An Integrated Approach to Human Resource Management

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Editor's Note: GAO has been working to develop and implement an integrated human resource management system. Mr. Pernick is with the Research and Analysis Branch of the newly formed Office of Organization and Human Development, which brought together a number of GAO components working in the area. The views expressed in the article are his own, and they reflect one approach to an integrated system. GAO's approach, now being developed, will reflect many of the concepts expressed here, but will surely be different from this proposed model.

In October 1980, GAO began operating an independent personnel system which removed it from most Office of Personnel Management regulations. This independence, combined with a continually expanding congressional mandate, a changing work force, legal constraints on employment practices, and improvements in personnel management technology, gives GAO the responsibility and opportunity to create a human resource management (HRM) system that would help it more effectively manage its employees.

In looking at these responsibilities and opportunities, this article serves four purposes. First, it gives a background on a variety of personnel management changes that could occur. Second, the article broadly defines the need for and benefits of HRM and suggests its relevance to GAO. Third, this introduction to the field gives a context for considering several of GAO's own programs. Finally, the article notes several reasons why an organization needs to establish a comprehensive policy and a systematic approach to HRM. In this latter context the article discusses one integrated system that could enhance GAO's management of human resources in the 1980's.

Components of Human Resource Management

In broad terms, human resource management is an attitude and approach of managers toward the effective selection, use and development of people in organizations.[1] This HRM approach has a two-fold goal: first, to improve employee productivity on a variety of important performance measures such as cost savings, performance level or rate, timeliness, and accuracy; and second, to enhance the qualitative aspects of the work place—e.g., challenging and interesting work, reasonable control over one's job, and satisfying interpersonal relationships. Improving these qualitative dimensions will benefit the employee and could also have significant organizational payoffs through reduced turnover, absenteeism, tardiness, grievances filed, accident rate, slowdowns, strikes, equipment breakage, and employee theft.

HRM has evolved in response to the fundamental changes in our society that are influencing organizational effectiveness. These changes have been well documented (see, e.g., HEW Task Force, 1973; O'Toole, 1974; Davis & Cherns, 1975; Herzberg, 1976; Suttle, 1977; Walker, 1980). In brief, these changes include demographics (an aging and expanding work force), higher-educated employees, persistent productivity declines, legal and regulatory constraints, and changing employee attitudes.

Naturally these changes have many organizational and managerial consequences. As some workers elect to stay on the job past the traditional retirement age, different managerial strategies are required. The techniques that motivate a 70-year-old employee may not be effective with a 20-year-old. The demand for jobs has greatly increased as "baby boom" members and women enter the full-time labor market in record numbers. The work force's education level has risen, and workers tend to be less satisfied with routine employment. In general, employees tend to expect more from work. Continuing declines in U.S. productivity reduce the number and type of employment opportunities and also limit salary potential for those fortunate enough to find work. A large body of Federal and State legislation has increasingly defined managerial action

in employee discrimination, safety, health, privacy, and compensation practices.

Employee values concerning the relative importance of work and personal expectations from work are also changing. Employees are increasingly interested in off-duty leisure activities and are often more reluctant to make an undesirable geographical move solely for the sake of, for example, career advancement (Etzioni, 1977). And although workers still desire adequate salaries and comprehensive fringe benefits, employees increasingly desire "more" from the job itself. This desire often translates into feelings of achievement, opportunities for learning and advancement, a job that uses their abilities to the fullest extent, and meaningful participation with management in decisions affecting them personally.

In addition to improving performance and the quality of working life, an HRM-minded organization is better prepared for the future because it is more adaptable and integrated: adaptable in the sense of anticipating and planning for change, and making quick responses to new conditions; and integrated in that the HRM programs are complementary and therefore can contribute to improved organizational effectiveness. Given our society's recent history of rapid and unexpected change, increased foreign competition, and technological complexity, this organizational versatility is essential.

Systems Perspective in HRM

A systems perspective is embodied in the human resource approach to management. A system can be simply described as "containing highly interdependent parts or sub-systems, all of which interact among themselves and with the environment in determining how the organization functions."

Without a systems oriented approach, individual components within an organization tend to develop their own human resource units or undertake related projects. While on the surface this may not appear inappropriate, it can cause problems. For instance, surveying employees in one unit about their concerns may raise their expectations which cannot be met by limited programs developed within a unit. In addition, the survey instrument used may not have been developed with input from questionnaire design/analysis experts and the data may be faulty. Programs which are developed by one unit may cause dissatisfaction in other units which do not have them. Finally, fragmented programs prevent development of an integrated human resource management information system.

On the other hand, a systems perspective in HRM permits management to understand and act upon the relationship that people have with their work within the various parts of the organization. For example, it is obviously important to select the most capable and compatible applicant for a position. The accuracy of that selection decision eventually can be determined by the performance appraisal program. Assessing employees' performance levels in relation to relevant individual characteristics such as biographical data, education, and experience provides information which can then be used in the selection program for future recruiting of candidates who best fit the successful performer's profile.[2] Thus the selection and performance subsystems are highly interdependent and interact to influence the organization's functioning.

Four main ideas can be summarized from this introductory section:

- HRM has evolved as a way to deal with changes in our work force, economy, and legal environment.
- HRM is an effective way for organizations to achieve current goals, improve performance, and prepare for the future.
- A "human resource" approach to management tends to be more psychologically satisfying to employees in addition to improving organizational effectiveness.
- Human resource programs should support each other and, in total, contribute to meeting organizational objectives because organizational functioning is an interdependent process, and the design and management of human resources is best accomplished in a systematic manner.

HRM Model

There are several models which represent the major elements of an HRM system. In general, an HRM model should contain work force planning, recruitment and selection, performance, rewards, training and development, and evaluation components. The model should be general enough to include a variety of organizations, comprehensive enough to include the core processes, and orderly enough to show the sequence and relations among those processes. A general model that seeks to satisfy these requirements is presented in Figure 1.

Relevancy to GAO

Many of the conditions that create an organizational need for HRM exist in GAO. Some of these conditions include a continually expanding congressional mandate, a changing work force, legal requirements on employment practices, and passage of the Civil Service Reform Act (CSRA) and GAO Personnel legislation.

The Congress has increasingly called upon GAO to conduct a wider and often controversial range of program evaluations. To accomplish this mission, the agency must operate in an adaptive and creative manner and be capable of quickly reviewing and reporting findings to the Congress. These operational requirements demand an effective organization.

The GAO work force has changed considerably over the past decade and is now multidisciplinary. In addition to the traditional accountant/auditor, GAO now employs program analysts, management analysts (frequently with master's degrees in business or public administration), economists, mathematicians, behavioral scientists, and computer analysts. Moreover, these new employees are increasingly women and/or nonwhite, and their different backgrounds, career interests, and developmental needs require varied managerial responses. In addition, the work force in general is more questioning of managerial style and prerogatives and increasingly is voicing a desire for significant participation in the management process.

Equal employment opportunity (EEO) laws and other employment requirements have had a profound influence on the management of human resources. In general, this body of legislation requires GAO (and all employers) to establish personnel management programs built around job-related criteria without regard to race, sex, or age. GAO has a strong top management commitment to EEO, and this commitment has been a major factor in designing programs for recruitment, selection, promotions, appraisals, rewards, and training.

Fig. · 1 Human Resource Management Model
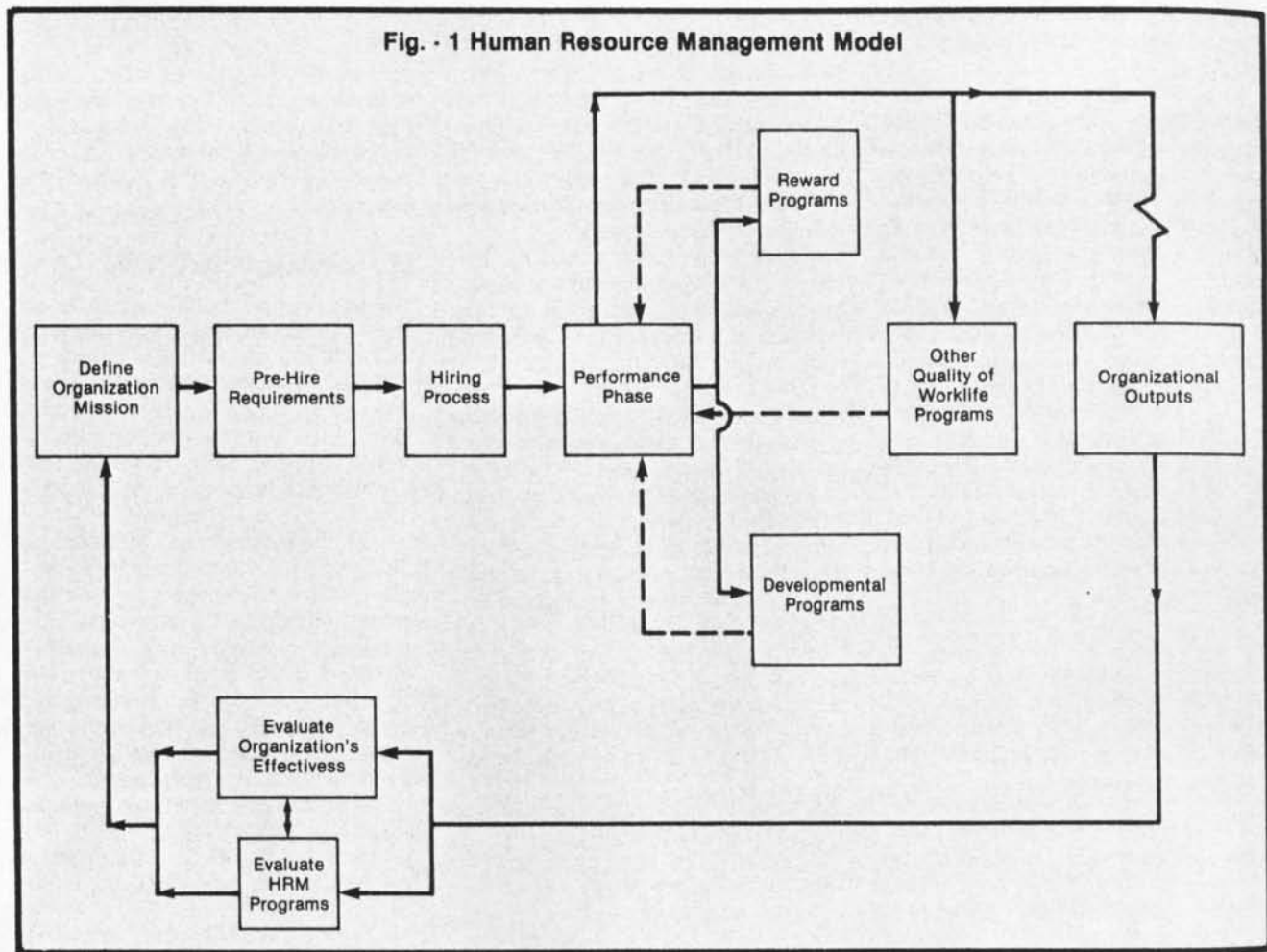
The CSRA was enacted to improve Federal employee productivity and service through a variety of personnel management programs and regulations. Examples include performance appraisal, merit pay, and employee dismissal. A central focus of the act is to strengthen the relationship between performance and the giving or withholding of rewards. Although GAO now has its own personnel management legislation, the Congress has required that our personnel practices be consistent with CSRA principles and objectives. Both pieces of legislation will influence any HRM system established in GAO.

Career Management Committee

To try to satisfy the personnel management demands of a changing environment, GAO implemented several independent projects in the early 1970's. However, these projects did not adequately address the necessary

interrelationships between personnel functions. To remedy this deficiency, the Comptroller General established a high-level Career Management Committee (CMC) in 1975.

The CMC was top management's first attempt to integrate GAO's various personnel management policies and programs. Over the next 3 years—until a career personnel director was hired—CMC initiated several HRM projects. Their work helped to form the basic shape and direction of human resource management in GAO *(GAO 1966-1981: An Administrative History,* 1981).

Selected Overview of HRM in GAO

What follows is a brief overview of many CMC-initiated programs that are with us today. Other human resource activities and functions, not directed by CMC, are also mentioned because of their similar goals and potential importance in management.

Programs and Task Forces

Competitive Selection Process. The CMC reviewed various personnel management practices and gathered data on employees' perceptions of career management. Their review found, among other things, that a large majority of employees were dissatisfied with the promotion system, which they viewed as a "patronage" process. Accordingly, the competitive selection process (CSP) was developed to manage promotions above the GS-12 career ladder, for outside upper-level hires into the agency, and for all selections to GAO's overseas branches. The CSP involves procedures that give each applicant an opportunity to compete for promotion on a basis of job-relevant criteria, and thereby improves the promotion program's perceived and actual fairness.

Recognizing that the system has not been perfect, there have been numerous attempts to make CSP more equitable and less of a paperwork burden. The new performance appraisal sys-

tems are likely to contribute to these goals. Most recently, a task force of division directors[3] sought input from GAO management and employee advisory committees and developed some changes to the process. More fundamental changes are possible as part of the new personnel system installation.

Training Needs Assessment. A training needs assessment is a systematic method that determines the required level of competency for successful performance and compares that requirement with the actual current level of employee performance. The difference represents the organization's legitimate responsibility to its employees for training or other developmental experiences.

GAO accomplished separate assessments for auditors and clerical staffs. The findings are now used to design, implement, and evaluate professional and support staff training courses. Furthermore, these job-relevant data were used in developing the Behaviorally Anchored Rating Scales (BARS) performance appraisal system for auditors, and similarly will be used in developing the appraisal program for other occupations.

Behaviorally Anchored Rating Scales. The Task Force on GAO Effectiveness (established in 1977) specified that assessment of individual performance would be carried out on each assignment. The BARS system was developed with this in mind. Supervisors will provide ratees with direct feedback on their work in behavioral terms, thereby allowing easier correction of deficiencies and development of potential. The system will be merged with a results, or accomplishments, dimension that measures individual contributions to the organization. This dimension is an essential feature for promotions, merit pay, and other personnel decisions. Planning is underway to develop comparable performance appraisal systems for other groups of professional employees and support staffs.

Rewards System Task Force. It is difficult to determine what an individual regards as rewarding. Individual rewards may be influenced by personal attributes (Korman, 1976); satisfying situation-specific consequences of behavior (Bandura, 1969); or perception of equitable treatment when compared to similar others (Adams, 1965). Rewards are also organizationally defined, based on what management thinks employees want and deserve in

recognition of desired performance. Realizing the complexity of rewards, the Task Force on GAO Effectiveness recommended establishing a Rewards Task Force to determine if the many reward possibilities in GAO reinforced organizational goals while satisfying employee needs.

The Rewards Task Force concluded that the distribution or rewards was accomplished without well-defined criteria, and therefore lacked credibility in GAO. Of the many proposed recommendations made to correct this fundamental and far-reaching problem, the division directors adopted two that appeared to be achievable.

The first recommendation stated that managers should set specific performance goals and design procedures to evaluate the degree of goal accomplishment. Secondly, the organization should be responsible for training managers and providing expert advice in carrying out the design and evaluation tasks. As with the competitive selection process, the new performance appraisal systems with behavior-based and results-based components is designed to satisfy both of these recommendations.

Generalist/Specialist Career Paths. A Division Director Task Force examined the career advancement of GAO generalists (auditors/evaluators) and the advancement of specialists (economists, lawyers, statisticians) to determine if the advancement is equal. In response to the Task Force's many adopted recommendations, Personnel has been charged with working with line management to develop formal career ladders and improve career paths that recognize the different and equally valuable contributions GAO specialists make to the office.

Evaluator Series. A distinct classification series (GS-347) has been created to recognize GAO's unique function, and it provides guidance for pay based on actual levels of work. The new series is compatible with the BARS performance appraisal system, is not expected to change grade levels, and in most cases, will cover employees currently performing GAO's mainline auditing activities. Employees' conversion to this series (from others such as accountants and management analysts) took place just prior to October 1, 1980, the effective date of our independent personnel system.

Interpersonal Skills. Reduced to its simplest terms, HRM is a way of efficiently accomplishing work through positive interactions with people. Because relationships are so important in an effective organization, GAO has spent considerable time and money developing a course to enhance human interactions at work. An intensive 4-day course entitled "Skills for Performance and Career Development" is underway for all professional staff. In a lecture and experiential format, the course enhances skills in interpersonal problemsolving via performance coaching, appraisal training, and career counseling. These generic skills are designed to improve human interactions which in turn support individual HRM programs and ultimately GAO's effectiveness. A similar course is being developed for non-evaluator staffs.

Improved Career Paths. GAO created its Upward Mobility Program to provide employees in nonprofessional series (below GS-9) a systematic opportunity to fully develop their work capabilities and expand their realistic career possibilities. The program emphasizes structured developmental assignments and permits some use of work time for required formal education. To date, over 100 employees have entered the program, and more than 60 percent have successfully graduated into a variety of professional positions such as auditors, editors, and computer analysts.

As another example of increased career alternatives, Personnel created an evaluator assistant classification series that places participants in planned developmental assignments for future entry into the evaluator series. Several other classification "bridges" are planned.

Equal Employment Opportunity (EEO). GAO created several EEO programs to provide equal employment opportunity for all qualified people, and to eliminate or reduce discrimination. As one way to reduce discrimination, the agency held 2-day, small-group training programs for all employees using GAO coworkers as facilitators. The learning gained in this "Functional Racism" seminar will continue in the divisions/offices through each unit developing its own antidiscrimination/human relations training program.

Employee Organizations. As a more formal way of participating in the management process, GAO has several organizationally chartered groups.

Two are the Career Level Council and the GS-13/14 Management and Policy Advising Council. The groups represent the interests of GS-7 through -14 staff. In general, these groups seek to influence the design and implementation of GAO policy concerning work methods, management practices, and employee rights.

HRM Staffs

GAO's top management realized that accomplishing these HRM projects and programs required the assistance of a variety of personnel. Consequently, over the past several years GAO has hired or developed professional staff with expertise in training and employee development; psychological and career counseling; personnel/organizational research, design, implementation and evaluation; labor relations; and organization development.[4] GAO now has a sufficient number of human resource professionals capable of assisting management in developing their HRM programs. To provide additional focus on the area, Comptroller General Staats merged several HRM staffs into one office—the Office of Organization and Human Development (OHD). A description of some of that office's staffs follows.

Training and Development. This staff is responsible for assessing the training needs of professional, technical, and support staffs; and for designing, implementing, and evaluating courses intended to fulfill those needs. The staff offers a wide range of courses such as Program Evaluation for Auditors, Supervisory Skills, Entry-Level ADP, and Secretarial Procedures.

Counseling and Career Development. This staff provides any interested employees with individual or group counseling regarding career planning and mobility. GAO views career management as a joint responsibility of the Office and the employee, but places an emphasis on individual initiative and self assessment in the process. Career topics covered include assessing current skill levels, interests, and aptitudes; examining career opportunities within and outside the agency; developing strategies for career goals; and managing stress. The staff also offers outplacement services, retirement counseling, and short-term confidential assistance for more serious personal problems such as drug or alcohol dependency and marital difficulties. Referrals are made to professional

community resources for longer-term personal problems.

Organization Development. This staff directs their efforts at improving work groups' efficiency and the quality of interpersonal relationships, usually by increasing employee participation in the management process. By applying behavioral science knowledge from areas such as human communications, conflict resolution, and small group decisionmaking, an organization development consultant attempts to develop within a work group the skills necessary for the group to diagnose and solve its own problems. Because the typical project requires considerable changes in how employees and managers interact, organization development is usually a long-term venture. Its ultimate goal is to assist organization members in creating a more adaptive, effective, and personally satisfying work environment (Huse, 1980).

Research and Analysis. Staff in this group conduct personnel-related research, and develop, coordinate, and monitor personnel management systems. Among other responsibilities, this staff conducts selection validation studies, develops standardized data-collection instruments, evaluates EEO policies and practices, and performs job/task analyses.

Two staffs in other parts of GAO play a particularly important role in human resource management. The Labor Management and Employee Relations staff of the Personnel Office develops internal labor-management policies and provides assistance to management in dealing with union or other organized groups. It also advises managers on disciplinary actions and resolving grievances as well as advising employees of their rights. The Civil Rights Office provides technical assistance on designing EEO training programs. It also coordinates the Human Concerns Council which represents special interests groups such as handicapped and Hispanic employees, and develops the annual affirmative action plan.

When the cumulative work of the Career Management Committee, task forces, programs, and human resource-oriented staffs is viewed, it should be apparent that there is a considerable organizational effort to improve GAO's effectiveness and quality of work life. In fact, these human resource efforts and staffs may well place GAO in the

forefront of HRM in the Federal agencies. However, what has not been adequately articulated is a clear and agreed-upon management policy and an agencywide implementation strategy that defines GAO's system and the goals of HRM. This obviously is the task of the new Office of Organization and Human Development.

Need for Integrated HRM

While GAO has undertaken many projects and activities designed to enhance human resource management, the lack of a comprehensive HRM policy can make it difficult for staff to understand how they all fit together. At the same time, some individual divisions and offices have developed their own projects which, while meeting some of the needs of their staff, have been geared toward their own, rather than organizational, needs.

There are other issues which need to be addressed, such as measuring the impacts of HRM programs and helping employees develop individual development plans (IDPs). The latter offer the opportunity to record career interests and abilities, identify long-range realistic job opportunities and plan strategies for career progress.[5]

GAO would thus benefit from clearly articulating an HRM policy and working within that framework. The agency needs to be able to respond to the demands of an increasingly complex mission, a changing and heterogeneous work force, legal and regulatory constraints on personnel practices, and the changes being implemented under GAO's new personnel legislation.

An Operational Model

With the above background in mind, Figure 2 presents a program-specific HRM model that suggests the range of activities necessary to systematically address the needs of an organization such as GAO. Because this model identifies individual programs and relationships, it could be one useful way to approach HRM policy, program strategies, goals, and staffs responsible for program implementation.

Following is a brief discussion of this model including mission, human resource planning, selection, performance, evaluation and information systems. Existing or planned programs that relate to the model are also mentioned. This discussion is not intended

Fig. - 2 Operational HRM Model
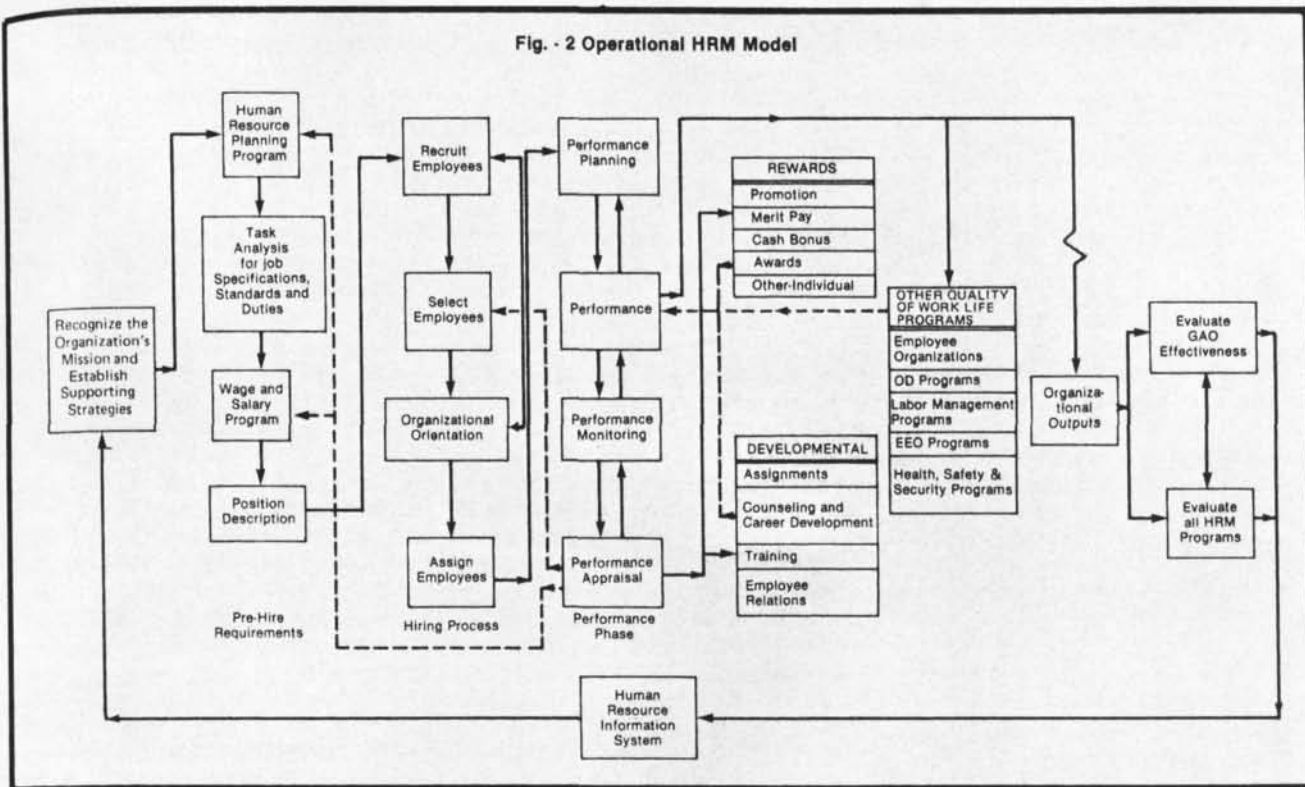
as a thorough analysis of the operational model or as a guide to implement programs. Rather, it highlights an integrated system that could build on previous work to manage human resources at an organization such as GAO.

Mission. The need for GAO to continually evaluate its operating strategies is perhaps prudent, given its dynamic role of providing services to the Congress, the accelerating rate of change in society at large, and the upcoming appointment of a new Comptroller General.[6] Once this direction is defined, certain personnel programs can be established to ensure that appropriate human resources are available to accomplish that mission. Further, since the mission ideally "drives" the organization, it is essential that the mission be clearly evident through HRM policies.

Pre-Hire Requirements. Although new employees are needed periodically, several activities should occur prior to organizational staffing, as shown in the "pre-hire requirements" section of the model. Optimally, human resource planning occurs first, as this requires analyzing the organization's personnel needs relative to its mission and policy and requires developing programs to satisfy those requirements. Planning activities typically include

forecasting human resource needs, performance management, and career management.

In broad terms, resource needs are predicted by analyzing the external environment (e.g., budget constraints), accounting for future internal human resource requirements, and subtracting future resource availability to arrive at net needs. Performance management, as a minimum, requires establishing programs to improve productivity through job design, performance appraisal, and wage and salary administration. Career management is, in essence, an integrated process of recruiting, selecting and assigning employees, promotion, transfer, management succession planning, training and development, and career counseling (Walker, 1980). Although performance and career management programs are implemented at a later time, early inclusion of these activities in the planning process ensures their influence on future resource needs.

Planning for human resources also requires job analyses to determine the critical knowledges, skills, and abilities required for complex positions. Subsequently, a rational wage and salary program that attracts, motivates, rewards, and retains qualified employees must also be designed and implemented to deliver the needed skills.

Due to GAO's excepted service status[7] and CSRA requirements, a pay-for-performance philosophy dictates the need for a new and integrated compensation, appraisal, and position classification plan that will reward employees based primarily on performance and eliminate salary increases based primarily on seniority.

Hiring Process. In agreement with EEO legislation and sound personnel management practices, recruitment and selection efforts need to be based on job-related criteria developed from job analyses. Furthermore, to encourage constructive "self-selection," applicants should have realistic job previews which carefully explain position requirements (in behavioral terms if possible), including any presumed negative aspects (Wanous, 1979). Failure to select qualified and organizationally compatible applicants can result in reduced productivity, higher turnover and absenteeism, increased administrative costs, and a diminished quality of work life.

Toward this end of efficient and accurate employee selection, GAO's Office of Personnel is redesigning the entire recruitment, selection, and placement process. New systems will include a more realistic job description and announcement, the use of job-related assessment criteria in the

interview and selection decision, and, over time, empirical validation of the entire process. The initial target position for this new selection process is entry-level evaluators. If there are positive results on dimensions such as performance level and turnover rate, a similar method of employee selection would be implemented for other levels and job series.

Performance Phase. Work performance is generally enhanced when an employee and supervisor use an interactive process that involves planning, monitoring, and appraising performance. During the planning session an employee receives a thorough job orientation of work requirements and priorities and participates in setting performance goals and standards useful for evaluation criteria. The supervisor monitors on-going performance and provides the employee with on-the-job training and constructive feedback. After an appropriate period of performance, a formal appraisal of results occurs, during which performance is compared with established criteria. When combined with behavioral feedback on work processes, this evaluation provides an employee with developmental information and is used to make personnel decisions such as promotions or cash bonuses.

In many respects the performance appraisal function is central to the personnel management process. Formal appraisals permit differentiation among employees for distribution of scarce rewards such as promotions and merit pay. In addition, appraisals provide data on performance levels which in turn are essential in designing specific training and development curricula and initiating other administrative actions. Furthermore, aggregate results of an accurate appraisal system enable validation of the selection process, provides feedback to the wage and salary program, and ultimately affects almost all aspects of human resource management (Henderson, 1980).

Quality-of-work-life programs also influence performance, but not necessarily in as direct a manner. Thus, this HRM model shows that performance may be linked directly to outputs or may be influenced by rewards, developmental activities, and/or other quality-of-work-life programs. However, recalling the dual goals and interaction of HRM programs, performance will be enhanced if it is somehow connected to these qualitative activities (Likert & Bowers, 1975).

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Evaluation. Ideally, an organization's outputs will satisfy its mission, goals, and other constraints while also satisfying human resource concerns. Evaluation criteria should be comprehensive enough to reflect these concerns because organizational effectiveness and HRM programs influence each other. Three examples illustrate the point:

• A training program that teaches a new skill may be assessed positively by participants, yet that skill may be obsolete to the organization and will not contribute to improved performance.

• A supervisor may achieve an impressive production rate through a dictatorial management style. Although high production is important to the organization, this unit might experience a costly increase in turnover, absenteeism, and tardiness.

• A unit supervisor may achieve a high production rate by using a participative management style. The organization may benefit directly, and the unit's employees may report an above-average level of job satisfaction. An indirect organizational benefit of lower turnover may also be possible.

As these simple examples indicate, organizational effectiveness is inextricably interwoven with long-term HRM concerns. Therefore, multiple criteria—defined by the type of work performed—give a more complete picture of organizational functioning (Steers, 1975). In GAO, evaluation criteria might include cost savings, timeliness, accuracy, employee retention rate, absence of undue stress, and psychological commitment to organizational goals. After carefully deciding on and evaluating meaningful criteria, the findings are used by managers in reformulating strategic plans, designing new objectives, and creating program action plans.

Human Resource Information System

A Human Resource Information System containing personnel data on acquiring, developing, and managing human resources is an important aspect of an integrated human resource management system. Among other things, such a system can be used to evaluate personnel management policies and programs and advise management on them, assist managers in forecasting work force needs and

availability, assist in training needs assessments, and maintain a data base on employees' individual career plans. HRM must be a systematic undertaking if it is to be fully effective. The model shown in Figure 2 introduces one system for managing our human resources.

GAO has previously experimented with creating or modifying several independent automated information systems to meet management needs. In keeping with the systems concept of organizational interdependency, GAO is now moving toward a consolidation of its three major data bases. In 1981 a contractor will assist in redesigning and merging the financial, personnel, and auditing ADP subsystems. When completed, this consolidated system will permit easier data input and retrieval and will have an expanded information-processing capability. Furthermore, because the system is being designed exclusively for GAO, it will be more capable of satisfying our unique information needs. I would hope this system has a human resource component.

Summing Up the Model

Developing, with input from employees at all levels, a model that captures organizational, managerial, and subordinate needs will not be an easy task. In an organization with a wide range of work and individual employee differences, the challenge is even more complex. A policy developed in a participative process which is communicated to all staff is likely to create employee commitment to HRM goals and procedures.

The integrated HRM approach is thus best created by

• basing HRM policy on the organization's goals,

• ensuring that individual programs support and are consistent with each other,

• evaluating HRM programs primarily on the basis of their long-run contribution to organization effectiveness, and

• connecting evaluation data with the design of future HRM goals and strategies.

An HRM system can have a powerful influence on organizational functioning. To be and remain viable, it requires considerable effort, resources, and continual commitment.

Some Concluding Thoughts

The need for an integrated HRM system in GAO is likely to intensify in the 1980's. In response to an increasingly complex world, our mission is almost certain to expand. Moreover, the work force will continue to ask for, or perhaps demand, through highly active unions, a more participative role in management. Also significant is the fact that additional employment legislation such as "equal pay for work of equal value," will further influence organizational and personnel management behavior. Finally, with the freedom of GAO's excepted-service status will come an intense scrutiny of our new personnel system by the Congress and other Federal agencies. All of these factors call upon GAO to be an adaptive and responsive agency. Clearly, the new Office of Organization and Human Development has its work cut out for it.

Above all, HRM cannot be interpreted as a panacea. HRM programs, by themselves, will not compensate for deficiencies in, for example, financial resources or unmotivated organizational members. However, because HRM facilitates constructive organizational change via improved human interaction, it does have considerable potential benefits for dynamic organizations, including GAO.

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[1] Numerous other names and phrases such as Human Resource Development (HRD), Quality of Work Life (QWL), Organization Development (OD), Sociotechnical systems, Participative Management, and Industrial Democracy are used to describe this emerging field. There are some differences in technique, e.g., conducting attitude surveys or establishing performance appraisal systems; and in client focus, e.g., union employees or top management. Still, such programs are similar in attempting to develop and manage human resources at work toward the achievement of personal, social, and economic goals (Mills, 1975).

[2] Equal employment opportunity and affirmative action factors also enter into the selection decision.

[3] GAO has 12 division directors who manage the work of its operating units (called divisions). The directors also work as a team in addressing key internal management issues.

[4] Another evidence of GAO's commitment to HRM was the establishment of the Federal Personnel and Compensation Division (FPCD) in 1972. This division is responsible for reviewing the Federal Government's personnel policies and programs, and frequently makes recommendations to the Congress on ways to improve HRM. Due to their knowledge of personnel and pay systems, staff members in FPCD have had a major role in designing GAO's independent personnel system and may provide Personnel with future assistance as well.

[5] The BARS system for GS-7-14 evaluators does have a developmental section which captures some of the IDP data. However, at present this data is not formally connected to a work force planning system. Furthermore, these evaluators constitute less than 55 percent of GAO's employee population.

[6] Comptroller General Staats' 15-year term ended on March 7, 1981, and as this article went to press in April, the Congress and the President were still deliberating about his successor.

[7] GAO employees were removed from the competitive Federal service with passage of the May 1980 Personnel Act. Employees are now in the excepted service but are able to move into the competitive service if they want to transfer to another Federal agency.