

## PERSONNEL ADMINISTRATION

The activities usually associated with the personnel function are:

- a. maintenance of employee records
- b. recruitment and selection
- c. establishment, maintenance and modification of classification and compensation programs
- d. motivation and incentive programs
- e. performance evaluation
- f. staff development
- g. benefit programs
- h. labor agreements.

Personnel administration or more properly personnel management:

- generally refers to the human resources in an organization. How people are selected and maintained in organizational roles.
- personnel is sometimes called Human Resources management.
- according to Koontz & O'Donnell, management involves the design and maintenance of an environment in which individuals working together as a group can accomplish pre-selected objectives.
- personnel management is just one facet of general management (Sometimes called the staffing function of management).

Effective management of human resources is a line management function. Some organizations create specialized personnel offices and take some of this authority away from line managers because:

- As organizations and their activities grow more complex, a need for specialized expertise develops;
- line managers could not possibly possess all needed expertise, particularly in areas like labor relations; managers frequently feel that they can't be bothered with such details.
- there is a need for uniformity and consistency in implementation of policies growing out of laws and union agreements.
- in case of government, used to enforce civil service rules in consistent fashion.

Most personnel offices originally develop out of need to control routine paper work associated with hiring and separating employees

- other aspects soon develop:
  - employee services
  - training and development
  - incentive and motivational programs
  - benefit programs
- some personnel offices never go beyond routine functions.

Many large organizations spend more on employee salaries than any other item in their budgets.

- Thus, substantial resources are devoted to the workforce.
- Efforts to utilize these resources effectively are sometimes concentrated in the personnel office.

The personnel office, as a staff unit, exists to serve top management in an advisory capacity

- but it frequently develops functional authority and can become a potent tool for control over all organizational personnel.
- centralized formulation and implementation of personnel policies can sometimes be entirely concentrated in the personnel office.

### BUILDING THE PERSONNEL SYSTEM

#### A. Career Systems

A career is

- = the progression of an individual in a field of work throughout the employable years of his life.
- usually implies some degree of success.
- usually implies that opportunities for advancement are known.

Civil service organizations have long sought to include the career concept within their personnel systems because they are:

- Related to attracting and holding power of employer.
- Viewed as a means of encouraging loyalty.

There are two basic types of career systems: Rank-in-Corps (or Rank-in-Person) and Rank-in-Job.

- These two systems represent a particular approach to classifying jobs.

The Rank-in-Corps approach is

- In line with the British model.
- Closed system with low maximum age limits for entry.
- Filling of upper level positions almost entirely from within.
- Found widely in Europe and in U.S. Military.
- Philosophy: opportunity for advancement can only be assured if the hierarchy is refueled from the base.
- Sometimes a provision for selection out when incumbent is not considered promotable.
- Promotion is almost automatic.
- Focus is on the person, not the job.
  - Rank and utilization depend upon the corps that a person belongs to.
- Members of each corps are generalists and are expected to be able to perform a wide variety of functions and jobs.
- Whole categories or jobs are reserved for members of a particular group.
- Status resides in the individual regardless of the nature of his assignment.
- Tenure is therefore not in a particular position; it is in the service as a whole; positions and units can be abolished and it does not affect the officer.

The advantages of a rank-in-corps system are:

- Conducive to a high degree of mobility which is accepted by incumbents.
- Fosters an esprit de corps.
- Produces administrative generalists who may be well-suited to the higher civil service.

The disadvantages are:

- Matching of skills to specific jobs is impossible.
- May create strains among occupational groups.
- Fosters elitism and protectiveness (members may become insulated and unresponsive).
- High quality professionals are excluded from advancement to top posts.
- Promotion becomes viewed as a right.
- Too many people are promoted to top ranks; some of them are assigned to jobs beneath their skills.
- Planning for future recruitment cannot be realistic; no analysis of actual duties and needed skills; leads to imbalances in specialization.

Rank-in-Job

- Open system (entry at all levels).
- Entry is governed by specific qualification requirements for each job and by formal competition.
- Recruitment is for a job, not a career.
- The focus is on the job and fitting the individuals into the job.
- Careers of individuals derive from a succession of jobs which is more or less unplanned.
- The individual must meet the demands of each job.
- The selection device must focus on the initial job (demanded by EEO guidelines).
- Originated in U.S. and Canada.
- Found extensively in private industry.
- This approach calls for orderly classifications of positions on the basis of duties and responsibilities.
- It flows from the systematic subdivision of responsibility and specialization of labor.
- Each position is a segment of the organization's plan.

In the U.S., The Pendleton Act was to some extent based on the British model.

- But, rigid class divisions were rejected as was a tie in between recruitment and educational attainments.
- Felt that everyone should have the chance to enter the public service.
- Closed system was rejected; there was always a great deal of lateral movement.
- But, people in U.S. public service tended not to have careers, only periodic episodes or jobs.
- Pendleton Act set the precedent of recruitment for specific jobs by its emphasis on practical tests.
- By 1935, a Commission of Inquiry on Public Service Personnel emphasized the need to recruit young people and construct career ladders.
- Prior to New Deal, Public Service not really promoting the career concept and trying to attract college graduates.

- Specialists rose to top positions in administration but their outlook was considered too narrow.
- Federal Gov't. now tries to attract college graduates and now accepts respon. for the career development of its employees.

The advantages of rank-in-job are:

- Infusion of new blood at various levels.
- It is good for administrative planning: it enables management to clarify lines of responsibility, to avoid conflict and overlapping, to establish clear cut procedures, and to coordinate the various parts of the organization (helps to know actual duties).
- Enables organizations to achieve equal pay for equal work. (The job concept evolved out of a desire to find an objective basis for determining pay.) (Prevailing rates can be determined if duties are known.)

The disadvantages of rank-in-job are:

- It may lead to too many fine occupational distinctions and pay levels (and may limit the flexibility of management in utilizing staff).
- It discourages mobility.
- It doesn't account for the impact of the incumbent on the job which can be significant.

At higher levels

- Requires detailed job descriptions and constant updating to be effective.
- Doesn't promote the development of the kind of generalists needed for the higher civil service.

### POSITION CLASSIFICATION

Positions classification was instituted in the federal service in the 1920s as a solution to disparities in pay.

- Heavily influenced by Scientific management movement which stressed job analysis.

It is the organizing of jobs in an organization into groups or classes on the basis of their duties, responsibilities and qualification requirements.

Principles of Classification Act of 1923:

- Positions, not individuals are classified.
- Duties and responsibilities form basis for distinguishing positions.
- Qualification requirements are derived from duties.
- Individual characteristics of an incumbent are not considered.
- Individuals holding positions in the same class should be qualified to perform the duties of any position in the class.

## Definitions:

- a. Position: A group of duties and responsibilities which call for the attention and time of one individual. Whether a position is vacant or filled, it is clearly distinguished from the incumbent.
- b. Class (class of positions): a group of positions sufficiently alike in their duties and responsibilities to justify common treatment in selection, compensation and other employment matters (and sufficiently different from other positions). A class can consist of one position. A distinguishing title is assigned to each class.
- c. Occupational Group: a group of related classes which sometimes provides a career ladder.

Most jurisdictions, and organizations for that matter, have classification plans.

- The Plan is nothing more than a categorization of job types found within the organization.
- It consists of all classes of positions or titles found within the organization.
- All existing jobs or positions fall within one of the classes.
- Most classification systems take differences in level and kind into consideration.

Theoretical advantages of a position classification plan:

- Provides rational criteria for control of pay levels. (It is possible to equate whole groups of positions with common salary ranges).
- Personnel administration becomes more efficient-common recruitment and examinations for whole groups of positions.
- Clarifies organizational structure and relationships-delineates authority and chains of command, prevents duplication.
- Provides systematic picture of advancement opportunities.
- May be used as a starting point in identifying performance standards and in developing training programs.

The Position Classification process is completed by comparing and ranking classes of positions and assigning them to appropriate levels in the pay structure.

- In traditional position classification systems, they use whole job rankings: classes are grouped along pay scales based on their importance to the organization.
- Some organizations use classification ranking which compares jobs against an absolute predefined scale of skill levels.
- The most sophisticated methods of job evaluation are quantitative and are referred to as Factor or Point methods: Positions are placed in occupational groupings and then evaluated on several factors using benchmarks.

In factor comparison systems (or factor evaluation) each new position is compared with benchmark jobs factor by factor and then placed within an array of evaluations.

- In point rating systems, each position is compared with narrative definitions of a degree for each factor and assigned points.

In 1975, the Federal government began implementation of a factor evaluation system for all non-supervisory positions.

- It is basically a method of assigning grade levels for GS-1 through GS 15 positions.
- In Feds, a grade includes all classes of positions which, though different with respect to kind of work, are sufficiently equivalent as to level of difficulty and responsibility and level of QRs needed for work to warrant their inclusion within one range of rates within the Gen. Schedule.

#### Under FES

- OPM issues position classification standards for specific occupations (also issues benchmarks) in order to ensure the assignment of proper titles, occupational series codes and grades to positions.
- All positions are evaluated under the same nine factors
  - Knowledge required by position
  - Supervisory controls
  - Guidelines
  - Complexity
  - Scope and effect
  - Personal contacts
  - Purpose of contacts
  - Physical demands
  - Work environment.
- Levels for each of the factors and point values for these levels are described in the Primary Standard, from which classification standards are derived.
  - The Primary standard assures grade alignment among occupations and across organization lines.
- Benchmarks describe work situations which typically represent significant numbers of positions in the occupation.
  - They reflect the duties performed and each of the nine factors as they relate to the duties.
  - They have been point rated by use of the factor level descriptions in the standard.
- The points assigned for each factor are totalled up; the total score determines the grade level.

#### Problems:

- Position classification has always been a subjective process (true of all forms of job evaluation, even the quantitative ones).
- The failure to consider the person occupying the positions has led to dysfunctions, rigidities and inflexibilities, and the waste of energy in getting around the system.

Some unions have been successful in making classification of individual positions a matter for negotiation and binding arbitration. (In most jurisdictions however, classification remains a management prerogative.)

- In Hartford, Connecticut, establishment of new classes of positions is subject to union negotiation; disputes over classification of individual positions is subject to binding arbitration.
- When jurisdictions adopt collective bargaining, they are often unable to maintain unified job evaluations and pay plans, especially if there are several bargaining units (NYC).

The real world of classification:

- Classification systems are really used almost exclusively for pay.
- Jobs change over time and change is a function of the incumbent.
- Classifications are frequently unreal or out of date.
- Supervisors frequently won't report changes in jobs (particularly downward changes in jobs).
- Upward reallocations are frequently the fastest way to get subordinates a pay raise.
- Descriptions of particular positions are written to get the incumbent a pay raise.

### JOB DESIGN

While position classification accepts the work situation as a given, job design concentrates on purposely structuring the work situation.

With rising educational levels and expectations among American workers, the gap between what people want in their jobs and what they actually have is widening.

Job design is the primary method for improving the job itself.

- It is the deliberate, purposeful planning of the job, including all its structural and social aspects and their effect on the employee.
- Job engineering and job enrichment are both job design approaches.

Many factors affect or interact with job design:

- Managerial style
- Unions
- Working conditions
- Technology.

The first attempt at job design was job engineering.

- It concentrates on maximizing the efficiency of workers.
- The work of Frederick Tayler served as the foundation for modern industrial engineering.
  - By studying tasks, Taylor increased the output of pig iron handlers at Bethlehem Steel from 12 to 48 tons per day.
- Modern job engineering is concerned with product design, process design, tool design, plant layout and operator methods.
- Job designers determine what tasks are to be performed, methods to be used, work flow between workers, layout of the workplace, performance standards, and the interface between people and machines.

- Specialization is the cornerstone of job engineering.
  - Allows workers to learn the task rapidly.
  - Requires much less supervision because of simplified jobs and standardization.

Job Engineering probably remains the dominant job design strategy.

- Immediate cost savings are easier to measure and visualize.
- But, job engineering has created fractionalized boring jobs.
- With the changing nature of the workforce, employees and unions are demanding that the quality of work life be improved.
- The challenge to managers is to create jobs that are both satisfying to employees and more efficient and productive.

Another job design approach involves adding variety to jobs (used in Job Enlargement and Job Rotation)

- In job enlargement, the idea is to get the incumbent to do a wide number of different tasks; the objective is to make the job more interesting by increasing variety.
  - This approach is often resisted; it is seen as adding more routine and boring tasks.
- In job rotation, the worker is rotated between different tasks.

#### Job Enrichment

- Began in 1940s at IBM.
- Herzberg popularized it.
  - His model was used at AT&T, Texas Instruments and ICI.
  - The objective was the improvement of motivation factors; achievement, recognition, responsibility, advancement, and opportunity for growth.
- Another JE model is that of Hackman and Oldham.
  - JE is viewed as the inclusion of increasing amounts of skill variety, task identity, task autonomy, and feedback.

In theory, JE can lead to improvements in both job performance and job satisfaction.

- On the performance side, there is likely to be an improvement in quality.
- On the satisfaction side, improved job attitudes are likely to lead to reduced absenteeism and turnover.
- In practice, the record of JE has been mixed.

#### The Sociotechnical approach

- involves deliberate design of jobs so as to optimize the relationship between the technical system and the social system.
- The most famous example has involved the Volvo plan in Kalmar, Sweden.
  - Volvo removed the assembly line.
  - Parts are moved to stationary locations for assembly.
  - The basis of the experiment is the work group.
  - The work group is organized so as to optimize social aspects of the system.
  - Each work group (20 people) perform all of the work on major subsystems.
  - Each team has its own area of the shop floor and its own rest area.
  - The team organizes itself and allocates the work.



The sophistication of job design research in the private sector has not been matched in the public sector.

- Industries have used time and motion studies extensively.
- They are far less common in government.
  - Resistance by gov't workers and unions.
  - They fear exploitation and no increase in pay.
  - It's harder to apply job engineering to services than to production.

#### BROADBANDING AND CONSOLIDATION

- Broadbanding - horizontal combination of related fields of work into one title; can serve as a form of job enlargement (horizontal loading). Reduces total number of occupational groups.
- Consolidation - vertical merger of titles at different levels into broader title encompassing duties of merged levels; can serve as form of job enrichment (vertical loading); consolidation reduces the number of hierarchical levels.

Jurisdictions do this because of:

- Inflexibility in assignment and waste in utilization; need for larger work force.
- Limited advancement and development opportunities (number of levels and limitation to occupational specialty); limited motivation.
- Inefficiencies in selection; number of exams, long turnaround time.

Broadbanding and consolidation overcome these problems by:

- More flexibility in assignments without out-of-title complaints.
- More efficient utilization of staff; higher productivity.
- Opportunity for advancement without exams.
- Reduces number of exams.
- Enhances growth and developmental opportunity (possible number of higher level positions is increased).
- Fewer examinations.
- Motivational value of enriching jobs - enrichment offers chance to motivate worker on the basis of the work itself.
- Broadbanding, by increasing variety of tasks may stimulate worker interest.

Problems associated with broadbanding and consolidation are:

- New training responsibilities created (and need for placement mechanism).
- Loss of benefits of specialization.
- Possible problems with unions who may resist loss of power or who make suspect exploitive intent.
- More complex examinations required.
- Problems in using lists (certifications).

## COMPENSATION

Pay is determined by:

- The market or prevailing rate.

It is important to pay the prevailing rate because:

- If gov't pay too high, it will attract the most efficient workers away from private industry (unfair competition).
- If too low, gov't will attract and retain only the least efficient workers.

The difficulties in determining prevailing rate are:

- There can be great variations from locality to locality, firm to firm, and even from individual to individual.
- For some types of positions, there are no counterparts in private industry (rates have to be set on the basis of comparison with jobs of comparable complexity and skill and comparison with public sector jobs that are comparable to private sector jobs).

In the US until recently, it was not generally accepted that the gov't should pay comparable salaries for white collar workers.

- It was considered normal for public servants to make a financial sacrifice.

For a long time, white collar salaries lagged.

An important characteristic of gov't pay is the phenomenon of compression.

- Legislative pay effectively puts a ceiling on top paying jobs.
- Legislators tread carefully in raising their own pay.

Until the 1960's, determination of pay and fringe benefits through collective bargaining was limited.

- By 1979, it was established in 38 states and Washington, D.C..
- In most cases bargaining includes pay.

The principle of pay comparability established in the Federal Gov't by the Federal Salary Reform Act of 1962.

- In Federal Pay Comparability Act of 1970, Congress delegated to President authority to fix salaries for General Schedule.
- The law also established a Federal Employees Pay Council and an advisory committee to advise the President's agent.
- Each year BLS conducts a national survey of private sector professional, administrative and technical pay (PATC survey).
- President adjusts pay rates effective Oct. 1.
- Union leaders feel that the executive branch makes arbitrary decisions.

Problems:

- Uniform nationwide pay scales-not comparable in some localities.
- Pay compression in higher grades.

### Criticism of pay comparability procedures.

- Jobs in State and local gov't and nonprofit organizations not included in PATC survey.
- Minimum firm size set too high.
- Some jobs surveyed have low employment levels and other more populous jobs omitted.

### Other determinants of pay are:

- a. Social and ethical considerations
  - Bargaining power of many public employees limited
  - Some are not well organized
  - Limitations on right to strike and to engage in political activities
  - Specialized character of some public jobs limits mobility
  - This puts gov't under obligation to treat employees fairly
  - Gov't should be a model employer
  - Should pay a living wage.
- b. Ability to pay (an important consideration for local jurisdictions).

### Pay plans are maintained by:

- Regular wage surveys and consulting published data.
- Most jurisdictions equate classes to particular grades; it is then only necessary to survey a sample of classes at various levels.
- Separate pay scales for each class would require prevailing pay information on each occupation. (This is what NYC does.)

Most pay plans have maximums and minimums and pay ranges for each grade or level (with steps dividing each range). Increments are given for seniority, but how valuable is experience?

- Range also provides for merit pay.
- Yet, everyone tends to advance within the range at the same pace.
- No real links to performance.

In general, public employees in comparison to private industry have done:

- Fairly well at lower and middle levels.
- Senior levels have not kept pace because of top-down compression.

## STAFFING THE SYSTEM

### A. Workforce Planning

Has been called Manpower planning, workforce planning and human resources planning.

It is:

- A form of planning to insure that the organization's supply of skills is adequate to meet future requirements.
- Its objective is to assure the availability of human resources as needed.
- Although planning involves future employees, it should be especially concerned with workers already on the payroll. (They may not be properly placed, trained, motivated or supervised).

- Agencies may want to consider retraining present employees before hiring or training new ones.

(The organization can recruit when the need arises.) Planning is done because:

- Certain kinds of manpower may be in short supply in the labor market.
- It may be necessary to develop or train manpower already in the organization.
- Many kinds of skills take long periods to develop.
- Prolonged shortages may affect the ability of the organization to carry out its mission.

Organization knows what its manpower requirements will be in the future by the:

- Extent to which current governmental activities will be continued, reduced, enlarged or modified (new functions added on).

These future changes in workloads are projected by:

- Laws sometimes mandate future changes.
- Trends in population changes can affect the level of needed services.
- Changes are contemplated by the organization itself.
- Delphi technique.

The major weakness in workforce planning is in the forecasting of future requirements or demand,

- It is much more difficult for the public sector than the private.
- Public sector organizations have much less control over future plans.
- Private sector can integrate workforce planning with general long-term planning.

We know what the supply side will be by:

- Characteristics of existing workforce.
- Turnover rates.
- Labor market statistics.
- Nature of existing skills.
- Effect of current training programs.

Once future supply and demand are estimated, the alternatives may be:

- Recruit people from the outside (beefed up recruitment efforts).
- Train people currently in the job.
- Job redesign and organizational realignments:
  - Split jobs so that fewer highly skilled people are needed.
  - Create additional opportunities for upward movement (Create more helper or trainee jobs).
  - Shift work.
  - Change skills required.
  - Create part-time positions.

There has been an absence of systematic workforce planning in the public sector because:

- Comprehensive workforce planning is neither cost efficient nor feasible for most gov'ts.
  - It requires considerable staff and computer support.
  - Much planning may be superfluous if many jobs would be filled anyway.
  - Its main justification is that it devises strategies for dealing with shortages; if no shortages exist, there is inadequate justification.
  - Since the late 1970s, gov't has been contracting; the main issue has been not how future vacancies will be filled, but how positions can be cut. (Workforce planning was much more popular in the early 1970s.)
- Lack of control over plans.
  - Annual budget cycle.
  - Hard to make long-range plans
  - Conditions change rapidly.
- Gov't restricted to short-range forecasts (1-2 years).
  - They are generally more accurate than long-term forecasts (fewer uncertainties), but options for response are more restricted.
  - Longer term forecasts provide greater lead-time for devising and implementing response strategies.

#### B. Recruitment

Recruitment is a natural outgrowth of the manpower planning process.

- Once needs have been identified, gov't must identify specific sources of good candidates and cultivate them.
- Recruitment is:
  - Deliberate or purposeful actions intended to induce qualified candidates to file an application for examinations.

Qualified candidates are:

- Those who meet the minimum requirements for a job.
- The idea is to tap the relevant labor market.

The relevant labor market is:

- The country?
- The region?
- The locality?
- The minimum requirements themselves will to some extent identify the target population.

Minimum requirements are determined by:

- Analysis of requirements of the job.
- Translation of the requirements into requirements for education, training, experience, licenses.
- If there is more than one way to obtain a particular skill, the MRs must provide alternatives.

The chief dangers in setting up MRs are:

- Credentialism.
- Necessary to provide for equivalency.
- Many professions have become closed clubs with requirements for degrees and licenses that are not really needed for performance of the job.

The likely effects of setting MRs too high are:

- Exclusion of protected groups.
- Restriction of pool of qualified candidates, possibly resulting in poorer selection.
- Overpayment and underutilization of people performing the job.

Traditionally, gov't recruitment efforts have been

- Examination announcements were posted in public buildings.
- Assumptions was that qualified candidates would be breaking down the doors to apply for civil service jobs.
- Main focus of the personnel agency was seen as keeping the crowd down to manageable size.
- This assumption was not really justified.

Certain factors independent of actual recruitment efforts affect the success of such efforts. These factors determine how attractive gov't employment is viewed by the public and whether qualified candidates apply. They are the:

- Attitudes prevailing among community toward public employment (prestige).
- Salaries and benefits.
- General job market conditions.

The public sector stands in regard to these factors in the following manner:

- Probably poorly in regard to prestige.
- (In a 1979 Harris poll among young people, only 9% said they would choose government employment. This was worse than in the 1960's when similar polls indicated a 13% interest in gov't employment.
- Competitive in salary at lower and middle levels.
- Better flow of candidates during high unemployment (in 1930's, PhDs took jobs as clerks with NYC; in 1960's, there were a disastrous number of vacancies).

Factors which compensate for low prestige and low salaries are:

- Many phases of gov't work are satisfying, interesting, and challenging.

The special requirements imposed on recruiters by EEO and Affirmative Action are:

- MRs must be strictly job-related; no credentialism.
- Special efforts must be made to reach underrepresented groups.
- If members of a group do not read a particular paper, do not confine advertising to that one.
- EEO and Merit imply equal access to info.

Affirmative Action standards found in Uniform Guidelines are:

- AA efforts by public employers should assure "that positions in the public service are generally and equally accessible to qualified persons, without regard to their sex, racial or ethnic characteristics".

Steps in voluntary AA plan are:

- Analyze workforce and compare to labor market.
- If disparities found, overall selection process should be examined.
- If selection procedures have exclusionary effect, take affirmative steps:
  - Establishment of long-term goals and short-term interim goals and timetables for specific job classifications which reflect availability of qualified persons.
  - Recruitment program designed to attract qualified members of group in question.
  - Systematic effort to organize work and redesign jobs in ways that provide opportunities for persons lacking journeyman level skills to enter and with appropriate training, to progress in a career field.
  - Revamping of selection instruments to eliminate exclusionary effects.
  - Measures to assure that qualified members of affected group are included within pool from which selection is made.
  - Provision of career advancement training to employees locked into deadend jobs.
  - Establishment of system for regularly monitoring effectiveness of AA program.

Some recruitment methods are:

- Advertisement in media (Radio, TV, Press, Paid and Unpaid).
- Mailing lists of schools, labor organizations, professional and trade associations.
- Individual mailing lists (people indicate interest in particular types of jobs).
- Cultivation of relationships with community leaders.
- Pamphlets on various occupations and careers.
- Career directories for colleges (Feds).
- Periodic visits, displays and programs directed at schools and college campuses.
- Holding open house at agencies.
- Using existing field installations of public agencies located in community (can distribute applications).

The method of selection has an effect on recruitment or on the attraction power of gov't due to the following:

- Complexity of application procedure.
- Offer alternatives to written tests (Some groups do not like written tests).
- Some professionals won't take written tests.
- Offer continuous filing and walk-in tests.

### C. Selection

Selection is at the core of the personnel function; mistakes in this area can be costly because:

- Effectiveness of organization affected.
- Need to get rid of someone (may be hard to do).
- May lead to lawsuits or EEO complaints.
- Need to retrain someone.

Selection is perhaps the most controversial part of the personnel function.

- There is little agreement on techniques.

Selection is - the process of assessing the relative fitness of candidates for positions and hiring the best qualified as determined by the assessment techniques used.

Selection can involve a wide variety of procedures and techniques, but in the public sector it usually means a formal examination. (Procedures used must be explicit and reviewable).

An examination is:

- Often used synonymously with tests but they are not the same.
- Examination describes the entire selection procedure while a test is just one element in the procedure.
- Examinations are composed of one or more tests.

The various kinds of tests are:

- Unassembled (candidates don't appear in person; their training and experience is evaluated, and they are rated and ranked).
- Assembled (candidates called to appear)
  - Written
    - a. Short answer (MC)
    - b. Essay
  - Practical or performance.
  - Oral.
    - a. Individual (structured or unstructured).
    - b. Group
    - c. Assessment center.
  - Physical and Medical.

What determines which kinds of tests will be used?

- The testing objective or nature of the job.
- Administrative feasibility and cost.



Are there advantages and disadvantages associated with each type of test?

a. SHORT ANSWER (MC)

- Feasible for testing large numbers of candidates.
- Easy to rate (can be machine scored).
- Ratings are objectively arrived at.
- Large number of items permit wide sampling of the job.

BUT

- Very difficult to develop, and easy to challenge.
- A good method for testing knowledge, but hard to use for testing actual job behaviors.

b. ESSAY

- Easy to develop.
- Useful for jobs in which incumbents must organize written material and prepare reports.
- Useful for simulating higher-level professional jobs.

BUT

- Very difficult and time-consuming to rate.
- Not feasible where there are large numbers of candidates.
- Hard to arrive at an objective rating.
- Only samples a small part of the job.

c. ORAL TESTS

- Many of same advantages of essay tests.
- Only valid method for testing interpersonal and oral communication skills.

BUT

- Only small sample of work behaviors
- Hard to arrive at objective rating.

d. PRACTICALS OR PERFORMANCE TESTS

- Most job-related and legally acceptable kind of test.
- It is valid by definition.
- Represents actual sample of the job.
- Can be very expensive to administer.
- May not be feasible (location, equipment, etc.).

e. EVALUATION OF TRAINING AND EXPERIENCE

- Easy to develop; you only need a rating key.
- Particularly appropriate for professional positions where candidates are licensed and have already demonstrated their basic competence.
- Can serve as recruitment aid in areas where written tests may have any adverse impact or in professions where potential candidates resent taking written tests.
- May be particularly useful in fields where past experience and training are better indicators of future performance than any single written test (managerial?).

BUT

- Exceedingly difficult to rate and to arrive at an objective rating.
- Hard to standardize evaluation process among examiners.
- Most keys fail to provide for every possible combination of training and experience and for equivalent experience.
- Very difficult to verify experience (employers often refuse to give detailed information).
- May give advantage to candidates adept at describing experience or to candidates with relatives in business.
- May not be appropriate for large numbers.

What are we really testing for in employment tests?

- intelligence?
- general aptitude?
- no, ability to perform a particular job.
- This issue has been well defined by law, landmark court decisions, and equal employment opportunity guidelines on selection.

The law allows us to test for characteristics and work behaviors needed to perform the tasks and duties of the job.

- Such characteristics are usually defined as knowledge, skills, and abilities.
- There are psychological inferences; we infer that someone possesses them if they behave in a certain way in the context of the job.
- The most recent selection guidelines demand that we operationally define these characteristics in the form of work behaviors whenever possible.

We may not use tests which discriminate unfairly against a particular group and which cannot be shown to be directly related to the requirements of the job.

Tests must be valid; they must measure what they are supposed to measure.

Validation is the process by which the test user ensures that a relationship exists between the test and future performance on the job. There are several validation strategies that can be used:

a. Content validity

- Questions on the test are directly linked to the tasks of the job (and they must be the most representative and important tasks of the job).
- Intensive job analysis is carried out to identify major tasks, needed KSAs and appropriate testing methods.
- A representative sample of incumbents and supervisors is interviewed and observed.
- Job knowledge experts are consulted.
- Relevant job materials are obtained.
- Documents such as job descriptions are reviewed.
- Examiner identifies the critical KSAs and these form the basis of the test plan.
- There are qualifying and ranking KSAs; generally only ranking KSAs form part of the competitive test; qualifying KSAs are used for the MRs.
- Can only test for KSAs needed on first day of the job, not for things which incumbents will learn (Police Officer Test example).
- Some KSAs can't be tested for, must be left to probationary period. This is the most commonly used method in the public sector.

- Some testing experts feel, and this is implied in the new guidelines, that content validation should only be used for well-defined jobs.

b. Criterion validity

- Tests are validated by establishing a statistical relationship between the test used and some criterion such as supervisory evaluations of performance.
- Statistical analysis of both sets of scores yields a correlation coefficient which indicates a relationship (that scores tend to vary together not as a result of random factors).
- A review of job information (may include a job analysis) is carried out to develop a test on the basis of the key job characteristics.
- Everyone or a sample of whole range of scores is hired.
- Six months or one-year later, supervisors are asked to evaluate them on same factors included in test.
- Two sets of scores are analyzed and a correlation coefficient is calculated. (This process is predictive validity, the purest form of criterion validity).
- But predictive validity may not be feasible in the public service.
  - Merit system laws require hiring people in rank order and prohibit hiring people who fail tests.
  - If you don't take the people who fail, you restrict the range.
  - If test proves invalid, do you fire people after one year?
- In concurrent validity, a test is administered to experienced employees and a coefficient is calculated by comparing scores to supervisory evaluations.
  - Experience may contaminate the results of the test.
  - Incumbents may reflect past discriminatory practice.
- A major factor affecting criterion validity in general is the tendency of most jobs to change; validity may be short-lived.

c. Construct validity

- This is the most difficult method of validation and requires the greatest amount of documentation.
- A Construct is a psychological term used to refer to a general trait; it is an inference, e.g., leadership, spatial ability.
- This method will frequently involve a job analysis and one or more predictive studies.
- Evidence must show that the test measures the trait, and the trait is actually needed for successful job performance.

d. Face validity

- Not real validity, but all tests should have it.
- Whether the test appears to be valid in the eyes of the candidate.
- Example: "Assume that you are a police officer and that a man comes to complain that a business associate has not lived up to the terms of his contract. You should advise him to....."

In the public service, selection is a process consisting of several steps. These steps are:

1. Vacancies exist.
2. Agency notifies examining agency.
3. Examining agency, in consultation with recruiting agency, carries out job analysis and develops a test.
4. A Notice of Examination is published (contains info. about job and test; candidates are invited to apply during fixed application period; may be a recruitment campaign.)
5. Candidates submit applications.
6. Applications may be reviewed to see if candidates meet MRs.
7. Candidate identifying info. may be keypunched.
8. Arrangements made for admin. of test.
9. Candidates summoned by mail to a particular location at a particular time to take the test.
  - Some exams may involve parts.
  - If so, candidates are summoned for each part.
  - Some jurisdictions use successive hurdles: e.g., only those passing the written will be summoned to the oral.
  - Where there are several parts, each part is weighted and will constitute a certain per cent of the exam; and some parts may be only qualifying.
10. After all parts are completed (there may be a physical and a medical), candidate final scores and ranking are calculated. This is frequently done by computer.

EXAMPLE:

| PART        | WEIGHT | SCORE | WEIGHTED SCORE |
|-------------|--------|-------|----------------|
| WRITTEN     | .5     | 80    | 40             |
| ORAL        | .2     | 70    | 14             |
| ESSAY       | .3     | 90    | 27             |
| Final Score |        |       | 81             |

11. An eligible list is constructed and candidates are notified of their grades and ranks.
12. The top three names on the eligible list are certified for each vacancy; the appointment officer may select any of the top three; if applicants equal the number of vacancies, a certification pool may be held.
  - There may also be selective certification.
13. After appointment, the candidate is investigated, usually just to verify qualifications, but for some jobs there is a character investigation.
14. The last phase, and, according to some, the most important phase of the selection process, is the probationary period. This is important because:
  - Tests at best are imprecise, can only measure some of needed KSAs and are testing for the class as a whole, not for a specific position.
  - During probation, you can actually observe the person performing the job (This is the best selection device).
  - Probation also useful for placement and assignment.
  - Unfortunately, most supervisors don't use the probationary period.

## EQUAL EMPLOYMENT OPPORTUNITY

Major impact of EEO has not come from policy statements or programs; it has come from the Federal Government's Uniform Guidelines on Employee Selection Procedures.

- Last version jointly issued by several Federal agencies (including EEOC).

A selection procedure includes any procedure used to make an employment decision including hiring, promotion, demotion, referral, retention, licensing, etc.

Background of the guidelines:

- Guidelines found their beginning in Title VII of the Civil Rights Act of 1964 which prohibited discrimination in employment on the basis of race, religion, ethnicity, sex or any other irrelevant consideration.
- Original interpretation of Act appears to demand that discriminatory intent had to be present.
- But, in Griggs case, intent was not proven, nor did the Court insist that it had to be proven.
- At time of Griggs decision (1971), EEOC did not have legal enforcement powers, but Court gave the Commission's guidelines on Selection great deference.
- The first guidelines on selection were issued in 1966 and later revised in 1970 (the 1970 version was referred to by Court). The 1970 version:
  - Emphasized professional testing standards drawn largely from APA standards.
  - Defined job-relatedness and described acceptable methods of validation.
- In 1972, the Equal Employment Opportunity Act was passed:
  - Gave the EEOC legal authority to enforce Title VII.
  - Could make rules and regulations.
  - Brought state and local gov't under coverage.
  - Given power to impose remedies.
  - By 1975, courts were interpreting the guidelines with the force of law.

In 1978, new version of guidelines issued by affected federal agencies (henceforth all enforcement activities were to be concentrated in EEOC).

- Defined Adverse Impact:

- \*- 4/5 rule of thumb, but Commission reserved right to investigate any organization even if 4/5 rule not breached.
- Commission will consider statistical significance (large numbers in some jurisdictions make any difference in pass rates statistically significant).
- If adverse impact exists, jurisdiction must demonstrate validity of selection instrument used.
- Acceptable methods of validation more rigorously defined.
- Content validation requirements, in particular, made more demanding.
- KSAs, whenever possible, must be operationally defined in terms of work behaviors; constructs such as judgment, leadership, spatial ability, etc. may not be validated by this method.

- \* 4/5 Rule: Pass rate of minority candidates must be at least 4/5 of pass rate of majority candidates.

- Alternate selection procedures should be used if they have a lesser adverse impact (calls for a search-called cosmic search) even though the procedure used is shown to be valid.

Affirmative Action as applied to equal employment opportunity means:

- Special recruitment efforts.
- Special training programs.
- Targets, timetables and goals.

Are quotas legal?

- Bakke, no, because no history of past discrimination.
- Weber, yes, such programs found to be acceptable by courts.
- Issue is still muddy; several lower courts have found for plaintiff in reverse discrimination cases.

The goal of the guidelines is

- to eliminate discrimination in employment by making tests more job-related.

#### SPECIAL ISSUES IN PROMOTION

1. Promotion is really one kind of selection: procedures used must be valid, job-related and in conformity with EEO Guidelines.
2. In most jurisdictions, all jobs above the entry-level are filled by promotion rather than open competition. (In theory the American career approach is supposed to be open; in practice it is not. Employee organizations always lobby for filling vacancies from within).
3. A variety of procedures are used to make promotion decisions:
  - In the private sector, most of them are informal.
  - The factor used most frequently is past performance.
  - But, depending upon past performance as an indicator of future performance can be dangerous:
    - KSA s do not necessarily overlap (especially if the lower job is supervisory).
    - The Peter Principle can come into play.
4. In the public sector procedures tend to be more formal (need to be reviewable).
  - In some jurisdictions, promotions are based on formal tests (NYC and NYS).
  - In other jurisdictions, promotions are based on Supervisory assessments of potential and recommendations.
  - In the Federal government, the entire record (past performance evals., experience, training, supervisory recommendations) are reviewed by selection panels.
  - Supervisors generally prefer less formal procedures so that they have some control over the outcome of the selection process (can pick favorites).

## Assignment and Placement

1. The object of the selection process is:
  - To select a person for a particular position.
  - To select qualified people for a class of positions; or
  - The object, usually, is to select a number of qualified people for a number of vacancies in the same class.
2. The assumption of the selection process is that any of the successful candidates could fill any of the vacancies on a more or less interchangeable basis.
  - This is not necessarily true because there are differences from position to position which can be significant. Selection device can provide for all of these differences.
  - Sometimes, personal idiosyncrasies can be more important than skills which have been tested for.
  - People come into organizations with different needs and different amounts of preparation.
3. Most large organizations need a mechanism of some kind for matching people to positions.
  - The goal of an assignment mechanism is to meet the organization's staffing needs and at the same time assure that each employee's talents are being used to the fullest.
  - A good assignment or placement system assures that qualified people are available to carry out organization roles.
  - The nature of the roles themselves, to the extent that they provide challenging work and career development opportunities, may affect employee motivation and performance.
  - Placement procedures help to bring about a good match.
  - Placement is also a means of providing for career development - particularly in the context of a career path system.
4. Placement usually requires determination of the KSA's and other characteristics needed for each position.
  - This is position analysis rather than job analysis.
  - Need to know the specific conditions affecting each position.
  - Can be difficult to determine.
5. On other side of coin, need to know the skills, knowledge, abilities as well as interests possessed by each person. Determined by:
  - Application forms and interest inventories.
  - Performance evaluations.
  - Some organizations use assessment centers for purposes of assignment and placement.

6. Probationary period may be very important from viewpoint of placement:
  - Represents opportunity for seeing how well people fit into various organizational roles.
  - Employee can be rotated through a number of different assignments and adjustment to each role can be observed.
7. In order to accomplish matching of people with positions, some organizations have installed computer-based skills inventory systems:
  - Coding of information about employee skills in a format that facilitates matching with position requirements.
  - Usually used as rough screening device which results in lists of candidates.
8. Problems with these systems are:
  - failure to identify relevant info. about employees.
  - failure to identify critical position requirements.
  - failure to ensure that information is reliable.
  - failure to provide for updating of info. in system.
9. Several organizations have installed and then abandoned such systems after a trial period.
  - There have been problems.
  - Doubt has arisen as to whether the results justify the investment (these systems are expensive).
10. Although some organizations do more than others in regard to placement, the process is still haphazard in most organizations (esp. in the public sector).

### MAKING THE WORKFORCE EFFECTIVE

#### A. Motivation and Incentives

Some people consider the subject of motivation to be a part of general management, however:

- For better or for worse, personnel specialists play a large role in the creation of a motivating work environment. (This is perhaps especially true in the public sector).
- Many personnel activities affect motivation:
  - Classification and job design.
  - Pay and incentive systems.
  - Placement and assignment.
  - Transfer and career development policies.

What is motivation?

- Human motives are based on needs.
- The desire to satisfy needs influences behavior. For example, if you feel a need to be recognized you may work very hard at a particular job. If the job is well done, you may be praised which will satisfy your recognition needs.



- Organizations and supervisors can motivate subordinates by doing things that satisfy needs, thereby channeling subordinates' behavior toward attainment of org. goals.
- Motivators are perceived rewards which promise the satisfaction of one or more needs.
- The promise of satisfaction induces the individual to perform.

Human needs are quite complex and varied.

- Include physical (hunger, thirst).
- Social (desire to be loved and accepted).
- Ego (desire to achieve and have one's achievements recognized).

Maslow thought that needs occurred in a hierarchy.

- (physiological, security, affiliation, esteem, satisfaction).
- As one level of need was satisfied, the next level becomes operational.
- But research indicated that needs can occur together once basic ones are satisfied.
- Different needs can occur in different individuals at different times and in varying intensity.

McClellan emphasized three types of needs as being true motivators: Power, achievement and affiliation.

- saw achievement needs as key to effective managerial performance.
- Emphasized that achievement needs can be learned.

Frederick Herzberg emphasized the motivational value of the work itself (motivator hygiene theory).

- People have two kinds of needs: one related to the content of the job (called satisfiers) is the only true motivator.
- The other called, hygiene or maintenance factors (called also dissatisfiers) will not motivate; their absence will cause dissatisfaction.
- Organizations should pay particular attention to intrinsic rewards (rewards that arise directly from performing the job as a feeling of achievement).
- Organizations should build certain things into content of the job such as autonomy, discretion, control, challenging work, and opportunity for growth.
- Research has indicated that Herzberg's views are only partially true; depends on occupation and organizational situation; some people don't want increased responsibility.
- If growth seekers are treated like maintenance seekers, they soon become maintenance seekers.
- Most people in our society are probably capable of responding to the Herzberg model.

Needs are influenced by the environment (they can be learned).

One of the more interesting and comprehensive theories of motivation is Kurt Lewin's Field Theory.

- Lewin's formula for human behavior was:  $B = (P, E)$ . (B is a function of the person and his environment).
- This means that people have differing motivations at various times and the power with which something motivates an individual depends upon the climate in which he or she operates.
- Field theory is derived from physicists' concept of the magnetic field.
- Human beings operate in a field of various forces and their behavior can be thought of as a product of the forces in this field.
- The field contains restraining and driving forces.
- Actual behavior will depend on the strength of these counteracting forces.
- Productive effort can be improved either by reducing restraining forces or by strengthening driving forces.

#### B. Performance Evaluation

Performance evaluation or performance appraisal is:

- A process for making judgments about employee performance.

Organizations install performance evaluation systems:

- To facilitate planning, communication and to provide for performance improvement.
- To provide for performance improvement.
- To provide information on which to base a number of decisions about employees:
  - Compensation (rating useful here).
  - Assignment.
  - Training and development.
  - Promotion.
  - Disciplinary action.

Problems connected with performance evaluation:

- Use of one system for several conflicting purposes (damaging effect on performance).
- Failure to identify meaningful and objective rating criteria.
- Failure to integrate P.E. into everyday supervision (often regarded as a paperwork exercise).
- Leniency problem: Supervisors resist playing God; they don't want to antagonize people they work with; communicating info. about performance can have an adverse effect on performance, but no communication means no improvement.
- Supervisors don't know how to handle the appraisal interview and don't know how to communicate about performance.
- Central tendency problem: related to leniency; to avoid problems and to avoid having to analyze performance, supervisors tend to lump everyone together.
- Halo effect: all areas affected by supervisor's interest in one characteristic.
- Supervisors are unable or unwilling to communicate about performance without a formal system, but formal system won't make them do it.

The various methods or approaches to performance evaluation.

a. Graphic Rating Scales: Most commonly used approach in country.

- Certain general dimensions, traits or characteristics listed on form.
- Next to each characteristic is a range of performance levels.
- The rater merely checks the appropriate box.
- Fairly easy to administer.
- One standardized form is used for everyone.
- It is not job specific.
- No performance standards are communicated to the employee.
- Ratings can be very subjective.
- Does not usually generate information useful for performance improvement, development or assignment.

b. Essays

- Raters are asked to write free form narrative about employee, summarizing strengths, weaknesses and potential.
- No performance standards are communicated.
- Ratings can be subjective.
- This method is not useful for comparisons.

c. Bars

- Major components of job identified and several behavioral statements are provided summarizing the best to the worst form of behavior along a scale.
- Rater is asked to select statements which best describe performance of employee.
- System is job specific.
- Does not necessarily generate information useful for performance improvement.
- Useful for comparisons, ratings, and merit salary.
- Rating can be objective, but system is complex and expensive to develop.

d. Critical Incidents

- Raters record significant incidents of good and poor performance.
- Incidents are discussed with employee at appraisal interviews.
- The focus is on performance, not the person.
- Very useful for identifying and correcting performance problems.
- Necessary recording of incidents can be very time consuming for the supervisor.
- Performance standards are not communicated to the employee in advance.

e. Results-based or MBO

- This approach is job-specific.
- Objectives or performance goals are set individually for each employee.
- Employee usually involved in goal-setting process.
- Generates information useful for performance improvement and development.
- Approach is useful if person (usually a manager has control over ultimate end results).
- Control is sometimes a problem in the public sector; lack of authority and rapidly changing priorities.
- Needs big training investment.
- Tendency to focus on short-term results.
- Tendency to ignore important managerial behaviors.

**f. Tasks and Standards: (Used by NYC)**

- This approach is job specific.
- Major tasks and appropriate standards are identified for each individual.
- Standards can be expressed in terms of results, expected behaviors, or conditions; can focus on quality or quantity of work.
- Ratings determined by comparing actual performance to standards.
- Ratings can be objective.
- Generates information useful for performance improvement.
- Needs a training investment.
- Is time-consuming to implement in beginning.

**PRODUCTIVITY**

Productivity in general is:

- An assessment of the effectiveness of resource utilization.
- Measurement includes efficiency and effectiveness.

The problem with productivity in the public sector is:

- No balance sheet, no profit and loss statement.
- In the private sector, the quality of output is controlled by the free market system; inefficient or ineffective firms are driven out of business.
- In the public sector, it is hard to measure productivity in any meaningful way:
  - There are no profit controls and no market reaction.
  - Public organizations are monopolies and their outputs are regulated by law.
  - It is hard to price the value of services produced.
  - Measurement in the public sector can be expensive and counterproductive.

The concern with productivity is due to:

- Budgetary constraints.
- Inflation.

Productivity bargaining:

- bargaining which leads to the identification of appropriate productivity standards and ties compensation to performance against the standards.

Unions resist productivity bargaining because it

- May have adverse impact on members, lead to layoffs.
- Prefer to treat whole group alike.
- Rewards are rarely meaningful.

Administrators resist it due to:

- Conflicts with political realities.
- Accountability is dangerous.
- They lack control.
- Face possible loss of resources.
- There are no clearcut rewards for public sector managers.

## LABOR RELATIONS

Widespread unionism in the public sector is a relatively recent phenomenon.

- Membership has grown substantially only since the late 1950's.
- The scope of bargaining has broadened to resemble the private sector model.
- The number of jurisdictions with CB programs and the number of recognized bargaining units have grown substantially.
- Today, one out of every two public employees belongs to a union.
- Almost all public jurisdictions have CB and labor relations arrangements: most provide for binding contracts.
- Many jurisdictions, especially local, bargain on a variety of matters equal in scope to the private sector.

Union organization was late in coming to the public sector because:

- Many viewed the granting of CB rights as an infringement of governmental sovereignty, i.e., only the citizens or their elected representatives should make policy; unions should not be considered co-equal to the political community (Neither party involved in labor negotiations is directly accountable to the electorate).
- Many government services are unique and are expected to have low or zero profitability. Unions can therefore hold the electorate hostage in bargaining (Even in non-essential services there is no concept of profitability to moderate union demands).
- Varied occupations hindered organizing (Unit determination has been a big problem); most unions organized traditionally along occupation lines.
- Federal gov't widely dispersed on a geographical basis.
- Presence of many white-collar employees who have traditionally resisted organizing efforts.
- Civil servants themselves found unions unnecessary since they possessed merit system protection against arbitrary action and since the early unions couldn't negotiate over wages and hours.

The impetus for the growth of Civil Service unions was due to

- Lag in wages and working conditions compared with private industry.
- Desire on part of individual to be heard in context of large bureaucracies.
- Growing belief on part of pub. employees that only organized and collective action can protect their earning power in times of inflation.
- Tendency on the part of many public employers to ignore the needs and desires of employees whenever possible.

Elements of Collective Bargaining:

- a. Unit determination: Definition of the boundaries of representation (i.e., which groups of employees are to be represented within a particular unit?). How resolved?
  - In some places, arbitration.
  - Others provide for a neutral official.
  - Some in courts of law.
  - Decision as to bargaining unit affects power of unions.
  - In Federal service, units determined initially by agency; final decision in disputes made by an Assistant Secretary of Labor.

- b. Exclusive recognition: Which organization is to represent a bargaining unit; usually the union that gets the support of a majority of the employees has the exclusive right to represent those employees in dealing with management (Usually decided by election).
- c. Written Agreements: This is the contract that results from negotiations; it can be enforced in courts of law.
- d. Impasse in bargaining: If negotiations break down, most jurisdictions have procedures for resolving impasses. These are:
  - 1. Mediation - a noncoercive process in which a mutually acceptable third party encourages communication, offers tentative solutions and seeks compromise.
  - 2. Fact-finding - neutral third party holds hearings and makes inquiries, analyzes the situation and then makes a recommendation. There is no commitment to accept the recommendation, but there may be public pressure.
  - 3. Voluntary arbitration - leads to a binding decision; both parties agree in advance to abide by the determination of the arbitrator; this is fact-finding with advance agreement to accept the result.
  - 4. Compulsary arbitration - Either by law or by contract, the parties must submit a dispute to binding arbitration at some stage in the proceedings: When one party requests it or triggered by a predefined set of circumstances such as expiration of time period or failure of other methods to settle the impasse; both sides fear it; it means loss of control, no opportunity to apply political pressure or influence.
- e. Grievances: can be alleged violation of contract or unwarranted action against an individual; agreements usually provide procedures for handling grievances; most grievances revolve around the interpretation and application of contracts; ultimately, a third party or outside agency is called in to resolve grievances if the procedure fails.
- f. Unfair practices - Defined by state law, executive order or contracts: certain practices by management or labor are forbidden. For example,
  - Interfering with employee rights.
  - Interfering with union organizing.
  - Disciplining an employee for filing a grievance.
  - Refusing to negotiate or bargain in good faith.
  - Violation of an agreement.

These are standards of conduct for both sides. Any such practice automatically leads to a complaint.

Collective bargaining in the public sector differs from the private sector in:

- Infused with politics.
- Both sides attempt to appeal to public opinion.
- Both sides attempt to influence leaders and legislators (applying political pressure).
- Agreements may be subject to later approval by boards and legislators (This means that a chief executive can cynically make a concession he knows the legislature will turn down).
- Chief executive and his agents must worry about the political support of the unions as well as the reactions of taxpayers.

The general impact of collective bargaining in the public sector has been:

- Larger wage settlements and increasing pressure on public budgets.
- Movement in the direction of the private sector labor relations model.
- An erosion of the sovereignty doctrine and increasing limitations on the right of public sector managers to establish working conditions and terms of service unilaterally.
- The appearance of a parallel system of union protection in the form of grievance procedures duplicating civil service protections.
- An erosion in the significance of civil service commissions: now unions want to assume the merit protection function.
- Bilateralism in the determination of personnel policy.
- An emphasis on seniority in making personnel decisions (paralleled in private industry).

Practice Personnel Administration Test

1. The Public Services Careers Program is a manpower program
  - (A) designed to develop permanent employment opportunities for the disadvantaged
  - (B) designed to encourage college graduates to enter the field of public administration
  - (C) run by the federal government for private organizations
  - (D) designed to prepare physically handicapped persons for new positions.
  
2. A management approach widely used today is based on the belief that decisions should be made and actions should be taken by managers closest to the organization's problems. This style of management is most appropriately called
  - (A) scientific management
  - (B) means-end management
  - (C) decentralized management
  - (D) internal process management.
  
3. Kepner-Tregoe management training courses are most closely involved with
  - (A) management by objectives
  - (B) development of overall leadership qualities
  - (C) leadership style
  - (D) problem-solving techniques.
  
4. The basic purpose of the Managerial Grid training program is to train managers to
  - (A) have concern for both production and the people who produce
  - (B) utilize scientific problem-solving techniques
  - (C) maximize efficient communication
  - (D) improve the quality of their leadership in "brainstorming" sessions.
  
5. In establishing employee development objectives, management must make sure that they are
  - (A) stated in broad terms
  - (B) relevant to job performance
  - (C) developed by a training expert
  - (D) written in the vocabulary of the training field.
  
6. In order that group conferences serve their purpose of developing professional staff, it is essential that
  - (A) discussion of controversial matters be limited
  - (B) notes be taken by the participants
  - (C) participants be encouraged to take part in the discussions
  - (D) chairmanships be rotated at the meetings.



7. A personnel officer receives a request to conduct a course for interested employees who have filed for a promotion examination. The request that the course be given on agency time is turned down. This action is
- (A) justified; such courses do not contain content that serve to improve employee performance
  - (B) justified; the course is designed to benefit the individual primarily, not the agency
  - (C) unjustified; regardless of objective, any training related to City operations will have an affect on employee performance tangibly or intangibly
  - (D) unjustified; if productivity has been based on full use of employee time, productivity will suffer if time is allocated for such a course.
8. Of the following, the primary objective of sensitivity training is to
- (A) teach management principles to participants
  - (B) improve and refine the decision-making process
  - (C) give the participants insight as to how they are perceived by others
  - (D) improve the emotional stability of the participants.
9. In considering the functions of a manager, it is clear that the first step in building a quality work force is the manager's need to
- (A) design jobs to meet the realities of the labor market
  - (B) examine the qualification requirement for his positions and eliminate those which appear to be controversial
  - (C) determine the methods to be used in reaching that special public deemed most suitable for the agency
  - (D) establish controls so that there is reasonable assurance that the plans established to staff the agency will be properly consummated.
10. Based on data documenting the differences between healthy and unhealthy organizations, which statement described a healthy as contrasted with an unhealthy organization?
- (A) Innovation is not widespread but exists in the hands of a few.
  - (B) Risks are not avoided but accepted as a condition of change.
  - (C) Decision-making is not dispersed but delegated to organizational levels.
  - (D) Conflict is not overt but resolved without confrontation.
11. Which of the following management actions is not conducive to greater job satisfaction?
- (A) Diversifying tasks in the unit as much as feasible.
  - (B) Permitting workers to follow through on tasks rather than carry out single segments of the process.
  - (C) Avoiding the use of "project teams" or "task forces".
  - (D) Delegating authority to each layer of the hierarchy to the maximum extent possible.

12. When the span of control of a manager or administrator is widened or increased, a most likely result is
- (A) greater specificity of operational procedures
  - (B) a decrease in total worker-administrator contacts
  - (C) a blurring of objectives and goals
  - (D) an increase in responsibility of subordinates.
13. Although "superagencies" may have had value in assisting the chief executive to supervise City operations more efficiently, a major shortcoming was that they
- (A) did not provide more effective delivery of services to the public
  - (B) did limit the chief executive in his ability to find out what is happening within the agencies
  - (C) tended to reduce the responsibility of component agency heads for their own operations
  - (D) added costs that have little relation to the efforts to achieve administrative effectiveness.
14. Business and psychological literature on managerial effectiveness is based for the most part on
- (A) job analyses or descriptions about the management process
  - (B) field studies or observations about the outcome of effective management
  - (C) personal experiences or opinions about the traits good managers possess
  - (D) attitudes or perceptions of managers about organizational goals and strategies.
15. The impression most likely to be gained from published surveys of traits necessary for management is that the lists
- (A) limit identified traits to obvious human virtues
  - (B) lack precision in pinpointing behavioral elements
  - (C) emphasize negative rather than positive variables
  - (D) exclude attitudinal and motivational factors.
16. Management concepts in public and private organizations have been undergoing drastic shifts as a consequence of a new view emerging from the recent synthesis of learning in the sciences. While still in its infancy, this development has challenged much of what has been considered accepted management theory for a long time. This change is frequently referred to in current management literature as
- (A) systems thinking
  - (B) scientific management
  - (C) behavioral science
  - (D) multivariate analysis.

17. Assuming more and more importance every day, the subject of management has undergone prodigious change in recent times. With respect to this development, the most valid expression concerning the current status of management would be:
- (A) Authoritative texts have progressed to the point where differences in the formal treatment of the process of management are comparatively rare.
  - (B) The generalized theory of management which has been synthesized recently by scholars in the field has given the term management a fixed meaning and definition from which revolutionary progress may now be anticipated.
  - (C) Unity of conception, thought, and view about the process of management is still a long way off.
  - (D) Unity of conception, thought, and view about the process of management has been achieved in administrative circles under the revolutionary concepts brought into being as a result of the latest developments in computer technology.
18. "That there is no average man, the manager would be first to acknowledge. Yet the exigencies of organized enterprise require that the assumption be made."
- Of the following, the procedure or process that is primarily based on this assumption is the
- (A) administration of discipline
  - (B) establishment of rules and regulations
  - (C) policy of job enlargement
  - (D) promotion policy.
19. There are four or more phases in the process of manpower planning. Of the following, the one which should be scheduled first is
- (A) gathering and analyzing data through manpower inventories and forecasts
  - (B) establishing objectives and policies through personnel and budget control units
  - (C) designing plan and action programs
  - (D) establishing production goals for the agency.
20. When ranked in order of frequency of performance, studies show which of the following ranks lowest among the functions performed by central personnel offices in local governments?
- (A) Planning, conducting, and coordinating training.
  - (B) Certifying or auditing payrolls.
  - (C) Conducting personnel investigations.
  - (D) Engaging in collective bargaining.
21. Which of the following activities of an agency personnel division can best be considered a control function?
- (A) Scheduling safety meetings for supervisory staff.
  - (B) Consultation on a disciplinary problem.
  - (C) Reminders to line units to submit personnel evaluations
  - (D) Processing requests for merit increases.

22. Which of the following interview styles is most appropriate for use in a problem-solving situation?
- (A) Directed (C) Stress  
(B) Non-directive (D) Authoritarian.
23. Which of the following is a commonly used measure of morale in an organization?
- (A) Turnover rate (C) Specialized division of labor  
(B) Esprit de corps (D) Job satisfaction.
24. According to studies in personnel and industrial psychology, information that travels along the "grapevine" or informal communication system in an organization usually follows a pattern best classified as
- (A) cluster--key informants tell several individuals, one of whom passes it on in the same way  
(B) wheel--around through successive informants until it reaches the source  
(C) chain--double informants linked to successive pairs  
(D) random probability--informant tells anyone he happens to encounter, and so forth.
25. A carefully devised program has been developed in a certain city for combining performance evaluation and seniority into a formula to determine order of layoff. The essence of this plan is first to group employees of a particular job class into "seniority blocks", and then to use performance evaluation as a basis for determining layoff order within each seniority block.

The best of the following inferences which can be made from the above paragraph is that

- (A) this plan is unfair since seniority is not given sufficient weight in the selection process  
(B) this city is probably behind most civil service jurisdictions in the evaluation of employee performance  
(C) combining performance and seniority cannot be done since it is like "combining apples and oranges"  
(D) under this plan it is conceivable that a person with high seniority could be laid off before a person with lower seniority.

26. With any decentralization of personnel functions, specific procedures and rules are developed to assure conformance with relevant provisions of the Civil Service Law and the Rules and Regulations of the central personnel agency. To the extent that these procedures are specific and detailed
- (A) agency involvement in the execution of the decentralized function will be limited
  - (B) agency discretion in the administration of the decentralized function will be limited
  - (C) size and composition of agency personnel staff will tend to become fixed
  - (D) flexibility of application to bolster agency performance will be provided.
27. While decentralization of personnel functions to give operating agencies more authority in personnel matters related to their operations has been a goal of City personnel policy, recentralization is an ever-present possibility. Of the following, the factor which is the best indicator of the desirability of recentralization is that
- (A) inconsistent policies or inconsistent application of policies resulted when decentralized operations were instituted
  - (B) costs in terms of personnel and procedures increased significantly when decentralization was introduced
  - (C) the decentralization did not serve any real identifiable need
  - (D) agency personnel units were not prepared to handle the responsibilities delegated to them.
28. Although the Department of Personnel has developed and maintains an Executive Roster, its use by agency heads to fill managerial positions has been disappointing. Of the following, the one that is the least likely reason for not using the roster is that
- (A) personal factors essential to the relationship of manager and administrator are not revealed in the roster record
  - (B) most agencies prefer to advance their own employees rather than use a general roster
  - (C) some agency heads think of experienced City managerial employees as superannuated administrative deadwood.
  - (D) use of the roster implies a reduction of the scope of administrative discretion in selection.
29. During one program year, an administrative staff analyst found a number of occasions in which a special task, a special report, or some activity outside of planned programs had to be assigned. One staff member continually offered to undertake these assignments whenever the administrative staff analyst requested a volunteer. He handled these jobs in timely fashion even though he had begun the year with a full-time workload. Of the following, the conclusion most warranted from the information given is that the
- (A) staff member was much more efficient than other analysts in the division in planning and executing work
  - (B) staff member's regular workload actually was less than a full-time assignment for him
  - (C) commitment and will to serve was greater in this member than in others
  - (D) quality of work of other examiners may have been higher than that of this staff member.

30. An administrative staff analyst has three subordinate supervisors, each responsible for a major program in his division. He finds that one supervisor is much weaker than the other two, both in his planning of work and in his follow-through to achieve timely completion of tasks. To bolster the "weak" supervisor, the administrative staff analyst reassigns his best examiners to this unit. This decision is poor primarily because
- (A) the performance of the competent analysts is likely to suffer eventually
  - (B) the assigned analysts will be expected to make more decisions themselves
  - (C) the ineffective supervisor might have done better by assignment elsewhere
  - (D) indicated disciplinary action was not taken.
31. Because of the frustrations felt by many public administrators who have been unable to motivate their subordinates, the classic civil service reform movement has been condemned by observers of the public government scene. Those condemning that movement believe that the system has failed to develop a quality public service precisely because of the policies implemented as a result of the reform movement. They suggest that the remedy lies in
- (A) centralizing the personnel functions in the hands of an elite group of professional personnel practitioners who would be best equipped to initiate needed remedies
  - (B) changing the concept of personnel management to a generalist approach, thus guaranteeing a broader and more integrated resolution of employee problems
  - (C) finding and implementing more practical personnel techniques in dealing with various functional personnel areas
  - (D) completely decentralizing personnel administration to the responsible agency heads.
32. The British scholar and statesman Harold J. Laski has stated that the expert was too likely to "make his subject the measure of life, instead of making life the measure of his subject." When applying this comment to the modern public service administrator, it is meant that the administrator should
- (A) expand the jurisdiction of his authority so that better integration among functional areas is possible
  - (B) personally be receptive to the concept of change and not merely concerned with protecting the methods of the past
  - (C) develop a group of specialists in functional subject matter areas in order to give better service to the operating department heads
  - (D) see the relationship of his own particular area of jurisdiction to other governmental activities and to the private sector.
33. Suppose that as an Associate Staff Analyst you are asked to prepare a budget for the next fiscal year for a division performing personnel functions. Of the following, the consideration which is least important to your development of the division budget involves
- (A) adequacy of the current year's budget for your division
  - (B) changes in workload that can be anticipated
  - (C) budget restrictions that have been indicated in a memorandum covering budget preparation
  - (D) staff reassignments which are expected during that fiscal year.

34. Suppose you have been designated chairman of an intradepartmental committee to implement a major policy decision. The one of the following which is least desirable as a subject for a planning meeting is
- (A) determination of details of execution by each bureau
  - (B) specific allocation of responsibility for the phases of administration
  - (C) provision of means for coordination and follow-up
  - (D) formulation of sub-goals for each bureau.
35. "Collective bargaining challenges the concept of the neutrality of the personnel function in the public service." Which one of the following statements best reflects this observation?
- (A) Personnel offices must clearly serve as a bridge between management and employees.
  - (B) In most cases, negotiation involves a tripartite group--labor relations, fiscal or budget, and the employee organization.
  - (C) Personnel bureaus must be identified openly with the public employer.
  - (D) Personnel units cannot make policy or commitments in labor relations; their primary function is to execute personnel decisions made by others.
36. Changes in the field of public employee labor relations have been both numerous and significant in recent years. Below are four statements that a personnel examiner preparing a report on developments in this area of personnel management might possibly include as correct:
- 1 - At least one-third of the states give some type of bargaining rights to their employees.
  - 2 - Less than half the states have granted public employees the right to organize.
  - 3 - Since 1959 at least eight states have enacted comprehensive labor relations laws affecting public employees.
  - 4 - By 1966 state and local governments had entered into more than 1,000 separate agreements with employee organizations.
- Which one of the following choices lists the statements that are correct?
- (A) 1, 2, and 3 are correct, but not 4.
  - (B) 1, 3, and 4 are correct, but not 2.
  - (C) 1 and 3 are correct, but not 2 and 4.
  - (D) 2 and 3 are correct, but not 1 and 4.
37. Which of the following is not a major goal of unions in contract negotiations?
- (A) Establishing management prerogatives.
  - (B) Preserving and strengthening the union.
  - (C) Promoting social and economic objectives.
  - (D) Promoting the status of the union representatives.

Answer questions numbered 38 and 39 on the basis of the following paragraph.

"An impending reorganization within an agency will mean loss by transfer of several professional staff members from the personnel division. The division chief is asked to designate the persons to be transferred. After reviewing the implications of this reduction of staff with his assistant, the division chief discusses the matter at a staff meeting. He adopts the recommendations of several staff members to have volunteers make up the required reduction."

38. The decision to permit personnel to volunteer for transfer is
- (A) poor; it is not likely that the members of the division are of equal value to the division chief
  - (B) good; dissatisfied members will probably be more productive elsewhere
  - (C) poor; the division chief has abdicated his responsibility to carry out the order given to him
  - (D) good; morale among remaining staff is likely to improve in a more cohesive framework.
39. Suppose one of the volunteers is a recently appointed employee who has completed his probationary period acceptably, but whose attitude toward division operations and agency administration tends to be rather negative and sometimes even abrasive. Because of his lack of commitment to the division, his transfer is recommended. If the transfer is approved, the division chief should, prior to the transfer
- (A) discuss with the staff the importance of commitment to the work of the agency and its relationship with job satisfaction
  - (B) refrain from any discussion of attitude with the employee
  - (C) discuss with the employee his concern about the employee's attitude
  - (D) avoid mention of attitude in the evaluation appraisal prepared for the receiving division chief.
40. "It is time to make position classification a real help to line officials in defining programs and objectives and structuring tasks to meet those objectives, rather than continuing to act as a post auditor and controller." Of the following, the statement which best reflects the sense of this passage is that
- (A) post audit and control procedures should be related to the prior processes of objectives and goals determination
  - (B) position classification should be part of management decisions rather than an evaluation of them
  - (C) program definition requires prior determination of position characteristics and performance factors to facilitate management program decisions
  - (D) primary responsibility for position classification and grade or level allocation is that of line management, not that of the classification specialist.



41. "Pencil and paper objective testing procedures have tremendous advantages of quantification and empiricism. They are economical in production and use. But the procedures have a great disadvantage in that they are designed primarily for statistical prediction."

A conclusion that is most consistent with the above statement is that

- (A) statistical prediction becomes meaningless if the applicants tested constitute a stratified sample and not a representative sample of the population
- (B) predictions of adequate performance by any one group of successful applicants will follow the normal curve
- (C) if the group is small, statistical indices cannot have high validity
- (D) such test procedures cannot predict the job success or failure of a specific applicant.

42. It has been stated that in the public service the use of written tests is more appropriate for selecting from among those outside the organization than from those within the organization. This is so since

- (A) written tests serve to reduce the number of final competitors to manageable proportions
- (B) vouchering of prospective employees from outside the organization is deemed to be invalid and not reliable
- (C) written tests are in effect substitutes for direct observation on the job
- (D) testing outside applicants for aptitude and achievement has served a useful purpose in the elimination of extraneous prejudicial factors in the selection process.

43. The "Test Validation Board" is a recent innovation. The major purpose of this board is to review

- (A) and approve questions to be used before the written test is held
- (B) and approve the test questions and the proposed key answers immediately after the test is held
- (C) the test items and protests and then establish the final key answers
- (D) the test items and protests and then recommend adoption of a final rating key.

44. "Brainstorming" sessions include each of the following except

- (A) free-wheeling or wild ideas
- (B) criticism of any idea
- (C) great quantities of ideas
- (D) combining or building on ideas.

45. It has been ascertained that a certain top-level position should not be placed in the competitive class. What determines whether the new position should be placed in the non-competitive class rather than in the exempt class?
- (A) Subordinate positions in the competitive class.
  - (B) An executive in a specific field is needed.
  - (C) The position can be subjected to examination.
  - (D) The position is policy-making.
46. Personnel practice in most governmental organizations provides that a new employee must serve a probationary period generally not to exceed one year. During this period he is to be given special attention in such matters as instruction, indoctrination, and general adjustment to his job. The theory behind this practice is that this period is the last phase of the testing process, but the consensus is that the probationary period is not living up to its possibilities as a testing opportunity. The major reason for this opinion is that the
- (A) techniques used by personnel practitioners to encourage supervisors to pass objective judgments on probationers are not effective
  - (B) probationary period is too short and marginal employees can maintain their best behavior for this length of time
  - (C) supervisors are not living up to their obligation to conduct vigorous probationary appraisals
  - (D) supervisors try to avoid making unpleasant personal judgments about their employees.
47. A recently suggested plan was to require one year of college for entrance into the police service and eventually a college degree for promotion in the police force. Of the following, the one that will not present problems in implementing these plans, is
- (A) changing the Civil Service requirements for entrance or promotion
  - (B) overcoming police union objections to the promotion requirements
  - (C) providing sufficient time for affected individuals to meet these educational requirements
  - (D) retaining college graduates in the police service over a period of years.

Answer questions numbered 48 to 50 on the basis of the following paragraph.

"The increase in the extent to which each individual is personally responsible to others is most noticeable in a large bureaucracy. No one person 'decides' anything; each decision of any importance is the product of an intricate process of brokerage involving individuals inside and outside the organization who feel some reason to be affected by the decision, or who have special knowledge to contribute to it. The more varied the organization's constituency, the more outside 'veto-groups' will need to be taken into account. But even if no outside consultations were involved, sheer size would produce a complex process of decision. For a large organization is a deliberately created system of tensions into which each individual is expected to bring work-ways, view-points, and outside relationships markedly different from those of his colleagues. It is the administrator's task to draw from these disparate forces the elements of wise action from day to day, consistent with the purposes of the organization as a whole."

48. This passage is essentially a description of decision-making as
- (A) an organization process
  - (B) the key responsibility of the administrator
  - (C) the one best position among many
  - (D) a complex of individual decisions.
49. Which one of the following statements best describes the responsibilities of an administrator?
- (A) He modifies decisions and goals in accordance with pressures from within and outside the organization.
  - (B) He creates problem-solving mechanisms that rely on the varied interests of his staff and "veto groups".
  - (C) He makes determinations that will lead to attainment of his agency's objectives.
  - (D) He obtains agreement among varying viewpoints and interests.
50. In the context of the operations of a central public personnel agency, a "veto group" would least likely consist of
- (A) employee organizations
  - (B) professional personnel societies
  - (C) using agencies
  - (D) civil service newspapers.
51. The definition of merit system as it pertains to the public service is that a person's worth to the organization is the factor governing both his entrance and upward mobility within that service. The main ingredient used to accomplish entrance and mobility has been competition based on relative qualifications of candidates. The burgeoning demands of new occupations and critical social and economic urgencies in the public service make it imperative that now
- (A) greater emphasis be placed on the intellectual and technical capacities of applicants in order to improve the high standards achieved by some professionals
  - (B) current methods be strengthened in order to make them more valid and reliable indicators among applicants for government positions
  - (C) public personnel officials work more closely with representatives of the various professions and occupations to establish more equitable minimum standards in order to improve the quality of its practitioners
  - (D) the system adapt to the new changes by establishing alternative methods more suitable to current needs.

52. "Civil service systems need to be reexamined from time to time, to determine whether they are correctly fulfilling stated merit obligations. Frequently, inspection determines that what was once a valid practice...has ceased to be an effective instrument and has become instead, an unrealistic barrier to the implementation of merit principles." Which one of the following practices would be considered to be such an unrealistic barrier?
- (A) Disqualifying candidates with poor work history for positions involving the operation of trains or buses.
  - (B) Disqualifying candidates for police work who have records of serious arrests.
  - (C) Requiring a degree or license for medical, scientific, and professional positions.
  - (D) Requiring a high school diploma for custodial, maintenance, and service positions.
53. It is generally accepted that work attitudes and interpersonal relationships contribute at least as much as knowledge and ability to job performance. Several personality measuring and appraisal devices have been found useful in predicting personality and work attitudes. A major drawback in their use in competitive selection, however, is the
- (A) "fakeability" of responses possible in such selection situations
  - (B) cost of the materials and their interpretation
  - (C) inability of these measures to predict actual job performance
  - (D) lack of reviewability of these devices.
54. Human Relations School discoveries having a major impact on modern personnel practices include all of the following except that
- (A) social as well as physical capacity determines the amount of work an employee does
  - (B) non-economic rewards play a central role in employee motivation
  - (C) the higher the degree of specialization the more efficient the division of labor
  - (D) workers react to management as members of groups rather than as individuals.
55. Studies of the relationship between creativity and intelligence indicate that creativity
- (A) is one of several special intelligence factors
  - (B) consists primarily of general intelligence as measured by standardized tests
  - (C) involves non-intellective factors as well as minimums of intelligence
  - (D) relates more directly to quantitative than to verbal aptitudes and skills.

56. Strategies of data collection applicable to personnel work can be grouped into two broad categories: the mechanical method in which data are collected according to preestablished guidelines, rules, or procedures, and the clinical method, in which the manner of data collection may differ from candidate to candidate at the discretion of the professional person collecting it. An argument that has proved valid in support of the clinical method is that
- (A) no sound basis exists for writing any single set of rules for collecting data
  - (B) no known mechanical procedure can fully anticipate all potentially relevant data
  - (C) mechanical processes stress the use of techniques such as synthetic validation
  - (D) mechanical methods are inadequate for formulating optimal individualized prediction rules.
57. Which one of the following actions appears least mandated by the Griggs vs. Duke Power Company decision of the U.S. Supreme Court on discriminatory employment practice?
- (A) Study of certification and appointment policies and procedures.
  - (B) Determination of job performance standards as related to successful performance.
  - (C) Review of personal history forms, applications, and interviews involved in employment procedures.
  - (D) Test validation by correlation of individual test items with total test scores.
58. In decision-making terminology, the type of action taken on a problem when the decision-maker finds that he cannot do anything to eliminate the cause, is most often called
- (A) corrective action
  - (B) adaptive action
  - (C) stopgap action
  - (D) interim action.
59. As contrasted with tall organization structures with narrow spans of control, flat organization structures with wide spans of control most usually provide
- (A) fast communication and information flows
  - (B) more levels in the organizational hierarchy
  - (C) fewer workers reporting to supervisors
  - (D) lower motivation because of tighter control standards.

60. Following are three kinds of performance tests for which arrangements might be made to give the candidates a pre-test warm-up period:

- 1 - typing
- 2 - truck driving
- 3 - stenography

Which one of the following choices lists all of the above tests that should be preceded by a warm-up session?

- (A) 1 and 3, but not 2.
- (B) 2, but not 1 and 3.
- (C) 1, 2, and 3.
- (D) None of the above.

Answer questions numbered 61 and 62 on the basis of the following paragraph:

"Your role as human resources utilization 'experts' is to submit your techniques to operating administrators, for the program must in reality be theirs, not yours. We in personnel have been guilty of encouraging operating executives to believe that these important matters affecting their employees are personnel department matters, not management matters. We should hardly be surprised, as a consequence, to find these executives playing down the role of personnel and finding personnel 'routines' a nuisance, for these are not in the mainstream of managing the enterprise -- or so we have encouraged them to believe."

61. The best of the following interpretations of the above paragraph is that

- (A) personnel people have been guilty of "passing the buck" on personnel functions
- (B) operating officials have difficulty understanding personnel techniques
- (C) personnel employees have tended to usurp some functions rightfully belonging to management
- (D) matters affecting employees should be handled by the personnel department.

62. The best of the following interpretations of the above paragraph is that

- (A) personnel departments have aided and abetted the formulation of negative attitudes on the part of management
- (B) personnel people are labor relations experts and should carry out these duties
- (C) personnel activities are not really the responsibility of management
- (D) management is now being encouraged by personnel experts to assume some responsibility for personnel functions.

63. Employee training can be described best as a process that

- (A) increases retention of skills
- (B) changes employees' knowledge, skills, or attitudes
- (C) improves the work methods used
- (D) improves the work environment.

64. With respect to the use of on-the-job training methods, the theory is that it is possible to create maximally favorable conditions for learning while on the job. In actual practice it has been found that these favorable conditions are difficult to achieve. The main reason militating against such ideal conditions is that
- (A) the primary function on the job is production, and training must therefore take second place
  - (B) an adequate number of skilled and knowledgeable employees is usually not available to engage in effective person-to-person training
  - (C) expensive equipment and work space are tied up during training, which is not advantageous to establishing good rapport between trainer and trainee
  - (D) an appraisal of trainee learning under pressure of job demands is not conducive to showing the trainee the reasons for his mistakes.
65. In most major studies directed toward identification of productive scientific personnel, the most effective predictor has been
- (A) biographical information
  - (B) motivational analysis
  - (C) tests of ideational flexibility
  - (D) High-level reasoning tests.
66. Because interviewing is a difficult art, most personnel people who conduct interviews
- (A) break the interview into specific units with pauses in between
  - (B) remain fairly constant in the techniques they use despite differences of purpose and persons interviewed
  - (C) utilize non-directive techniques during their first few years of interviewing
  - (D) vary their style and technique in accordance with the purpose of the interview and the personality of the persons interviewed.
67. When using the "in-basket" technique, it is not possible to obtain measures of the
- (A) amount of work done in a given time
  - (B) extent to which the candidate seeks guidance before making decisions
  - (C) proportion of decisions that lead to actual cost savings
  - (D) proportion of work time devoted to preparatory activities.
68. The most appropriate people to develop the definition for specific classes of positions in order that they may serve as useful criteria for allocating positions to classes are the
- (A) personnel experts in the area of job evaluation
  - (B) program practitioners
  - (C) job analysts working within the occupation under study
  - (D) organization and methods analysts.

69. By its very nature and in order to operate effectively, a job classification system which groups jobs into broad occupational categories and then subdivides them into levels of difficulty and responsibility, requires
- (A) the upgrading of positions in order to raise the pay rates of incumbents
  - (B) a process in which lengthy job descriptions covering the allocation criteria are prerequisites
  - (C) a certain amount of central control
  - (D) the transfer of classification authority from an "inside-track priesthood" to the operating official.
70. A plan of classifying positions based on duties and responsibilities is not the same thing as a pay plan. Although the classification arrangement may be a vital element upon which a compensation structure is based and administered, there are differences between the two plans. The major distinction between these plans can be illustrated best by the fact that
- (A) a uniform accounting system requires a uniform job terminology, which can be accomplished best by a classification plan
  - (B) the compensation plan can be changed without affecting the classification plan, and classes of positions can be rearranged on a pay schedule without changing the schedule
  - (C) job evaluation results in a common understanding of the job for which a rate is being set and for job-to-job comparison
  - (D) the classification principle of "equal pay for equal work" was instrumental in evolving pay reform.
71. By stretching higher grade duties over as many jobs as possible the position classifier makes for
- (A) economy
  - (B) more effective performance
  - (C) effective use of labor market
  - (D) higher operational costs.
72. Contemporary information about what people want that is pertinent to potential entrants to the public service labor market, indicates that a major want is
- (A) more time for play and less time for work
  - (B) more personal privacy and fewer creature comforts
  - (C) more employee relationships and less organizational hierarchy
  - (D) more political participation and less partisan neutrality.
73. An occupational rather than an organizational commitment to personnel administration as a professional field is most likely to prevail among personnel workers who perceive their work as part of a function that is
- (A) designed to serve the employees of their agency
  - (B) dominated by necessary but uninteresting tasks
  - (C) dedicated to obtaining compliance with the law
  - (D) devoted to the human problems of organizations.



74. An Associate Staff Analyst, with overall responsibility for administrative operations in an operating agency, is considering organizing the agency's personnel office around either of the following two alternative concepts:

Alternative I - a corps of specialists for each branch of personnel subject matter, whose skills, counsel, or work products are coordinated only by the agency personnel officer.

Alternative II - a crew of so-called "personnel generalists", who individually work with particular segments of the organization but deal with all subspecialties of the personnel function.

The one of the following which most tends to be a drawback of Alternative I, as compared with Alternative II, is that

- (A) training and employee relations work call for education, interests, and talents that differ from those required for classification and compensation work
- (B) personnel office staff may develop only superficial familiarity with the specialized areas to which they have been assigned
- (C) supervisors may fail to get continuing, overall personnel advice on an integrated basis
- (D) the personnel specialists are likely to become so interested in and identified with the operating view as to particular cases that they lose their professional objectivity and become merely advocates of what some supervisor wants.

75. An organizational form which is set up only on an ad hoc basis to meet specific goals is said primarily to use

- (A) clean break departmentation
- (B) matrix or task force organization
- (C) scalar specialization
- (D) geographic or area-wide decentralization.

76. Of the following, which country was the pioneer in employee-management relationships within the public service?

- |            |               |
|------------|---------------|
| (A) Canada | (C) Australia |
| (B) France | (D) Mexico.   |

77. There are notable similarities and differences between collective bargaining in industry and government. In which of the following areas are the similarities greatest?

- |                          |                               |
|--------------------------|-------------------------------|
| (A) Negotiable subjects  | (C) Mediation and arbitration |
| (B) Bargaining processes | (D) Strikes.                  |

78. Traditionally, white-collar and professional workers resisted unionization both in government and in industry. This attitude has changed drastically among these workers since the late 1950's, however, particularly among public employees. The basic cause behind this change among public employees was that
- (A) organized labor trained its big union recruitment guns on organizing these workers in the face of the dwindling proportion of blue-collar people in the labor force.
  - (B) these employees generally identified with middle-class America, which had now become union-oriented
  - (C) they felt deep frustration with the authoritarianism of public administrators who believed that the "merit system" process gave the employee all the protection he needed
  - (D) the continual upward spiral of inflation resulted in making these workers among those deemed economically disadvantaged and necessitated their joining in unions for their own protection.
79. The concept of job enlargement would least properly be implemented by
- (A) permitting workers to follow through on tasks or projects from start to finish
  - (B) delegating the maximum authority possible for decision-making to lower levels in the hierarchy
  - (C) maximizing the number of professional classes in the classification plan
  - (D) training employees to grow beyond whatever tasks they have been performing.
80. The performance of personnel functions which are part of a comprehensive and integrated program of personnel management is conditioned significantly by personnel policies. Which one of the following is the least valid criterion of what positive policies can accomplish?
- (A) Functions are governed by rules which permit their being performed in line with the desired goals of the organization.
  - (B) Guidance for executives restrains them from mishandling the specified functions with which they have been entrusted.
  - (C) Standard decisions make it unnecessary for subordinates to ask their supervisors how given problems should be handled.
  - (D) Goals are enunciated for the purpose of selecting candidates best equipped to prove successful in the particular organizational milieu.
81. The greatest handicap of personnel systems which are predicated on the "corps of people" concept rather than on job analysis is lack of facility for
- (A) conducting program evaluation studies
  - (B) developing sound programs for the direction and control of productivity
  - (C) manpower planning
  - (D) determining the limits of authority and responsibility among managerial personnel.

82. "It is an anomaly that one of the greatest threats to maintaining classification plans adequately is slowness in adjusting salaries to keep up with the changing labor market." Thus, distortions of many classification plans occur. This is mainly due to
- (A) pressure from management officials to upgrade employees who have not received salary range increases
  - (B) inability to maintain an adequate file of pertinent pay data
  - (C) conflict in the pay philosophy between maintaining internal alignment and comparability with prevailing rates
  - (D) difficulty in distinguishing between the pay program and the fringe benefit package.
83. A personnel agency charged with identifying candidates with the kind of creative talent that can be used in an organizational setting should look for a high degree of certain attributes among the candidate population. Below are listed four characteristics which may qualify as desirable attributes for the purpose indicated:
- 1. self-confidence
  - 2. social conformity
  - 3. mobility aspirations
  - 4. job involvement
- Which of the following choices lists all of the above attributes which the personnel agency should look for?
- (A) 1, 2, and 4, but not 3
  - (B) 1, 3, and 4, but not 2
  - (C) 2, 3, and 4, but not 1
  - (D) 3 and 4, but not 1 and 2.
84. With regard to educational standards for selection purposes, the U.S. Supreme Court held that such requirements should be
- (A) eliminated in most cases
  - (B) related to job success
  - (C) maintained whenever possible
  - (D) reduced as far as possible.
85. As used in the area of administration, the principle of "unity of command" most specifically means that
- (A) an individual should report to only one superior for any single activity
  - (B) individuals make better decisions than do committees
  - (C) in large organizations, chains of command are normally too long
  - (D) an individual should not supervise over five subordinates.
86. "We must restructure as many job series as possible to allow entry into the service and to permit successful job performance without previous training and experience." In the type of restructuring quoted it is essential that
- (A) job duties be rearranged to form a learning progression as well as a means of reaching work objectives
  - (B) educational achievement be minimized as a factor in determining progression to higher position rank
  - (C) separate and distinctive job series be created independent of existing job series
  - (D) lateral entry opportunities be emphasized.

87. From the standpoint of equal opportunity, the most critical item operating personnel must focus on is
- (A) hiring more minority applicants for top level positions
  - (B) helping existing minority employees upgrade their skills so they may qualify for higher skilled positions
  - (C) placing minority candidates in job categories where there is little minority representation
  - (D) eliminating merit system principles.
88. "Most of the jobs opened up in human services through new career development efforts have been filled by women." Of the following, the main reason for this result is that the
- (A) need to develop suitable careers for women is the major focus of the program
  - (B) majority of new career jobs are in fields where the work normally has been done by women
  - (C) labor shortages are found in fields that draw heavily on womanpower
  - (D) legislation and funds provide guides which emphasize the employment of women who are disadvantaged or underemployed.
89. "When acting in their respective managerial capacities, the chief executive officer and the office supervisor both perform the fundamental functions of management." Of the following differences between the two, the one which is generally considered to be the least significant is the
- (A) breadth of the objectives
  - (B) complexity of measuring actual efficiency of performance
  - (C) number of decisions made
  - (D) organizational relationships affected by actions taken.
90. Of the following, it is most likely to be proper for the agency head to allow the agency personnel officer to make final selection of appointees from certified eligible lists where there are
- (A) small numbers of employees to be hired in newly-developed professional fields
  - (B) large numbers of persons to be hired for key managerial positions
  - (C) large numbers of persons to be hired in very routine occupations and the individual discretion of operating officials is not vital
  - (D) small numbers of persons to be hired in highly specialized professional occupations which are vital to the agency's operations.

91. According to the Equal Employment Opportunity Act of 1966, a covered employer may not
- (A) discriminate against an individual because he is a member of the Communist Party in the United States
  - (B) indicate preference for or limitation to national origin in printing a notice or advertisement for employment
  - (C) employ only members of a certain religion if the employer is an educational institution owned or supported by that religion
  - (D) apply different pay scales, conditions, or facilities of employment according to the location of various plants or facilities.
92. Data received by the Equal Employment Opportunity Commission from firms employing 100 or more people suggest that emphasis in the area of equal opportunity has shifted from one of detection of conscious discrimination to one of
- (A) human resources utilization
  - (B) passive resistance
  - (C) unconscious discrimination
  - (D) education.
93. According to surveys pertaining to equal employment opportunities, available information indicates that discriminatory patterns in job placement of minority group members is
- (A) higher in craft unions than in industrial unions
  - (B) greater in the East than in the West
  - (C) higher in old plants than in new plants
  - (D) higher among young executives than among old executives.
94. Of the following, an operating agency personnel office is least likely to be able to exert strong influence or control within the operating agency by
- (A) interpreting to the operating agency head what is intended by the directives and rules emanating from the central personnel agency
  - (B) establishing the key objectives of those line divisions of the operating agency employing large numbers of staff and operating under the management-by-objectives approach
  - (C) formulating and proposing to the agency head the internal policies and procedures on personnel matters required within the operating agency
  - (D) exercising certain discretionary authority in the application of the agency head's general personnel policies to actual specific situations.
95. If accepted criteria of a profession are applied, which of the following work groupings ranks lowest in the distinctiveness of its character as a profession?
- (A) Social service or community work
  - (B) Managerial or administrative work
  - (C) Health or health services work
  - (D) Teaching or educational work.

96. Surveys of factors contributing to job satisfaction indicate, according to employees, that the factor having highest priority among those listed is
- (A) opportunity for advancement
  - (B) good pay schedules
  - (C) concern for training employees for better job performance
  - (D) good work environment.
97. Job enrichment is intended to increase employee motivation and interest by increasing the accountability of employees for their work, by introducing more complex tasks, and by granting authority to make job decisions. A major hazard that may result from application of such restructuring is to
- (A) increase complaints of work pressure
  - (B) reduce the effectiveness of task specification
  - (C) stimulate demand for salary increases
  - (D) limit the status of the immediate supervisor.
98. Which of the following statements concerning performance appraisal systems is not correct?
- (A) They require line management participation.
  - (B) They provide for periodic discussions of performance between the supervisor and the employee.
  - (C) They are used primarily to uncover employee weaknesses.
  - (D) They require supervisor training to assure uniform appraisals.
99. "In the forced-choice technique of performance evaluation, the rater is forced to judge which of several alternative statements is most descriptive of an employee's performance. It forces the rater to discriminate on the basis of concrete aspects of a subordinate's work behavior rather than to rely on an impression of his total worth." The one of the following which is not considered a value of this technique is that it
- (A) increases rater ability to produce a desired outcome
  - (B) is relatively free of the usual pile-up at the top of the scale
  - (C) tends to minimize subjective elements
  - (D) produces results that correlate positively with other variables associated with effective job performance.
100. Of the following, the one which is not an advantage of the proper delegation of work by a manager is that it
- (A) increases planning time
  - (B) relieves the tension of seeing to details
  - (C) increases the manager's familiarity with routine work
  - (D) increases understanding of the responsibilities of subordinates.

ANSWERS - PERSONNEL ADMINISTRATION TEST

1. A; 2. C; 3. D; 4. A; 5. B; 6. C; 7. B; 8. C; 9. A; 10. B;  
11. C; 12. D; 13. A; 14. C; 15. B; 16. A; 17. C; 18. B; 19. A; 20. D;  
21. C; 22. A and/or B; 23. A; 24. A; 25. D; 26. B; 27. C; 28. D;  
29. B and/or C; 30. A; 31. D; 32. D; 33. D; 34. A; 35. C; 36. B; 37. A;  
38. A; 39. C; 40. B; 41. D; 42. C; 43. D; 44. B; 45. B and/or C; 46. C;  
47. C; 48. A; 49. C; 50. B; 51. B and/or D; 52. D; 53. Delete; 54. C;  
55. A and/or C; 56. B; 57. D; 58. B; 59. A; 60. C; 61. C; 62. A; 63. B;  
64. A; 65. A and/or D; 66. B; 67. C; 68. A and/or C; 69. C; 70. B;  
71. D; 72. A and/or C; 73. D; 74. C; 75. A; 76. A; 77. A and/or B; 78. C;  
79. C; 80. D; 81. C; 82. A and/or C; 83. B; 84. B; 85. A; 86. A;  
87. B and/or C; 88. B; 89. C; 90. A; 91. Delete; 92. A;  
93. A and/or C; 94. B; 95. B; 96. A and/or D; 97. D; 98. C; 99. A; 100. C.