade (almost automatic) and quality step increases is pooled, creating a fund for pay raises based on performance.

These changes have generated much discussion of both the benefits and the disadvantages of the new system. Following are some observations on those differing views.

There is belief that the delegation of authority concerning personnel management to agency heads is beneficial in that the agency head has a more precise definition of what should be accomplished in personnel management in his department. Another belief is that the agency head is delegated too much authority and can use it to his political advantage.

Concern has been raised about the time frame given to agencies to establish their performance appraisal systems and to test them before implementation, that supervisors do not know enough about what their subordinates actually do in order to evaluate them and that the performance appraisal is an action which may result in charges of discrimination.

It has been charged that the legislation on the Senior Executive Service (SES) program is too general in terms of operations and that it will result in great dependence of the SES have greater opportunity for advancement.

Merit pay for supervisors and managers has been one of the most controversial personnel issues. The competitiveness generated by the system is seen by some critics to cause a decline in teamwork. On the other hand, some see the increased competitiveness as an advantage and believe there is new incentive and stimulus for supervisory and management improvement.

Arguments abound concerning the mandated Office of Inspector General in the executive agencies and the whistleblower, who provides information concerning internal waste, fraud and abuse. Many of the arguments center around protection of the whistleblower from reprisal, dismissal or demotion.

The Civil Service Reform Act is still in its infancy. As with any new concept and, especially one with such sweeping changes in personnel management in the Federal government, there will continue to be arguments pro and con on all areas of the act for a long time.

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mitting a draft of proposed legislation to reform the civil service
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showing changes in existing law proposed by the bill.
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before ... on S. 2640, S. 2707, and S. 2830, Apr. 6, 7, 10, 12,
13, 19, 20, 27, May 3, 4, 5 and 9, 1978.
House reports:
No. 95-1403 accompanying H.R. 11280 (Committee on Post Office and
Civil Service) and No. 95-1717 (Committee of Conference)
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No. 95-969 accompanying S. 2640 (Committee on Governmental Affairs)
and No. 95-1272 (Committee of Conference)
Cong. Rec., Vol. 124, 1978.
Aug. 11, H.R.11280 considered in House.
Aug. 24, considered and passed Senate.
Sept. 7, 11, 13, H.R. 11280 considered and passed House; proceedings
vacated and S. 2640, amended, passed in lieu.
Oct. 4, Senate agreed to conference report.
Oct. 5, 6, House agreed to conference report; receded from amendment.
Weekly Compilation of Presidential Documents, Vol. 41, 1978:
Mar. 2, Remarks announcing the administration's proposals to the
Congress. Message to the Congress. Aug. 3, Remarks and a
question-and-answer session at a roundtable discussion.
Oct. 13, Remarks at the bill signing ceremony. Statement on signing
S. 2640 into law.
Nov. 8, Memorandum for Heads of Departments and Agencies.

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CIVIL SERVICE REFORM – GENERAL

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Ban, Carolyn, Edie N. Goldenberg and Toni Marzotto. "Firing the Unproductive Employee: Will Civil Service Reform Make a Difference?" <u>Review of Public Personnel Administration</u>, 2, No. 2 (Spring 1982), 87-100.

Describes the background and logic of changes in the civil service reform intended to facilitate the firing of consistently unproductive employees. Reviews the status of their implementation, and offers preliminary evidence on their consequences for personnel management in the Federal government.

Beckman, Norman and William Chadwick. "Making Personnel Administration Relevant to Management." <u>National Civil Review</u>, 9, No. 5 (May 1980), 258-266.

States that the Federal government is, through the 1978 Civil Service Reform Act, linking management and program performance to the personnel process. Thirty states and a comparable number of local governments have also made important changes. Outlines the common reform themes and presents some examples from recent Federal, State and local initiatives that contribute to policy and program management.

Bellone, Carl J. "Structural vs. Behavioral Change: The Civil Service Reform Act of 1978." <u>Review of Public Personnel Administration</u>, 2, No. 2 (Spring 1982), 59-67.

Examines four major assumptions about what was wrong with prereform personnel management that lead to the Civil Service Reform Act (CSRA) and the structural changes initiated by the CSRA to correct these deficiencies. Concludes that without a behaviorally-oriented change strategy, these structural reforms are not likely to lead to a lasting behavioral change. This failure will result in the law failing short of its goals.

Bilmes, Linda. "The Civil Service Is Born Again." <u>Harvard Political Review</u>, 7 (Winter 1979), 10, 12-14.

Briefly traces the history of civil service system focusing on the impact of the Civil Service Reform Act of 1978, the first reform of the civil service in nearly a century. Believes the act promotes merit and management, achieves flexibility in management, and provides for good performance.

Boyd, Kenneth A. "An Approach to Management Decentralization in the Federal Government." <u>The Bureaucrat</u>, 8, No. 3 (Fall 1979), 42-46.

A study of decentralization of Federal Government functions, mandated by the CSRA and projected for completion in 1979 by the OMB, is criticized here for its failure to address the need for functional decentralization through the delegation of management authority to line managers. Arguing that resources are presently controlled by those without managerial responsibility, without adequate control over staff numbers, promotions, grades, procurement, etc. The author proposes a unitary control ceiling on such expenditures which could free government managers to focus more on organizational goals.

Bozeman, Barry. "A Behavioral Sciences Interpretation of the Civil Service
   Reform Act." Midwest Review of Public Administration, 13, No. 3
(Sept. 1979), 184-193.

   Contends that there is a body of theory grounded in empirical research
that can be used in assessing the behavioral assumptions of the Act. Focuses
on the assumption that monetary rewards are significant motivators.

"Bureaucrats on Notice: Shape Up or Else." U.S. News and World Report,
No. 85, 23 Oct. 1978, pp. 36-37.

   A broad, quick review of the history, rationale for, opposition to, and
anticipated effects of the recently enacted civil service legislation. Cash
bonuses based on merit, the institution of the Senior Executive Service, and
the new basis for evaluating job performance and granting or denying pay
raises, are among the reforms which distinguish the new from the old civil
service system.

Campbell, Alan K. "Civil Service Reform: A New Commitment." Public Adminis-
   tration Review, 38, No. 3 (Mar.-Apr. 1978), 99-103.

   Discusses the need for the civil service reform and considers how aspects
of Carter's civil service reform proposal will meet this need. A balance must
be struck between the freedom necessary to serve the public's needs and the
oversight required to protect the system's integrity. The President's Reorga-
nization Plan and the Civil Service Reform Act strike the appropriate and
necessary balance.

Campbell, Alan K. "Civil Service Reform - A Report on the First Year."
   Washington, D.C., U.S. Office of Personnel Management, 1980.

   Assesses the impact of the Civil Service Reform Act of 1978 and changes
implemented in the civil service.

Campbell, Alan K. "Efficient Government: Political Rhetoric or Realistic
   Possibility." Vital Speeches of the Day, 1 Feb. 1978, pp. 229-232.

   Arguing that low productivity is at the root of current economic contra-
dictions (inflation and recession), Alan Campbell, Director of the OPM, cites
the taxpayers' call for more effective government as a challenge to manage
human resources more efficiently. The CSRA responds to these needs by adding
managerial flexibility in rewarding and disciplining performance while pro-
tecting whistleblowers and collective bargaining rights. Campbell also calls
for increased coordination between personnel officers and management.

Campbell, Alan K. and John Macy "Reflections on Reform." Civil Service
   Journal, 19, No. 2 (April-June 1979), 3-17.

   In this edited transcript, Alan Campbell and John Macy, Jr. of the newly
created Office of Personnel Management, discuss civil service reform and its
implications for public administrators.

Campbell, Alan, K. "Running Out of Esteem?" Civil Service Journal, 18, No. 3
    (Jan.-Mar. 1978), 4-10.

    Discusses what the commission has been doing to change the negative
public attitudes about Federal employees and the civil service system which,
he notes, are counterproductive in that such attitudes discourage potential
applicants and lower civil service morale. Discusses reform efforts and
reorganization which Mr. Campbell believes to be essential.

Campbell, Alan K. "Why the Civil Service Doesn't Work." Taxing and Spending,
    1 (Oct.-Nov. 1978), 33-36.

    Reviews the procedure from which recommendations were developed for civil
service reform, concentrating on the need to release managers from restrictive
personnel practices and pay schedules. Descriptions of the provisions of the
CSRA follow, which outline the function of the OPM, MSPB, AND FLRA, and pre-
sent some of the arguments in support of and opposition to the legislative
package.

"Campbell Reflects on Reform Process." Public Administration Times, 2, No. 2
    (Jan 15, 1979), 1, 3-4, 8.

    In this discussion with former OPM chairman John Macy, Alan Campbell
traces the sources of support for the CSRA from the president and cabinet to
the media and AFGE. The timing and process of developing the legislation were
critical to its passage. Campbell and Macy compare the CSRA with earlier
agency reorganizations and point out the significance of OPM's systematic
decentralization of personnel authority to the agencies.

"Civil Service Reform." Good Government, Special Issue, 1 (1978).

    This special issue gives high praise to Carter's Civil Service Reform Act
as a legislative victory, offers analysis and criticism of each part of the
reform package, and assesses the civil service reorganization within the con-
text of other reorganization initiatives and accomplishments of the Carter
administration.

Committee for Economic Development. Revitalizing the Federal Personnel
    System. Washington, D.C.: GPO, 1978.

    Sets forth goals for shaping a Federal personnel system that is more in
tune with today's needs for improved management of the public sector. These
goals include restoring managerial authority and responsibility for personnel
to department and agency heads, enhancing performance, creating a Federal
career executive service, and reorganizing the personnel functions of the
executive branch.

Dean, Alan L. "Personnel Management Project: A Comprehensive Approach to
    Civil Service Reform." The Bureaucrat, 7, No. 2 (Summer 1978), 2-16; and
7, No, 3 (Fall 1978), 2-22.

    Addresses, in a two-part series, "those aspects of the PMP of greatest
potential significance and probable impact on public administration."
Content--Personnel management project, by A. Dean.--What the administration
wanted, by J. Sugarman.--Organizing reorganization, by Dwight Ink and T.
Murphy.--Organization for Federal personnel management, by W. Held,--Federal
Government labor-management relations, by C. Newland.--The Senior Executive
Service, by S. Greenberg.

Dempsey, John R. "Carter Reorganization: A Midterm Appraisal." Public Admin-
    istration Review, 39, No. 1 (Jan.-Feb. 1978), 74-78.

    Evaluates the three aspects of reorganization efforts which, simply
stated are agency reorganization, conversion of federal executive budgeting to
a zero-base format, and civil service reform.

Downing, Paul M. "The Minority Recruitment Program Mandated by Section 310 of
    the Civil Service Reform Act of 1978; An Analysis of the Concept of
Underrepresentation of Minority Persons and Women in Federal Government."
Washington, D.C.: U.S. Library of Congress, Congressional Research Service,
1979.

    Compares the concept of underrepresentation of minority groups and women
in the Federal civil service, with the concept of under-utilization as a cri-
terion of affirmative action. Describes the special recruitment program
mandated by the Civil Service Reform Act of 1978 designed to achieve represen-
tation of these groups.

Fialka, John J. "Civil Service Reform." Washington Star, 29 Oct. 1978, Sec.
    A, pp. 3,6: 30 Oct. 1978 Sec. A., p. 3.

    Two articles briefly discuss the Ocean City, Maryland symposium on civil
service reform, the management aspects of that proposal and new responsibili-
ties placed upon Federal managers by the reform legislation.

Foster, Gregory D. "The 1978 Civil Service Reform Act: Post-Mortem or
    Rebirth?" Public Administration Review , 39, No. 1 (Jan.-Feb. 1979),
78-86.

    Reviews three key aspects of the enacted reforms--merit principals, the
Senior Executive Service as an entity, and veterans' preference. Assesses
each with respect to its impact on equal employment opportunity (EEO) and
labormanagement relations.

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BEST DOCUMENT AVAILABLE

Friss, Lois. "Equal Pay for Comparable Work: Stimulus for Future Civil
     Service Reform." Review of Public Personnel Management, 2, No. 3 (Summer
1982), 37-48.

     Asserts that the equal pay for work of comparable value movement forces
reexamination not only of the processes of the merit system but also its out-
come. This study identifies key issues in equal pay for comparable work,
potential civil service reforms, contextual dilemmas in implementation of
change, and benchmarks against which progress might be gauged.

Hanley, James M. "Classification and Compensation Reform." Classifiers
     Column, 11, no. 2 (Feb. 1980), 9-12.

     Rep. Hanley recounts the politicking and "decisional processes" that went
into passing the CSRA; critical to its passage were compromises made with
organized labor. Hanley questions the speed with which the CSRA was passed
and recommends a slower process for compensation reform legislation.

Haveman, Joel. "Will the Players Accept Carter's Rules for the Federal
     Personnel Game?" National Journal, 29 Oct. 1977, pp. 1676-1678.

     The Carter administration's drive toward civil service reform began with
studies by task forces of experts inside and outside government. Their recom-
mendations, given here, emphasize increasing management flexibility, especially
in hiring, firing, and rewarding personnel. The reactions of Federal employee
unions to these suggestions and also regarding the scope of collective bargain-
gaining for Federal employees are also covered.

Held, Walter G. "Organization for Federal Personnel Management." The
     Bureaucrat, 7, No. 3 (Fall 1978), 2-7.

     Notes that organization change or reorganization will not of itself
necessarily assure improvement. Alleviation of current problems and improved
personnel management can be achieved by taking, as a minimum, the following
actions: (1) abolishing the Civil Service Commission and establishing an
Office of Personnel Management; (2) creating a Merit Protection Board; (3)
elevating the personnel directors of departments and agencies to an organiza-
tional status commensurate with their role as key management staff officers;
(4) providing the General Accounting Office with an increased management audit
role over the personnel management system of the executive branch; (5) decen-
tralizing the personnel management functions in the executive branch to the
maximum extent feasible; and (6) determining the degree to which currently
"excepted services" should retain their present status or be incorporated into
the competitive service.

Herbers, John. "Washington: An Insider's Game." New York Times Magazine 22
     Apr. 1979, pp. 33, 84.

     In this look at Washington and Federal government, the CSRA is described
as "a series of compromises" that still leave intact characteristics of the
Washington bureaucracy most resistant to reform. Accountability and efficiency
in government are nearly impossible to achieve with the prevalence of interest
groups, regulatory agencies, grants-in-aid programs, consultants, and
revolving-door career patterns. Solutions may lie in reform legislation (i.e.,
sunset laws), in stronger, disciplined political parties, or in decentralizing
and scaling down the Federal role.

BEST DOCUMENT AVAILABLE

Howard, Lawrence C. "Civil Service Reform: A Minority and Women's Perspective." Public Administration Review, 38, No. 4 (July-Aug. 1978), 305-309.

Argues that S. 2640, the Civil Service Reform Act, as proposed, does not meet the needs of minorities and women in the Federal sector. Asserts that only by expanding opportunities for all people of talent can the Federal government become more productive and more responsive. Responsibilities to minority opportunities and productivity cannot be separated.

"Improving Management Through Reorganization." Civil Service Journal, 18, No. 2 (Oct.-Dec. 1977), 1-9.

Interview with several top Federal personnel managers on the proposed civil service reform and how this reorganization plan differs from those proposed by other administrations. Questions were asked of CSC Chairman Alan K. Campbell, Ersa H. Poston, CSC Commissioner, OMB Associate Director Wayne Granquist, and Dwight Ink, executive director of the Project staff.

Isbell, Florence. "Carter's Civil Service Reform: 35 Percent Ifs, Buts & Maybes." Civil Liberties Review, 5, (May-June 1978), 6-15.

Assesses the proposed civil service reform program in terms of its impact on civil liberties. "The most important civil liberties reform contained in the package is the separation of managerial and adjudicatory functions within the civil service bureaucracy."

Knudsen, Steven, Larry Jakus, and Maida Metz. "The Civil Service Reform Act of 1978." Public Personnel Management, 8 No. 3 (May-June 1979), 170-181.

They believe that passage of the Civil Service Reform Act of 1976 can be attributed primarily to the task force process by which the reforms were developed. As the reforms are implemented, service and effectiveness are expected to improve, which should result in a renewed sense of faith in bureaucracy by the public and the managers themselves.

Kramer, Kenneth W. "Seeds of Success and Failure: Policy Development and Implementation of the 1978 Civil Service Reform Act." Review of Public Personnel Administration, 2, No. 2 (Spring 1982), 5-20.

Examines three sets of questions in exploring the nature and potential for success of the Civil Service Reform Act: (1) What environmental and other factors led to the enactment of this legislation? (2) How did these factors affect the nature of the legislation passed? (3) What effect will these factors and the nature of the legislation itself have upon the implementation of the civil service reforms?

Lynn, Naomi and Richard E. Vaden. "Bureaucratic Response to Civil Service Reform." Public Administration Review, 39, No. 4 (July-Aug. 1979), 333-343.

Investigate the attitudes of top level executives toward the reform measures. Responses were analyzed from questionnaires received from 1207 career Federal executives at the GS 15-18 levels. The authors conclude that there was not a great mandate of support for the proposal to overhaul the civil service system, but the lack of support is not high enough to preordain it to failure.

Lynn, Naomi B. and Richard E. Vaden. "Federal Executives' Initial Reactions to Change." Administration & Society, 12, No. 1 (May 1980), 101-120.

Analysis of 660 answers to an open-ended questionnaire revealed supergrade Federal executives' concerns about proposed Civil Service Reform legislation in 1978. Fear that the reforms would lead to a politicization of the civil service was expressed; other concerns were affirmative action in the higher grades, bureaucratic image, pay ceilings, unions, performance evaluation, and bonuses. The study correlated these with age, education, and grade, and whether the respondents reported to a career, non-career, or military executive, or worked in Washington, D.C., or in the field.

McCleanahen, John S. "Putting 'Human Thought' into the Government." Industry Week, No. 199 16. Oct 1978, pp. 39, 43, 48.

Alan Campbell, then chairman of the U.S. Civil Service Commission, outlined for Industry Week the initial and long-run effects of proposed civil service reforms on efficiency and productivity; he also differentiated the effect of these reforms on civil servants at various levels of the bureaucracy. Despite the size of the workforce and the tension between political appointees and career civil servants, Campbell was optimistic that the net short-term effect of the CSRA would be increased flexibility in approaches to personnel management in government.

Marshall, Eliot. "Barely Civil." The New Republic , 140 (April 22, 1978), 12-14.

Cites the opposition to the Civil Service Reform Act of 1978 by the war veterans because it would reduce "veterans' preference" in Federal hiring. In particular, they do not like the proposal to trim the preference so that it would be given only for 10 years after a veteran leaves the service.

Moser, John O. "Management Implications of the Civil Service Reform Act (CSRA)." Washington, D.C.: U.S. Army Engineer Studies Center, Corps of Engineers, 1979. 29p.

Identifies major new provisions of the Civil Service Reform Act and discusses the rationale for these reforms and the way these will work both at the agency level and at OPM. Decentralization of personnel management responsibilities and use of relationships between employees, supervisors, and managers, and organizational objectives, are two major themes of the CSRA. Specific recommendations for implementation of the CSRA at the Army Corps of Engineers conclude this brief monograph.

Munchus, George III. "Some Significant First-Year Decisions Issued by the Merit Systems Protections Board." Journal of Collective Negotiations, 11, No. 1 (1982), 47-50.

Reviews and discusses 5 decisions of the Merit Systems Protection Board during its first year of full operation. The decisions concern Hatch Act violations, veteran preference points, whistleblower protection, proof of substantial evidence, and the performance appraisal system.

Nigro, Felix A. "The Politics of Civil Service Reform." Southern Review of
    Public Administration, 3 (Sept. 1979), 196-239.

Focuses on the political aspects of Carter's proposals and on the strategy
followed to deal with the opposition and to obtain passage of the legislation.
The Civil Service Reform Act of 1978 correctly has been referred to as a comp-
licated piece of legislation. For those with a special interest in personnel
administration, it is essential reading in all its detail.

Reed, Leonard. "Bureaucrats 2, Presidents 0." Harper's, 265, No. 1590
    Nov. 1982), 18-22.

Believes that the Civil Service Reform Act did not change much in the
Federal bureaucracy. Cites specific areas such as whistleblowers, the Senior
Executive Service, firing of employees for incompetence, the Special Counsel's
office, etc. Asserts that President Reagan's contribution to reform of the
bureaucracy has been the "RIF" - reduction in force.

"Reforming the Civil Service From the Inside". National Journal, 29 Oct.
1977, pp. 1679-1682.

Reviews the process by which civil service reform proposals were developed
in light of various criticisms and discusses key proposals of the Federal Per-
sonnel Management Project on collective bargaining, staffing and salary
(including veterans' preference and "total comparability" of wages and benefits
with the private sector); also describes the concept of SES as it was evolving
through the FPMP proposals.

Rosen, Bernard. "Merit and the President's Plan for Changing the Civil Service
    System." Public Administration Review, 38, No. 4 (July-Aug. 1978),
301-304.

Points out four major defects in the administration's proposals for chang-
ing the Federal personnel system that need to be corrected to avoid undermining
the impartiality and effectiveness of the civil service. The most serious is
the possibility for manipulating the civil service for personal policy would be
made by an administrator serving at the pleasure of the president, instead of a
bi-partisan body. Merit will be seriously endangered if one individual holds
the unique power of making personnel policy for a Federal civil service with
more than two million employees.

Rosenbloom, David H. "Public Personnel Policy in a Political Environment: An
    Overview." Policy Studies Journal, 9, No. 3 (Winter 1980), 448-454.

"Although frequently treated as apolitical by social scientists and prac-
titioners, public personnel administration has always been infused with politi-
cal considerations. However, this policy realm is characterized by a number of
competing values espoused by different governmental institutions and private
groups." States that although the civil service reforms of 1978 created more
coherent personnel policy and greater clarity, among the competing interests
and participants, the political environment of public personnel administration
remains complex and legitimately raises the issue of whether it is possible for
public managers to manage effectively.

12

Sugarman, Jule M. "Civil Service Reform: Authority With Accountability."
Management Review, 68, No. 4 (April 1979), 29-31.

Deputy Director of OPM Jule Sugarman identifies the themes and major
programs of the CSRA and the new philosophy of the OPM as articulated by
Director Alan Campbell. The delegation of personnel authority to agencies,
regions, and districts, and strong leaderships at OPM by professional managers
are the major features of this philosophy.

Sundquist, James L. The Crisis of Competence in Government. In Setting
National Priorities; Agenda for the 1980's, pp. 531-563. Washington,
D.C.: Brookings Institution, 1979.

Analyzes at length the nature and justification for failing public confi-
dence in the Federal Government, focusing on the inability of either the Con-
gress, the President, or the political parties to formulate or execute inte-
grated national policies and programs. The CSRA and the SES could be turning
points in the evolution of professional, politically neutral, permanent civil
service, providing badly needed continuity, especially at upper-executive
levels.

Underberg, Mark A. and Bernard Rosen. "Backgrounder on Civil Service Reform".
The House Wednesday Group, 10 May 1978.

After reviewing the history of civil service reform and citing current
lack of public confidence in the Federal bureaucracy, this article describes
the second Carter reorganization plan, and assesses the reform package's pros
and cons. Concludes with comments by former Executive Director of the Civil
Service Commission, Bernard Rosen, who questions the planned elimination of
certain checks and controls on management.

U.S. Civil Service Commission. Introducing the Civil Service Reform Act.
Washington, D.C.,: GPO, 1978.

Partial contents.—Merit system principles and prohibited personnel
practices.—The new organization for personnel management.—New performance
appraisal systems.—New procedures for adverse actions and appeals.—Special
Counsel protections.—Grade and pay retention.—Veterans' preference and
benefits.—Changes in Federal labor relations.—Trial period for new managers
and supervisors.—Merit pay for managers and supervisors.—Senior Executive
Service.

U.S. Civil Service Commission. Launching Civil Service Reform; Summary Report
of the Program Development Conference. Washington, D.C.: GPO, 1978.

Summary report of the Program Development Conference held at Ocean City,
Maryland, October 22-25, 1978. The conference was held to gain the advice and
recommendations of Federal executives and managers, military commanders and
personnel officials on implementing the major features of civil service reform.
It was also designed to forge a new partnership among agency managers, person-
nelists, and the staff of the president's central agency for personnel
management—the Office of Personnel Management.

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BEST DOCUMENT AVAILABLE

U.S. Merit Systems Protection Board. "First Annual Report." Washington, D.C., 1980.

  Reviews the activities of the Merit Systems Protection Board for the year of 1979; discusses relationships with the Office of Personnel Management, Federal Labor Relations Authority and Equal Employment Opportunity Commission.

Vaughn, Robert C. "The Opinions of the Merit Systems Protection Board: A Study in Administrative Adjudication." Administrative Law Review, 34, No. 1 (Winter 1982), 25-58.

  The opinions of the Merit Systems Protection Board reflect the problems it confronted in establishing an administrative adjudicatory process. The experiences of the Board provide insights into the successful operation of an administrative process of formal adjudication. Lists five factors important to successful operation: (1) Development and articulation of a view of the adjudicatory responsibilities of an agency. (2) An understanding of what is necessary to implement a formal adjudicatory process. (3) Willingness to recognize the particular aspects of administrative adjudication generally and of the Board's adjudication specifically. (4) The quality of staff available to the administrative agency. (5) The amenability of the subject matter of administrative adjudication to formal adjudication.

Zippo, Mary. "Addressing the Needs of Uncle Sam's Workforce." Personnel, 57, No. 3 (May-June 1980), 45-46.

  The Civil Service Reform Act of 1978 introduced far-reaching changes in Federal personnel management. As part of a five-year evaluation of the impact of these changes the Office of Personnel Management undertook, in May 1979 (before implementation of the Act), its first systematic attitude survey of 20,000 employees nationwide. Results will be compared with those of future surveys over the next five years to determine and measure attitude change resulting from reform of the Federal civil service. Preliminary results indicate that Federal employees share many of the attitudes and concerns of employees of the private sector.

AFFIRMATIVE ACTION – FEDERAL EQUAL OPPORTUNITY RECRUITMENT PROGRAM

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Downing, Paul M. "A New Goal of Affirmative Action: Percentage Parity Between Minority and Women Employees in the Federal Workforce and in the Civilian Labor Force." Washington, D.C., U.S. Library of Congress. Congressional Research Service, 1981.

Describes the special recruitment program mandated by the Civil Service Reform Act of 1978, designed to achieve a representation of minority groups and women in the Federal civil service. Analyzes the impact of Federal entrance examination and veterans' preference, relative to attaining this goal and raises the question of possible alteration of selection procedures as a means of achieving representation.

Sugarman, Jule M. (Statement before the Subcommittee on Civil Service of the House Post Office and Civil Service Committee, U.S. House of Representatives, June 10, 1980).

Discusses the development of the Federal Equal Opportunity Recruitment Program (FEORP) and other civil service reform initiatives, established by the Civil Service Reform Act of 1978.

U.S. Office of Personnel Management. "Federal Equal Opportunity Recruitment Program: Annual Report on Implementation."Washington, D.C., 1980.
Zashin, Elliot M. "Affirmative Action and Federal Personnel Systems. Public Policy, 28, No. 3 (Summer 1980), 351-380).

States that it is premature to evaluate the impact of the reforms for achieving a more representative Federal workforce that become Federal policy through the passage of the Civil Service Reform Act and by executive order. However, by analyzing the impact of the existing personnel systems on affirmative action objectives, one may develop a basis for assessing the reform prospects. Concludes that the prospects for achieving a more representative Federal workforce are not greatly improved by the reforms.

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COLLECTIVE BARGAINING - U.S. FEDERAL LABOR RELATIONS AUTHORITY

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Capio, Ralph J. "The Scope of Bargaining Under the Civil Service Reform Act of 1978." Air Force Law Review, 20, No. 4 (1978), 493-500.

Conflict between negotiated (collective) Federal employee rights and statutory (individual) rights of employees was targeted by President Carter's Personnel Management Project, charged with developing recommendations for civil service reform. These recommendations, outlined in this article, resulted in increased scope of the collective bargaining grievance and arbitration system, except in those areas deemed too "crucial and sensitive" to be reviewed by private arbitrators.

Coleman, Charles J. "The Civil Service Reform Act of 1978: Its Meaning and Its Roots." Labor Law Journal, 31, No. 4 (April 1980), 200-207.

Compares provisions of the CSRA with private sector and earlier public sector Federal labor laws (the Labor Management Relations Act of 1947, and Executive Orders 10988 and 11494), in regards to basic employee and union rights, administrative and legal safeguards, and collective bargaining rights and procedures. Concludes that excessive statutory restrictions on collective bargaining under the CSRA not only follow the conservative pattern of previous Federal law, but, because they are established by the Congress rather than by executive order, they will be harder to change.

Feren, Dena B. "Union Perspectives on the Civil Service Reform Act of 1978." Journal of Collective Negotiations, 11, No. 2 (1982), 119-129.

Presents an account of the issues under the Civil Service Reform Act of 1978 for which labor leaders argued and summarizes what was gained and what was lost from the union perspective. Believes that the two greatest disappointments were the loss of pretermination hearings and the inability to obtain representational feeds from nonmembers.

Fraizer, Henry B., III. "Labor-management Relations in the Federal Government." Labor Law Journal, 30, No. 3 (March 1979), 131-138.

Explores, as a member of the newly created Federal Labor Relations Authority, its responsibilities under the Civil Service Reform Act of 1978, the provisions for judicial review, and the grievance provisions of the act. Believes, from third party perspective, the most significant changes are (1) the very enactment of the Federal Service Labor-Management Relations statute itself; (2) the establishment of the Federal Labor Relations Authority, including an independent General Counsel; (3) the provision for judicial review and enforcement of orders of the Authority; and (4) change in dispute resolution procedures, especially in the area of negotiated grievance procedures.

Goodwin, Van Allyn. "Federal Sector Arbitration Under the Civil Service Reform Act of 1978." San Diego Law Review, 17, No. 4 (July 1980), 857-893.

Analyzes the various grievance arbitration and other dispute resolution procedures of the Civil Service Reform Act of 1978. "The Act creates a confusing maze of forums empowered to hear and resolve Federal sector labor relations disputes in addition to reviewing supposedly final and binding arbitration awards. The author stresses the importance of arbitral finality and urges the courts to exercise restraint when confronted with arbitration award appeals.

"How Carter Would Remold Civil Service." Business Week, No. 2526 20 Mar. 1978, pp. 33-34.

Asserts that the Administration's planners have made deals with many special interests in Washington in efforts to overhaul the bureaucracy. Labor unions have been promised improvements in collective-bargaining and civil rights groups are being offered a more sympathetic forum to hear discrimination complaints. The Federal employee unions oppose incentive plans just as the unions do in private sector. Both the AFGE and its parent, AFL-CIO, have endorsed the proposed reforms. Their price is a pledge by President Carter to work toward a labor relations bill to formalize grievance arbitration procedures. Civil rights groups seized the opportunity to push the Equal Employment Opportunity Commission into adjudicating discrimination charges brought by Federal employees.

Ingrassia, Anthony F. "Labor-Management Relations for the Federal Manager." Management, 1, No. 5 (Fall 1980), 11-13.

Lists the labor-management realities that face Federal managers. The author believes that management has less flexibility under Title VII of the Civil Service Reform Act than it had under Executive Order 10988 and Executive Order 11491 and that there is a lack of an affirmative acceptance, a genuine recognition of mutuality and legitimacy between management and the unions. Includes eleven elements for measuring the quality of a union-management relationship.

Klingner, Donald E. "Federal Labor Relations After the Civil Service Reform Act." Public Personnel Management Journal, 9, No. 3 (May-June 1980), 172-183.

Examines the seven general areas of Article VII of the Civil Service Reform Act of 1978 concerning Federal labor relations practice: bargaining unit determination; determining the scope of bargaining; contract negotiation; mediation; fact-finding and arbitration; contract administration; unfair labor practices; miscellaneous provisions.

Kovach, Kenneth A. "The F. L. R. A. and Federal Employees Unionism." Public Personnel Management, 9, No. 1 (Jan.-Feb. 1980), 7-10.

Traces development of union guidelines in the Federal sector with special attention to the administrative role of the FLRA. Also shows the progression from Executive Orders 10988, 11491, and sketches the particular responsibilities of the FLRB, the Office of General Counsel, the Federal Service Impasse Panel, and the Federal Mediation and Conciliation Service.

Newland, Chester A. "Federal Government Labor-Management Relations." The Bureaucrat, 7, No. 3 (Fall 1978), 8-15.

States that the recommendations of the Labor-Management Relations Task Force of the Federal Personnel Management Project can be best understood in terms of two key features. First, these proposals were formulated as a part of a comprehensive reorganization of the Federal civil service system and for the first time, labor-management relations were not dealt with as just another add-on to prevailing personnel practices. Outlines task force ideas for the proposed Federal Labor Relations Authority.

Smith, Justin C. and Craig Paul Wood. "Title VII of the Civil Service Reform Act of 1978: A "Perfect" Order?" Hastings Law Journal, v31 (March 1980), 855-882.

Focuses on several aspects of Federal arbitration; (1) developments that occurred under the executive orders are discussed as an aid to understanding the effect of Civil Service Reform Act, with emphasis on the increased accessibility of arbitration; (2) discusses the arbitration process itself; (3) administrative and judicial review of arbitration awards as incorporated by the reform act.

U.S. Office of Personnel Management. "Agency Administrative Grievance System." Federal Register, v. 45, No. 2 (January 1980), 5-10.

Revision of OPM's regulations governing agency administrative grievance systems which provide criteria for the establishment and publication of an administrative grievance system by each agency. Provides coverage in accordance with provisions of the Civil Service Reform Act of 1978.

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PERFORMANCE APPRAISAL -- MERIT PAY – ACCOUNTABILITY

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Andronicos, Bill. "Workers Rip Job Appraisals." Federal Times, 26 Nov. 1979, p. 1, col. 5; p. 14, cols. 1-3.

The results of the first systematic testing of Federal job attitudes by an OPM survey were reviewed and contrasted with similar tests in the private sector. Job satisfaction is analyzed for managers and executives, employees inside and outside the Washington area. The results indicate dissatisfaction with performance appraisals, strong commitment to the employee's organization and fellow employees, and questioning, especially by executives, of the fairness of job appointments.

Beusse, William E. "Performance Appraisal: The Thirteenth Labor of Hercules." GAO Review. 15. No. 1 (Winter 1980), 37-39.

Performance appraisal is now, more than ever, an integral part of management. Performance appraisal is, however, not an end in itself; rather, it is a means of giving management and employees information they both need. It is a tool, and its effectiveness is dependent upon appropriate use by skilled users.

Brown, Robert W. "Performance Appraisal: A Policy Implementation Analysis." Review of Public Personnel Administration, 2, No. 2 (Spring, 1982), 69-85.

Describes five conditions which are conducive to effective implementation of public policies. These conditions are used as a policy analysis model to examine the new performance appraisal program under the Civil Service Reform Act. Concludes that successful implementation is guardedly possible if certain actions are taken by policy administrators, and favorable rulings emerge from third-party institutions such as the Federal Labor Relations Authority, Merit Systems Protection Board, General Accounting Office, and the courts.

Brumback, Gary B. and Thomas S. McFee. "From MBO to MBR." Public Administration Review, 42, No. 4 (July-Aug. 1982), 363-371.

Describes the management approach developed and implemented in the U.S. Dept. of Health and Human Services. The approach integrates performance appraisal into a broader performance management process and accounts for the two dimensions of performance; the individual's behavior on the job and the results achieved. The approach is used at all levels of management from top-level managers in the Senior Executive Service (SES) to first-line managers. Explains how Managing of Behaviors and Result (MBR), a system of performance management involving performance development, is applied.

Campbell, Alan K. "Accountability: The Bottom Line of Reform." The Bureaucrat, 7, No. 4 (Winter 1978), 13-16.

Then chair of the Civil Service Commission, Alan Campbell defended the CSRA as a package providing managerial flexibility necessary to improve government efficiency and productivity, along with accountability for performance through incentive pay schemes at managerial levels. He calls for better training and development of managers as another step toward improved public service.

Clark, Timothy B. "Making Government Workers Toe the Performance Line."
National Journal, 11, No. 28 (July 14, 1979), 1162-1166.

Now that the Civil Service Reform Act is on the books, the government's
top managers say that one of its principal benefits should be a much more pre-
cise definition of what agencies and their employees should accomplish. They
argue that the heart of the civil service reform is found in two words:
"performance appraisal." By setting standards for workers and by holding them
accountable for their performance, the government will reap great rewards. One
should not look for those rewards any time soon, however.

Collett, Merrill J. "Concluding Thoughts About Accountability in Government."
The Bureaucrat, 9, No. 2 (Summer 1980), 20-22.

Summarizes a series of eight articles on accountability of public
managers. The relations between management flexibility and the need for per-
formance standards, the oversight role of the Congress, programmatic as opposed
to individual accountability, career versus politically appointed managers, and
the possibilities of abuse in the Civil Service Reform Act were among the
subjects treated in the series.

Fiss, Barbara. "Merit pay: A New Outlook on Equal Pay for Equal Work."
Classifiers Column, 11, No. 1 (Feb. 1980), 20-21.

Briefly outlines coverage, administration, evaluation, and implementation
of CSRA merit pay provisions; also relates merit pay to performance appraisal
and the concept of equal pay for equal work.

Fox, Charles J. "Civil Service Reform and Ethical Accountability." Public
Personnel Management, 10, No. 1 (1981), 98-102.

Sketches two views of ethical accountability: (1) unilateralism (should
ethical agency reside at the apex of institutional command?) and (2) multilate-
ralism (should it be diffused to line functionaries?) Shows how civil service
reform favors unilateralism and argues that multilateralism, despite its set-
back at the hands of civil service reformers, is a view better suited to
ethical public service.

Harron, Meyer J. "Another View of the Merit Pay System." Management, 2, No. 4
(Fall 1981), 18-19.

"The merit pay system is a costly detour, and exercise in short-term
management based upon Nineteenth Century management theories, and is full of
mathematical incongruities." States that there are many disadvantages to merit
pay and its implementation, that these disadvantages are expensive time bombs.

Hashian, Lynn. "C&CS February meeting — Performance Appraisal and Merit Pay."
Classifiers Column, 10, No. 3 (Mar. 1979), 1-6.

Panel discussion at a meeting of the Classification and Compensation
Society focused on implementation of performance appraisal and merit pay provi-
sions of the CSRA. Various OPM programs and guidelines were reviewed, followed
by a lengthy question and answer session about OPM's interpretation of CSRA
provisions and their implications for personnel procedures and management.

Hunter, Richard W. and Buddy Robert S. Silverman. "Merit Pay in the Federal Government." Personnel Journal, 59, No. 12 (December 1980), 1003-1007.

Addresses one of the more sensitive and misunderstood issues of merit pay: the direct comparison between performance-based merit pay systems and the time-in-grade-based general schedule.

Jasper, Herbert N. "The Merit System: She Ain't What She Used To Be." The Bureaucrat, 8, No. 4 (Winter 1979-1980), 25-39, 31-33.

Proposes urgently needed steps to improve the implementation of the reorganization plan and the reform act in order to protect against recurrence of the pattern of abuse previously experienced. Describes one aspect of the massive breakdown of the accountability which has, so far, gone undocumented.

Kahn, Steven C. "Industrial Relations in the Public Sector; The Civil Service Reform Act of 1978: Born Again Merit Employment." Employee Relations Law Journal, 4, No. 4 (Spring 1979), 595-602.

Details Title I Merit Principles, Title II Civil Service Functions: Performance Appraisal, Adverse Action, and Title VII Federal Service Labor Management Relations, of the Civil Service Reform Act of 1978.

Krieger, Hyman L. "Performance Appraisals -- An Opportunity for Improved Management," GAO Review, 15, No. 1 (Winter 1980), 33-36.

Advises that the most important thing to remember is that civil service reform is only a framework for improved performance appraisal and human resources management. By no means is it a guarantee of better management unless managers themselves become convinced that personnel management is a crucial aspect of program management and both the agencies and managers are strongly committed to taking time to set up appraisal systems which link appraisals to other personnel decisions.

Lacey, Paul D. "Will Merit Pay Work?" GAO Review, 14, No. 3 (Summer, 1979), 55-57.

Believes that the cornerstone of Title V of the Civil Service Reform Act of 1978 concerning merit pay will be the performance appraisal system used to measure how well an individual performs. The extensive use of management-by-objectives approaches and other objective setting techniques should enhance the appraisal system. However, a considerable amount of the credibility and integrity of any merit pay program must emanate from the employees' "belief" that their supervisor or manager can rate them objectively and accurately.

Lawler, Edward E. "Performance Appraisal and Merit Pay." Civil Service Journal, 19, no. 4 (April-June 1979), 13-18.

With performance appraisal a key element of civil service reform, understanding its rationale and methods becomes critical. This article explains how and why it may be done most productively, e.g., by tying performance appraisal to job design; by making it inclusive and behavior-oriented; and by having it occur at all organizational levels as an open, two-way process.

McIntyre, James T. "CSRA Incentives for Effective Management." _Management_, 1, No. 1 (Sept. 1979), 6-7.

Briefly describes the key role of Federal managers in increasing government efficiency through new flexible personnel systems based on incentives and compensation. Identifies performance appraisal and research and development as critical tools in using the new systems to increase program effectiveness.

Newland, Chester A. "Performance Appraisal of Public Administrators: According to Which Criteria?" _Public Personnel Management_, 8, No. 5 (Sept.-Oct. 1979), 294-304.

Examines three double sets of criteria; (1) expectations of the public agency and of subordinates, focusing principally on new United States government performance appraisal provisions, with an example for illustration; (2) requirements of the law and responsibility to the public; and (3) professional standards and expectations of self. General functions of executive-level public administrators are identified.

Nigro, Lloyd G. "CSRA Performance Appraisals and Merit Pay: Growing Uncertainty in the Federal Work Force." _Public Administration Review_, 42, No. 4 (July-Aug. 1982), 371-375.

Discusses surveys, in 1980 and 1981, concerning the response of upper level Federal employees to the revisions in merit pay and performance appraisals implemented by the Civil Service Reform Act of 1978 (CSRA). In 1980, the survey revealed that almost half of the upper level employees agreed in principle with merit pay and performance appraisals; those who had experienced the new policies tended to respond more favorably. The 1981 survey showed that favorable and unfavorable attitudes had shifted to attitudes of uncertainty. By the end of 1982 uncertain attitudes are expected to become either positive or negative. Given the degree of mistrust of their agencies by Federal employees, support for CSRA provisions could decline.

Oganesoff, Barbara. "Civil Service Reform: It's a Matter of Writing Contracts Among Levels: Then Working Them." _Government Executive_, 12, No. 12 (December 1980), 29, 31.

Outlines the evaluation form, blueprint of the contract written between supervisor and employee, developed by the Health Resources Administration (HRA). The health agency readied itself for compliance with the Civil Service Reform Act of 1978 about a year before the deadlines.

O'Toole, Daniel E. and John R. Churchill. "Implementing Pay-for-Performance: Initial Experiences." _Review of Public Personnel Administration_, 2, No. 3 (Summer 1982), 13-28.

Focuses on pay-for-performance, a major component of the Civil Service Reform Act of 1978. Examines the experience of one of the first Federal agencies to implement pay-for-performance (Region X of the Environmental Protection Agency) and considers the implications of the experience for the efficacy of this system.

Parnes, Lydia. "Personal Liability for Managers: Exposure of Supervisors and Managers." Bureaucrat, 10, No. 1 (Spring 1981), 23-26.

Analyzes the impact of the 1978 Supreme Court case, Butz v. Economou as applied to the Federal personnel area and discusses whether the rationale for holding supervisors and managers individually liable for official actions continues in the light of the alternative administrative remedy now provided by the Civil Service Reform Act of 1978. Full implementation of the Act would allow for reinstatement of obsolute immunity.

Perry, James. L., Carla Hanzlik and Jone L. Pearce. "Effectiveness of Merit-Pay-Pool Management." Review of Public Personnel Administration, 2, No. 3 (Summer 1982), 5-12.

Investigates the consequences of variations in merit-pay-pool design and management for the linkage between performance and pay. A merit-pay-pool consists of individuals who are grouped together for the purpose of making merit pay computations.

Plant, Jeremy F. and Harold F. Gortner. "Ethics, Personnel Management, and Civil Service Reform." Public Personnel Management, 10, No. 1 (1981), 3-10.

States that ethics in government is the responsibility of the personnel administrators, that personnel people can develop public officials who act morally and ethically. Establishment of a Merit Systems Protection Board and an Office of Government Ethics allows public personnel offices more freedom to devote attention to ethics.

Rohr, John A. "Ethics for the Senior-Executive-Service: Suggestions for Management Training." Administration & Society, 12, No. 2 (1980), 203-216.

Develops a method of integrating the ethical aspects of the extent to which SES personnel should welcome or resist political pressures into a management training program. Presents a normative foundation for such training.

Rosen, Bernard. "A New Mandate for Accountability in the National Government." The Bureaucrat, 8, No. 1 (Spring 1979), 2-8.

Looks at the civil service reforms which give Federal managers increased discretion and flexibility in personnel matters, but which also make them more accountable for achieving results. Further, the reforms provide the institutional mechanisms and statutory means for holding managers accountable for personnel decisions based on merit principles.

Sauter, John V. "Role of the PRB in the Bonus Decision: Pitfalls to Avoid." Public Personnel Management Journal, 10, No. 3 (Fall 1981), 296-298.

States that while there have been problems in implementing the new appraisal and bonus system, these problems are not insurmountable and the effort to overcome them is worthwhile. Agencies should structure their Performance Review Boards (PRB), required under the Civil Service Act, to minimize favoritism.

Schor, Robert H. "Administration by Contract." Bureaucrat, 10, No. 4 (Winter 1981-82), 22-26.

Presents administration by contract (ABC), a concept for a supervisory manager to use a counseling device when a subordinate manager is not working effectively or efficiently. The contract is an agreement between the supervisor and the subordinate that sets targeted goals for improvement and a given time frame for those improvements. If the subordinate does not improve the targeted areas, he or she would be "promoted downward" to fill a position with task surrogate or a position surrogate. The Civil Service Reform Act allows such job evaluation if both parties have knowledge of the criteria used to evaluate the job tasks, and which job tasks and objective targets will be evaluated.

Silverman, Buddy Robert Stephen. "Developmental Pay: Forerunner to Merit Pay in the Federal Government." Compensation Review, 13, No. 2 (Second Quarter 1981), 25-36.

Proposes a compensation system for Federal government professionals to replace promotions and within-grade step increases with advancement linked to a performance-based step progression matrix. As a result of the Civil Service Reform Act of 1978 reforms bonus-oriented senior executive service covers incumbents in positions classified in the top three grades - GS 16 through GS 18. The senior level of the General Schedule - grades 13 through 15 - supervisors and managers compete through a merit pay system.

Silverman, Buddy Robert. "The Merit Pay System: Prognosis.: Review of Public Personnel Administration, 2, No. 3 (Summer 1982), 29-34.

States that the merit pay system offers an expensive, complicated, and inequitable way of compensating senior level supervisors and management officials or, depending upon one's point of view, a more advanced method of rewarding and recognizing employee accomplishments. Cites problems that have arisen since the implementation of the Civil Service Reform Act and the merit pay system.

Staats, Elmer B. "Accountability for Career Development - A Must for Improved Program Management." The Bureaucrat, 8, No. 3 (Fall 1979), 2-6.

The call for accountability in government, and specifically in personnel management, is at the heart of the Civil Service Reform Act. By increasing manager's responsibility for developing personnel standards, the CSRA focuses attention on the need for personnel development in general. Staats argues that the critical importance of developing career staff to achieving organizational goals should encourage more innovative and working-level (as opposed to classroom) training of career personnel in government.

Stimson, Richard A. "Performance pay—Will It Work?" Defense Management, 15, No. 4 (July-Aug. 1979), 23-27.

Asserts that the provision of the Civil Service Reform Act which awards pay increases, based largely on performance, to middle and senior-level managers is being reviewed with bittersweet feelings of optimism and apprehension. Says that the belief that increased productivity will result from the motivational effect of more money is not widely supported by modern management theory.

Sugar, Mary M., et al. "Performance Appraisal -- Cornerstone or Civil Service Reform." Civil Service Journal, 19, No. 4 (April-June 1979), 19-20.

A quick rundown of the statutory requirements for performance appraisal in the CSRA, with a discussion of the role of managers in implementing various types of performance appraisal systems.

Sugarman, Jule. "Some Realistic Criteria for Appraisal Systems." Management, 1, No. 3 (Spring 1980), 16-21.

Explains the required elements and uses of appraisal systems. "Performance appraisal relates directly to the management processes of budgeting, setting staff levels, planning, and controlling work." Includes examples.

Sylvia, Ronald D. "Some Potential Impacts of the Carter Reforms Upon Agencies with MBO System." The Bureaucrat 9, No. 2 (Summer 1980), 48-52.

Points out potentially adverse effects of linking pay to performance for agencies using MBO and performance appraisal systems. Specific recommendations include training (for employees) in goal development, and (for the "rank and file professional") training in MBO. The need for management and employees to develop specific performance criteria and standards, and for awards to be distributed in ways that minimize stress, are also emphasized.

Thayer, Fred C. "Civil Service Reform and Performance Appraisal: A Policy Disaster." Public Personnel Management, 10 No. 1 (1981), 20-28.

Contends that the defects of performance appraisal systems in general and the emerging problems of U.S. civil service reform in particular are not traceable to supervisory carelessness or to the inevitable "shakedown period" that follows any major change, but are inherently a part of any appraisal system. Outlines the reasons why the task is impossible, and divides the problems into two categories. One is related to all performance appraisal systems, most of them involving supervisors and subordinates who are not at some organizational distance from the arenas of action commonly labeled "political" environments. The second relates to the use of performance appraisal systems in "political" environments.

Thompson, Duane. "Performance Appraisal and the Civil Service Reform Act." Public Personnel Management Journal, 10, No. 3 (Fall 1981), 281-288.

States that, per the Civil Service Act, definite requirements were established for performance appraisal, that manager must conduct appraisals and the results of the appraisals must be used as a basis for a broad range of personnel decisions. "Performance appraisal is thrust into the heart of those types of actions which may result in charges of discrimination. The public sector manager should formulate performance appraisal practices ... to withstand the scrutiny of the courts."

U.S. General Accounting Office. "Federal Agencies Should Use Good Measures of
    Performance to Hold Managers Accountable." Washington, D.C.: GAO
    (FPCD-78-26) November 22, 1978.

    GAO's study of three federal agencies (Forest Service, SBA, and VA Depart-
ment of Veterans' Benefits) concluded that for the CSRA to be implemented
effectively, the OPM must guide agencies to develop better work measurement
data for assessing performance; the agencies must also protect staffing
requirements more accurately. "Institutional barriers" to effective staff
management--problems of perception, politics, and personnel processes--are also
discussed briefly.

Vaughn, Robert G. "The Personal Accountability of Civil Servants." The
    Bureaucrat, 9, No. 3 (Fall 1980), 21-23.

    Explores the use of the civil service system as an accountability mecha-
nism and examines a number of recent developments in Federal law that suggest
the potential for imposing greater personal accountability of public employees
through the civil service system. Believes that the Civil Service Reform Act
of 1978 conveys the message that personal responsibility and civil service
accountability are most important.

White, Robert. "Performance Enhancement by Reciprocal Accountability." Public
    Personnel Management, 8, No. 4 (July-Aug. 1979), 262-276.

    Outlines a performance enhancing system based on reciprocal accountabi-
lity, showing how Title II (Performance Appraisal Systems) of the Civil Service
Reform Act of 1978 could be implemented consistently with behaviorial science
findings regarding productivity effects and democratic values.

Wiseman, Ben W. "Jumps at Justice: A Model for Merit Pay." Management, 1,
    No. 3 (Spring 1980), 5-7.

    Provides a detailed look at the Justice Department's proposed system and
the problem-solving process behind it.

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SENIOR EXECUTIVE SERVICE

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Abramson, Mark A., et al. "Developing an Evaluation Design for the Senior Executive Service." Review of Public Personnel Administration, 2, No. 3 (Summer 1982), 49-58.

Summarizes the conclusions of the Dept. of Health and Human Services' evaluation assessment of the impact of the Senior Executive Service on the department.

"All You Ever Wanted To Know About SES." Civil Service Journal , 19, No. 4 (April-June 1979), 4-12.

A group of SES-eligible managers quiz OPM's Associate Director for Executive Personnel and Management Development about the transition to and mechanics of the SES (e.g., mobility between career and noncareer status and agencies; development of performance standards; establishment of pay levels; guarantees of equitability in evaluation; and handling of appeals and lawsuits).

Brown, Harold. "Civil Service Reform: A World of Responsibility for Management." Defense Management Journal, 14, No. 6 (Nov. 1978), 9-11.

Views of the Secretary of Defense on civil service system reform focusing on the responsibilities of government managers under the new act. Remarks were delivered on October 23, 1978, at the Conference on Civil Service Reform, Ocean City, Md.

Buchanan, Bruce. "The Senior Executive Service: How We Can Tell If It Works." Public Administration Review, 41, No. 3 (May-June 1981), 349-358.

Develops a workable criteria for evaluating the Senior Executive Service. The analysis is based, in part, on some 69 interviews with policy makers, personnel specialists and SES members, and documentary research.

Clark, Timothy B. "Senior Executive Service—Reform from the Top." National Journal, 30, Sept. 1978, pp. 1542-1546.

Reviews the Senior Executive Service plan. Advocates believe that the reform will significantly enhance the ability of key political appointees to manage their agencies by making it easier for them to choose their own teams among the top career civil servants. Detractors fear that the Senior Executive Service reform will accomplish exactly what the civil service system is supposed to prevent—the intrusion of partisan politics and personal favoritism in the selection of top employees and the administration of Federal programs.

Colby, Peter W. and Patricia W. Ingraham. "Civil Service Reform: The Views of the Senior Executive Service." Review of Public Personnel Administration, 1, No. 3 (Summer 1981), 75-89.

Cites a March 1981 survey which revealed that SESers have an overwhelming negative view of the SES. States that if it is true that SES can succeed only with SESer support, the reform is in trouble.

Colby, Peter W. and Patricia Ingraham. "Individual Motivation and
Institutional Changes Under the Senior Executive Service." Review of
Public Personnel Administration 2, No. 2 (Spring 1982), 101-118.

Asserts that the Senior Executive Service (SES) represents an attempt to
alter the incentive structure for government executives, primarily by introduc-
ing new financial incentives to motivate performance, improve performance
appraisal, and make retention, promotion, and pay truly contingent on the
results of appraisals. Findings indicate that the reform did address sources
of some dissatisfaction, but that the impact of SES to date has been, if
anything, to make matters worse. SESers do not perceive improvement in the
areas that SES was designed to address.

Dullea, James F. "Developing Managers of the Senior Executive Service."
Training & Development Journal, 33, No. 1 (January 1979), 50-53.

Discusses section 3396(a) of the Civil Service Reform Act of 1978 which is
the first legislative mandate for governmental executive development and which
directs the Office of Personnel Management to help agencies in establishing
executive development programs, monitoring for compliance with government-wide
criteria, and taking corrective action where necessary. The keys to the
new system are performance and bonuses which will be awarded on the basis of
merit. This approach is expected to have implications for the employee deve-
lopment community.

Dullea, James F. "Prospects for Executive Development." The Bureaucrat, 8,
No. 1 (Spring 1979), 40-45.

Sets forth the factors which led to the Civil Service Reform Act of 1978
provision of the first clear requirement in law that the Federal Government
must conduct executive development programs, and lists some general rules that
should apply.

"Every Good Bureaucrat Deserves Favor." Forbes, 124, No. 5 (Sept. 3, 1979),
32-33.

Points out that the newly created Senior Executive Service (SES) is a
radical departure from traditional civil service concepts. It is a government-
wide pool of bureaucracy's best and brightest; SES members swap the security of
their firmly entrenched positions for a chance to compete for material
rewards. No more automatic promotions, pay hikes, or lifelong tenure. Evalua-
tions will be like those in private industry.

Finkle, Arthur L., Herbert Hall and Sophia S. Min. "Senior Executive Service:
The State of the Art." Public Personnel Management Journal, 10, No. 3
(Fall 1981), 299-312.

Explores the attributes of the SES programs of the Federal government and
examines the regulations which make the system unique that govern it. Also
explores the SES programs of five state governments.

Flanders, Loretta R. and Rudi Klauss. "Developing Future Executives: An Assessment of Federal Efforts in an Era of Reform." Review of Public Personnel Administration, 2, No. 2 (Spring 1982), 119-131.

Examines the status of executive development in the Federal government since the passage of the Civil Service Reform Act of 1978. Steps have been taken in many agencies to establish executive development programs that include a range of work-related experiences and formal training to prepare individuals for the Senior Executive Service. Believes the next few years will be critical to the long-term effort to institutionalize executive development programs on a government-wide basis.

Flanders, Loretta R. "Strengthen Federal Executive Development." The Bureaucrat, 8, No. 2 (Summer 1979), 24-29.

Highlights provisions in the Civil Service Reform Act that OPM will establish programs for government-wide executive development. While guidelines for executive development were drawn up in the 1960's, the new programs would differ from the old (Federal Executive Institutes, Executive Seminar Centers, and Federal Executive Development Program) not only by having increased status, visibility, and funding, but more importantly by tying development programs to SES certification and performance appraisals. OPM is responsible for developing criteria for the new programs. A likely framework for these may be found in the recommendations of the 1978 Preston Report, which is summarized here.

Gilbert, G. Ronald and John V. Sauter. "The Federal Executive Institute's Executive Development Programs." Public Personnel Management, 8, No. 6 (Nov.-Dec. 1979), 407-415.

Reviews some of the practices of executive development in the Federal government and identifies some of the discrepancies which currently exist between the espoused policy in Federal executive development and those which are actually practiced. Focuses on the Federal Executive Institute of the OPM. The authors were professors at the FEI during the period 1974-1977.

Klauss, Rudi. "Formalized Mentor Relationships for Management and Executive Development Programs in the Federal Government." Public Administration Review, 41, No. 4 (July-Aug. 1981), 489-496.

Examines mentor relationships in the public sector with special attention to the role of formal mentor-advisor systems in management and executive development programs within the Federal government. Draws on experiences at the Internal Revenue Service, the Science and Education Administration in the Department of Agriculture and the Fourth Federal Executive Development Program.

Lanouette, William J. "SES-From Civil Service Showpiece to Incipient Failure in Two Years." National Journal, 18 July 1981, pp. 1296-1299.

Probes the reasons for low morale among the Senior Executive Service members which include the cap on Federal salaries, the limitation on the size of the bonuses and the number of SES members who can receive them. Cites several studies which show that many of the SES members expect to leave the government within two years - whether eligible to retire or not.

Lasko, Warren. "Executive Accountability: Will SES Make a Difference?" The
Bureaucrat, 9 No. 3 (Fall 1980), 4-6.

Makes preliminary observations on how the Senior Executive Service is
working out in practice. These strictly relate to how SES is likely, or not
likely, to make a difference in "accountability" of senior executives in the
Federal service.

Long, Norton E. "The S.E.S. and the Public Interest." Public Administration
Review, 41, No. 3 (May-June 1981), 305-312.

Charges that the Senior Executive Service (SES) is intended to break loose
senior civil servants from particular positions, thereby increasing their
dependence on the political executive. The idea is to increase their respon-
siveness and perhaps their loyalty to that executive. The reform is basically
concerned with the problem of managerial competence in senior civil servants.
However, the reform shows very little interest in their development as a force
within the government to represent certain important values. These executives
are sorely in need of a sense of community and common purpose that transcends
the individual agencies for which they work.

Lynn, Naomi B. and Richard E. Vaden. "Bureaucratic Response to Civil Service
Reform." Public Administration Review, 39, No. 4 (July-Aug. 1979),
333-343.

Supergrade career Federal executives are both the targets and prospective
agents of the 1978 Civil Service Reform Act; their attitudes toward the reforms
have an impact on how these reforms are implemented. Over 1,200 questionnaires
and 25 interviews with these executives revealed their pessimism about the
effect the reforms will have on efficiency and effectiveness of public service,
but strongly support reforms giving managers more discretionary power over
agency personnel. Correlations between support for reforms and attitudes and
other factors (including age, experience, grade, and job location) are dis-
played and analyzed.

Murphy, Thomas P. and Chong M. Pak. "Perspective on the Federal Executive
Institute Experience." Bureaucrat, 8, No. 2 (Summer 1979), 15-23.

President Carter's implementation orders regarding the Senior Executive
Service (SES) calls for reassessment of the high costs, settings, and consul-
tants used in government agencies' and departments' executive development pro-
grams. The Federal Executive Institute (FEI) has developed a clear set of
executive development and adult educational goals and objectives.

Reed, Leonard. "The Joy of SES: Praise Reform and Pass the Bonus." The
Washington Monthly, 12, No. 7 (Sept. 1980), 43-48.

Analyzes the Senior Executive Service (SES), the centerpiece of the Civil
Service Reform Act of 1978. When the SES began, 98.8 percent of the eligibles
joined, only 81 individuals declined. The decision to join was virtually
unanimous. Looks at the reward and penalty pay arrangement generally and more
specifically the systems in the Dept. of Health and Human Services and the
Dept. of Housing and Urban Development.

Rosen, Bernard. "Uncertainty in the Senior Executive Service." Public Administration Review, 41, No. 2 (Mar.-Apr. 1981), 203-207.

Examines the problems encountered by the career executives in the Senior Executive Service. Although Congress has retained the program, it has cut in half the number of career executives who can receive awards. OPM established further restraints: agencies must obtain OPM approval if the number of bonuses will exceed 20 percent, and bonuses in excess of 12 percent of salary may be given to no more than one-quarter of all recipients. These actions have had a major impact on the career executives. Another concern is that some of those appointed as career executives in the past year were unlikely to perform as well as others who could have been appointed.

Sundquist, James. "Civil Service Reform's Pitfalls and Opportunities." Good Government, 2 (1979) 4-5, 11-12.

Examines the politicization of the U.S. civil service and the expected success of the CSRA in providing a basis for rebuilding a career civil service, especially at management levels. Without a clear policy stating which executive positions should be career, neutrality in personnel decisions or policy enactment cannot be achieved. In addition, the belief that all executive decisions are inherently policy decisions erodes confidence in the possibility of developing a neutral professional corps.

U.S. Executive Office of the President. Senior Executive Service: Federal Civil Service Reform and Organization. Washington, D.C.: GPO, 1978.

Provides answers to questions concerning the Senior Executive Service (SES) created by the Civil Service Reform Act.

U.S. Office of Personnel Management. Meeting the Management Imperative for Executive Development; A Report of the Task Force on Executive Development in the Senior Executive Service. Washington, D.C.: GPO, 1978.

Chartered to recommend the courses of action that both the new Office of Personnel Management (OPM) and the government agencies should follow to establish systematic programs for the selection and development of candidates for the Senior Executive Service and for the continuing development of SES members. The Task Force set out to (1) examine current agency practices concerning executive selection and development; (2) gauge how well current practices prepare people for executive positions; (3) identify factors which inhibit or prevent better executive-development job preparation from taking place; (4) provide practical suggestions proposing the nature of activities most supportive of executive development; (5) develop criteria which describes the framework and essential features upon which OPM and agencies should design these programs.

Vincent, Jack. "SES - The Role of the Classifier." Classifiers Column, 11, No. 2 (Feb. 1980), 24-25.

Compares the SES with the GS and Executive Level pay and grade scales, while outlining some of the unique features and requirements of the SES. The need for performance appraisal training, job design flexibility, and job analysis skill, make the role of the classifier critical in implementing the SES.

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Vogelsang-Coombs, Vera and Marvin Cummins. "Reorganization and Reforms: Promises." Review of Public Personnel Administration, 2, No. 2 (Spring 1982), 21-34.

Argue that reorganizations symbolize a chief executive's attempt to dominate the bureaucracy. Using the Senior Executive Service as a case study, contend that executive reorganizations are pervasive rites of presidential politics and civil service reform is a myth on which this rite is based. The authors do not share the view that the bureaucracy problem can be solved. Reorganizations change the form, but not necessarily the underlying political reality, of public administration.

WHISTLEBLOWING – INSPECTORS GENERAL – OFFICE OF THE SPECIAL COUNSEL

MISSING PAGE

Baran, Andrew. "Federal Employment - The Civil Service Reform Act of 1978 -
    Removing Incompetents and Protecting the "Whistleblowers." Wayne Law
Review, 26 (Nov. 1979), 97-118.

Examines the new procedures promulgated by the Civil Service Reform Act of
1978 and the likelihood of their success. Especially important is the act's
singling out of reimbursement in cases where the agency action involved a pro-
hibited personnel practice, such as retaliation against a whistleblower, since
these are often the most fiercely contested. States that the legislation is,
at best, only the beginning of the effort to bring real change to the civil
service system.

Bowman, James S. "Whistleblowing in the Public Service: An Overview of the
    Issues." Review of Public Personnel Administration, 1, No. 1 (Fall 1980),
    15-27.

Explores the phenomenon of whistleblowing and suggests internal and
external devices which can be implemented to make whistleblowing less neces-
sary. Concludes that as long as there are organizational and governmental pro-
blems there will be the need to blow the whistle.

Burnett, Arthur L. "Management's Positive Interests in Accountability Through
    Whistleblowing." The Bureaucrat, 9, No. 2 (Summer 1980), 5-10.

Emphasizes that Federal managers at all levels have a positive interest in
encouraging employee disclosures of violations of law, mismanagement, waste of
funds, and abuse of authority. The Civil Service Reform Act mandates that
internal procedures and processes be developed to promote substantial and
specific whistleblowing; incentives based on merit system principles (pay
increases and cash awards) can be offered, also protection from reprisal.
These incentives are built into the concept of the Senior Executive Service.
Includes other tools for promoting management concepts, and internal
communications.

Clark, Timothy B. "Cracking Down on Fraud, Waste, Abuse and Error." National
    Journal, 11, No. 3 (Jan. 20, 1979), 96-99.

Uses events leading to the establishment of an inspector general at HEW as
one example of why the Carter Administration supported the Inspector General
Act. Cites three reasons for the legislation: to curtail fraud, waste, and
abuse; to save money; and to restore public confidence in government.

DeZerne, Wilbur R. "Will the I. G. Act Improve Internal Auditing in Federal
    Agencies?" The Internal Auditor 37, No. 3: (June 1980) 97-101.

Reviews important events in the history of Federal internal auditing, dis-
cusses the purpose and authority of the Inspector General Act and why Congress
passed it (over the opposition of the agencies involved), and suggests poten-
tial effects on internal auditing.

Doherty, Robert P. "Shaping the Inspector General Law." Government
    Accountants Journal, 38, No. 1 (Spring 1979), 1-7.

Gives a history of coordinated audit and investigative offices in Federal
agencies, and explains how these became statutory under the Inspector General
bill; sums up provisions of the new law from the general operation of these
offices to specific agency treatment and exclusions. Reports on reactions to
the bill, especially at management levels.

Fountain, L. H. "What Congress Expects from the New Inspectors General."
    Government Accountants Journal, 38, No. 1 (Spring 1979), 8-12.

The text of an address by the Congressman who introduced the Inspectors
General bill, stressing the need for centralization that led to this legisla-
tion. After providing a history of the bill, Rep. Fountain outlines the
responsibilities and independence which the Inspectors General will have.

Gest, Ted. "Blowing the Whistle on Waste: A Thankless Job." U.S. News and
    World Report, 90, No. 25, 29 June 1981, pp. 50-51.

Profiles whistleblowers who have suffered reprisals from their bosses and
co-workers alike. Even those who escaped dismissal or demotion found their
lives made miserable by the isolation technique - a new office with no tele-
phone and no secretary. "The Federal law enacted to protect whistleblowers
hasn't done the trick."

Kieffer, Jarold A. "The Case for an Inspector General of the United States."
    The Bureaucrat, 9 No. 2 (Summer 1980), 11-20.

Argues that serious gaps exist in the machinery to deal with wrongdoing by
members of the Congress and high-level executive appointees. Processes of
investigation and prosecution are fragmented and incomplete; investigators have
no deterrent effect: "early warnings" are bogged down in investigative mach-
inery; and lower rank employees lack whistleblowing protection. A new indepen-
dent and permanent Office of Inspector General is proposed to investigate and
prosecute high-level wrongdoing.

Kovler, Peter. "Blowing the Whistle: Can Conscientious Federal Employees be
    Protected?" Commonweal, 105, (Sept. 15, 1978), 591-593.

Argues that the civil service reform proposals do not include enough pro-
tection for Federal "whistleblowers." Suggests that there are other legisla-
tive proposals, including the proposed Review Board on Improper Government
Action, which would provide greater protection.

McBride, Thomas F. "The Role of Audit Under the Inspector General Concept."
    Government Accountants Journal, 38, No. 1 (Spring 1979), 13-20.

The Inspector General of the Department of Agriculture analyzes the
Inspector General Act, identifies its key provisions and describes the rela-
tions between auditing and investigative techniques and activities. Advocates
cross-training of auditors and investigators, intergovernmental auditing, and
increased management responsibility for the control of fraud and abuse.

Mitchell, Greg. "Blowing the Whistle." Washington Post Magazine, 12 Aug. 1979, pp. 12-19.

Protections and media access for Federal, State, and private (corporate) whistleblowers are compared and related to an explanation of the new Office of Special Counsel and other CSRA whistleblowing provisions. Weaknesses and successes to date of the new Federal procedures are evaluated; the work of the GAO fraud hotline and the Institute for Policy Studies' Government Accountability Project (GAP) in uncovering fraud, waste, and mismanagement. Counseling of whistleblowers is also discussed.

Nocera, Joseph. "Inspectors General: the Fraud in Fighting Fraud." The Washington Monthly, 10, No. 11 (Feb. 1979), 31-39.

Each of the executive agencies has been mandated to establish an Office of Inspector General to investigate internal waste, fraud, and abuse; two of these —at DOE and HEW—are already in operation. Nocera argues that the tendency of these offices to be held by unaggressive "career" investigators, and the tendency of whistleblowers to leak information directly to the Congress, make the office ineffective, particularly since they do not investigate the overall mismanagement and bad program design which is the source of most big government waste.

Raven-Hansen, Peter. "Do's and Don'ts for Whistleblowers: Planning for Trouble." AMA Management Digest 3, No. 4 (Oct. 1980), 4-8.

A lawyer's suggestions on how to blow the whistle effectively include focusing on the disclosure rather than on personalities, using regular channels (regulatory agencies, the legislation, public interest groups) before going to the media, documenting the allegations exactly, and anticipating and documenting retaliation. Whistleblowers should also know which disclosures are mandatory and which are prohibited.

"Special Counsel's Role." BNA/The Government Manager, no. 201 8 Sept. 1980, pp. 4-5.

Identifies the prohibited personnel practices investigated by the Merit Systems Protection Board's Special Counsel. Prohibited personnel practices include discrimination based on race, color, religion, sex, marital status, national origin, age, handicap, or political affiliation; consideration of employment recommendations based on factors other than personal knowledge or records of job-related characteristics; willful obstruction or deception of any person competing for employment; nepotism; and reprisals against whistleblowers or employees who are exercising appeals rights under the act.

Tate, Tom. "Civil Service Reform Critic's Advise: Just Grin and Bear it." Federal Times, 26 Mar. 1979, pp. 13, cols. 1-3.

Drawing on his experience representing whistleblowers at the FDA, attorney Allen Eaton describes the CSRA as an "unnecessary piece of legislation" which offers only illusory protections against subjectivity in Federal personnel matters. Eaton also sees continuing potential for revolving-door industry-government links and for racist effects of new personnel procedures.

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Tate, Tom. "Patrick Swyert: Man in Transition," Federal Times, 16 Apr. 1979,
pp. 13, cols. 1-2; pp. 16, col. 6.

Views of the Special Counsel to the Merit Systems Protection Board,
Patrick Swygert, re the Rogovin Report on alleged abuses in the Civil Service
Commission, and on the role and operations of his office are presented here,
along with some analysis of how Swygert's background as General Counsel to the
Civil Service Commission may affect his role as prosecutor of civil service
statute, rule, and regulation violations.

Vaughn, Robert G. "Statutory Protection of Whistleblowers in the Federal
Executive Branch." University of Illinois Law Review, No. 3 (1982),
615-667.

Examines the provision of the 1978 Civil Service Reform Act which protects
Federal employees from reprisal for the disclosure of information. Concludes
that the whistleblower provision breaks new ground not only in the protection
of whistleblowers but also in legal control of the conduct of members of public
bureaucracies.

Welling, Kathryn M. "More Bark than Bite—But Federal Watchdogs Keep An Eye on
the Bureaucrats." Barron's, (June 16, 1980), 3-6.

Uses the situation of the inspector general in the Energy Department to
contrast the intended function of the new inspectors general and their reali-
ties, limited by such constraints as lack of staff and lack of independence.
One Inspector General is quoted as saying, "Simply calling someone an Inspector
General without giving him the staff or budget, he doesn't solve any problems."

BEST DOCUMENT AVAILABLE

"A Forum on Reform." Bureaucrat, 11, No. 4 (Winter 1982-83), 6-37.
Cole, John D. R. "Reflections on Reform." 6-7.

Rosen, Bernard. "A Disaster for Merit." 8-18.

Bohren, Jan K. and Leland A. Goeke, Jr. "Undoing the Potential." 20-21.

Sherwood, Frank P. "Wrong Assumptions, Wrong Strategies." 22-27.

Colvard, James E. "Performance, Pay, and Promises." 28-29.

Dickinson, David Scott. "Something to Boast About." 30-34.

Porter, Elsa A. "Human Thought in Conflict." 35-37.

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Actions Needed to Enhance the Credibility of Senior Executive Service
Performance Award Programs. (FPCD-81-65), Sept. 30, 1981. Acc. No. 116609.

Better Guidance is Needed for Determining When Examining Authority Should
Be Delegated to Federal Agencies. (FPCD-82-41), July 1, 1982. Acc. No.
118848.

Civil Service Reform After Two Years: Some Initial Problems Resolved But
Serious Concerns Remain. (FPCD-82-1), Nov. 10, 1981. Acc. No. 116855.

Civil Service Reform--Where It Stands Today. (FPCD-80-38), May 13, 1980.
Acc. No. 112290.

Delegated Personnel Management Authorities: Better Monitoring and
Oversight Needed. (FPCD-82-43), Aug. 2, 1982. Acc. No. 119102.

Effects of the Presidential Transition on the Senior Executive Service.
(FPCD-82-29), Mar. 23, 1982. Acc. No. 117957.

Evaluations Called For to Monitor and Assess Executive Appraisal Systems.
(FPCD-81-55), Aug. 3, 1981. Acc. No. 115981.

Federal Employees Excluded from Certain Provisions of Civil Service Reform
Act of 1978. (FPCD-81-28), May 7, 1981. Acc. No. 114841.

Federal Grievance Arbitration Practices Need More Management Attention.
(FPCD-81-23), May 5, 1981. Acc. No. 115149.

The Federal Labor Relations Authority: Its First Year in Operation. (FPCD-80-40), April 2, 1980. Acc. No. 111981.

Federal Merit Pay: Important Concerns Need Attention. (FPCD-81-9), Mar. 3, 1981. Acc. No. 114595.

First Look at Senior Executive Service Performance Awards. (FPCD-80-74), Aug. 15, 1980. Acc. No. 113121.

First Steps Completed in Conversion to Senior Executive Service. FPCD-80-54), July 11, 1980. Acc. No. 112750.

First-Year Activities of Merit Systems Protection Board and the Office of Special Counsel. (FPCD-80-46), June 9, 1980. Acc. No. 112519.

Merit Systems and Employee Protection. (FPCD-80-15), Oct. 22, 1979. Acc. No. 110647.

Observations on the Office of Special Counsel's Operations. (FPCD-82-10), Dec. 2, 1981. Acc. No. 116959.

Obstacles Hamper the Office of Personnel Management's Evaluation of the Implementation of the 1978 Civil Service Reform Act. (FPCD-81-69), Sept. 14, 1981. Acc. No. 116343.

The Office of Special Counsel Can Improve Its Management of Whistleblower Cases. (FPCD-81-10), Dec. 30, 1980. Acc. No. 114030.

Serious Problems Need to Be Corrected Before Federal Merit Pay Goes Into Effect. (FPCD-81-73), Sept. 11, 1981. Acc. No. 116324.

Steps Can Be Taken To Improve Federal Labor-Management Relations and Reduce the Number and Costs of Unfair Labor Practice Charges. (FPCD-83-5), Nov. 5, 1982. Acc. No. 119861.